



**cogta**

Department:

Co-operative Governance and Traditional Affairs  
**PROVINCE OF KWAZULU-NATAL**

# **FINAL REPORT: IMPACT EVALUATION OF EPWP & CPWP PROGRAMMES IMPLEMENTED IN KZN PROVINCE FOR THE PERIOD 2013-2018**

**MARCH 2019**

**[Prepared for COGTA KZN]**

## **Type of Evaluation: Implementation and Impact Evaluation**

In line with the department of Evaluation and Monitoring (DPEM), the evaluation exercise is twofold, as indicated above. Firstly, the evaluation seeks to understand how the intervention by KZN CoGTA is likely to reach the outcomes of employment creation, poverty alleviation and reduction in income inequality in 10 municipalities in KwaZulu Natal. The second part of the evaluation exercise focuses on what outcomes have been achieved as a result of the intervention by KZN CoGTA. The study found out that the EPWP and CWP based projects had an impact on the beneficiaries and their families, specifically through providing income which compares favourably with poverty lines; providing first time employment and a single form of main source of income to a majority of households. In addition, it was found out that project implementation and monitoring and evaluation practices are adhered to as a way of ensuring that project objectives are in line with the vision of the department.

## Executive Summary

The research report provides details of research conducted in KwaZulu Natal to establish the impact of the EPWP and CWP programmes which comprise of the beadwork project, food security project and the waste management project. The study was conducted from ten municipalities, where the projects were implemented. The data was collected through a survey of 422 participants, 7 focus group discussions and 7 implementation agencies. The data was complemented with the General Household Survey data from the Statistics South Africa and document review. The sample was drawn from the current and past participants in the programme. These were identified with the help of the implementing agencies. The study made use of mixed methods analysis. The collected data was therefore analysed utilising both qualitative and quantitative methods.

## Findings

- Impact: The project had an impact on the beneficiaries and their households:
  - The projects implemented created employment for participants. The majority of the participants had not worked before or, where they worked prior to this, the conditions were inferior to those under the programme.
  - Participation by a member increased household income overall as well as consumption levels. Per capita income improved in the households.
  - There is evidence that poverty was reduced from different angles - monetary perspective (access to money and per capita figures in comparison to poverty lines), non-monetary perspective (access to health, transport, water, toilet facilities, food among others) were both higher among the beneficiaries.
  - Beneficiaries were given a voice, getting to participate in community affairs on different public participation forums.
- Project implementation: practices were adhered to as
  - Project objectives and implementation activities are aligned to the vision of COGTA KZN

- Monitoring and evaluation practices were observed.

## Recommendations

- There is a need to improve on monitoring and evaluation of the projects implemented by CoGTA. This can be enhanced through promoting mobility of programme managers.
- There is a need to come up with programmes which also include people with disabilities. One of the ways to deal with this is prioritising projects that do not require manual labour, such as beads for people with disabilities. This may also be extended to include handmade products that persons with disabilities have already been trained in and expand the scope of such a programme.
- With regards to food security, it is recommended that research be undertaken for the purposes of identification of ‘best packages’ to provide nutritious food all year round, determine reasons for the lower rate of productivity of food gardens, compile a take-home training manual, do a thorough audit of sustainable gardens in the jurisdiction of the Alfred Duma District Municipality, invest in research and development of agro-ecological farming processes and technologies.
- On waste management, it is recommended that the delivery outputs of this project be revisited to be able to respond to waste management as a viable economic stream, which includes waste recycling or removal in areas such as schools, sidewalks, parks and central business district, as well as the removal and reuse of alien vegetation, amongst others.
- On the adequacy of the budget, it is recommended that COGTA KZN should have an annual review of budgets, especially regarding the stipends amount; having the stipend amount in line with inflation will be ideal and practical and to invest much in monitoring and evaluation will put the department in good stead in terms of budget.
- Lastly, it is recommended that the Department should engage the implementing agent with prospects of creating exit opportunities for CWP & EPWP participants exiting the programme.

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## **Abbreviations**

CoGTA	Cooperative Governance and Traditional Affairs
CWP	Community Work Programme
EPWP	Expanded Public Works Programme
FGD	Focus Group Discussion
GHS	General Household Survey
HOD	Head of Department
HSRC	Human Sciences Research Council
KZN	KwaZulu Natal
MEC	Member of the Executive Council
PEP	Public Employment Programme
PWP	Public Works Programme
LBPL	Lower Bound Poverty Line
UBPL	Upper Bound Poverty Line
FPL	Food Poverty Line
PCSCG	People Centered Sustainable Cooperative Governance
RSA	Republic of South Africa

## **1. BACKGROUND AND CONTEXT OF THE EVALUATION**

COGTA KZN, being keen on knowing about the impact made by its PEP and seized with the mandate to help eradicate poverty, reduce inequality and create employment, commissioned a study to do an impact evaluation on the departmental EPWP and CWP programmes. This is in the context of monitoring and evaluation systems, which, according to Devereux, Roelen, Béné, Chopra, Leavy, and McGregor (2013), perform two methodologically related, but conceptually independent, functions: monitoring programme activities and outputs, and evaluating programme outcomes and impacts. While monitoring simply tracks programme performance ('how many individuals were beneficiaries?'), impact evaluation is considerably more complex ('how much did individuals' income or food security increase due to participation in PEP programme?'). This evaluation attempts to cover both these functions, taking into account the objective of the intervention.

Ngomane (2012) highlights the fact that rural South Africa is a consumer society and that over half of the households in the former homeland areas rely on social grants or remittances for their own livelihoods, even though they are not strategically utilised to sustain the rural economy. Also, remittances and social grants are largely spent on, inadvertently, supporting formal big capital, which creates a vicious cycle of poverty and inequality. Taking cognisance of this, as one of the ways to deal with the problems of poverty, inequality and unemployment, the South African government formulated the Expanded Public Works Programme (EPWP) and the Community Works Programme (CWP).

The EPWP is a nation-wide programme that is aimed at the reorientation of the existing public sector expenditure, with the aim of drawing a significant number of the unemployed into productive work, so as to equip them with the relevant skills, as well as to enhance their ability to earn an extra income. The programme is intended to contribute towards the alleviation of poverty through reducing the level of unemployment, especially for the vulnerable members of the community such as the poor, women, youth and people with disabilities.



The CWP is also another government initiative aimed at alleviating poverty which is entrenched in the rural communities. The programme was introduced in the second phase of the EPWP programme, which was further expanded in 2009 to include the social sector, with focus on useful work. The primary objective of the CWP programme is to create access to a minimum level of regular and predictable work opportunities for those in need. The programme targets areas where there are high levels of unemployment with limited sustainable work opportunities, where the situation might not be resolved for the foreseeable future.

The department of Co-operative Governance and traditional Affairs (COGTA) implemented two programmes, the Expanded Public Works Programme (EPWP) and the Community Works Programme (CWP), with the aim of creating employment opportunities and reducing poverty in KwaZulu Natal.

The EPWP policy is informed by the following:

- The Constitution of the Republic of South Africa;
- Reconstruction & Development Programme (RDP) 1994;
- White Paper of Social Welfare 1997;
- Intergovernmental Relations Framework Act 13 of 2005;
- National development Plan (NDP), Chapter 11, and
- Department of Social Dev (DSD's) 2016;
- Review of the 1997 White Paper.

### **Government Outcome-Based System**

At a strategic level, the programme seeks to contribute towards the following goals in the Government's outcome-based system:

- Outcome 4: Decent employment through inclusive economic growth;
- Outcome 7: Vibrant, equitable and sustainable rural communities with food security for all;
- Outcome 9: A responsive, accountable, effective and efficient local government system.

This study seeks to evaluate the implementation and impact of the projects under this programme.

## 2. INTRODUCTION

The Expanded Public Works Programme (EPWP) and the Community Work Programme (CWP) are government initiatives which are aimed poverty reduction and employment creation (South African Cities Network, 2015). It is indicated on the EPWP website: *“The programme is a key government initiative, which contributes to Governments Policy Priorities in terms of decent work & sustainable livelihoods, education, health; rural development; food security & land reform and the fight against crime & corruption.”* Through the EPWP and the CWP, the KwaZulu Natal Cooperative Governance and Traditional Affairs (CoGTA) implemented three projects, the beadwork project, food security project and the waste management project. The beadwork project is co-funded through the EPWP integrated grant and the Department’s internal funds. The programme has thus seen about 26 beadwork cooperatives being supported to also venture into the mainstream market. The food security project, on the other hand, is aimed at poverty alleviation. The project is implemented through the traditional leadership in the areas, focusing on various agricultural activities. With regards to the waste management project, the focus again is on poverty alleviation, focusing mostly on the vulnerable groups of the society and the poor.

Over a period of five years, the department received a total of R19 147 000.00 in the form of a grant which was used to fund these programmes. The department was able to successfully create a number of work opportunities, forge partnerships with other public and private institutions and enhance the skills of members of the communities in which these projects were implemented.

Taking into account the anecdotal evidence of the success of the programmes, the MEC of CoGTA and the HOD expressed interest in establishing the extent to which the programmes implemented impacted on people’s lives. The aim of this evaluation was to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, impact and sustainability of initiatives created through EPWP and CWP projects.

## 2.2 PROBLEM STATEMENT

As a way of achieving Government Outcomes 4 (decent employment through inclusive economic growth), 7 (vibrant, equitable and sustainable rural communities with food security for all and a responsive) and 9 (accountable, effective and efficient local government system), KZN CoGTA implemented the EPWP and CWP programmes through three flagship projects of Beadwork, Food security and Waste management between the years 2013 and 2018. Even though the department has observed positive results through reports on the programmes, there is a need to apply a theory of change and determine if the positive outcomes in the communities can be attributed to the projects interventions of the programmes. To do this, there is a need for understanding:

- If the intervention (the three projects) were suitable or relevant to the outcomes that were meant to be achieved;
- Whether the implementation of the projects was in line with the processes of project implementation; and
- What impact, if any, did the projects make on the individuals households and the communities as a whole.

Without such a scientifically determined effect, the use of funds and the quest to address socio-economic ills within societies remain anecdotal. The socio-economic ills of poverty, inequality and unemployment are rife, especially among the youth and women are high countrywide. Thus, the department needs to evaluate its efforts towards addressing these anomalies, given that it has the responsibility to address the triple challenges.

This becomes important given the Human Science Research Council (2015) report on the Evaluation of EPWP Phase II in KwaZulu-Natal, which indicated that its average contribution to unemployment was only 9% between 2009 and 2014. This raised eyebrows and questions as to whether this was an acceptable contribution to tackle the problem of unemployment. The same report revealed that 47% of exited EPWP beneficiaries were now unemployed, while 16% of exited EPWP beneficiaries were now in full time jobs. The good thing though, was the fact that unemployment rates in KZN were relatively higher amongst non-EPWP households (35%), as compared to 28% of EPWP beneficiary households. Furthermore, 42% of

respondents in the Non-State Sector reported to be working full time after the EPWP programme. However, at macro-economic level in KZN, the EPWP Phase II witnessed an increase in GDP of only 0.4% and 0.8%, compared to the baseline when transport TFP increased by 1% and 2%, successively. The impact, according to HSRC (2015), had limited macro-economic effects.

The aim of the study was, therefore, to evaluate the impact of EPWP and CPW programmes as implemented in the KZN province for the period 2013-2018. This evaluation, therefore, seeks to achieve the following objectives:

- 1) to establish the extent to which the projects and their implementation process strategically aligned with the Departmental vision,
- 2) to determine if each of the projects managed to create employment and alleviate poverty,
- 3) to assess the impact of each project in addressing income inequality,
- 4) to determine the extent to which the programme LIFE CYCLES [for example design, implementation etc.] were monitored, and
- 5) to assess the process/mechanisms utilised to recruit participants and design their contracts.

The following questions were answered to meet the above objectives:

- I. Are the projects and their implementation processes strategically aligned with the Departmental vision?
- II. Did the programme (EPWP and CWP) create employment and/ or alleviate poverty, and to what extent?
- III. What is the impact of each programme (EPWP and CWP) in addressing income inequality?
- IV. Was programme monitoring carried out?
- V. What was the nature of recruitment and contracting processes and were they in line with programme objectives?

### 3. LITERATURE REVIEW

A review of the available literature on the role of Public Works Programmes in alleviating poverty and the creation of employment was carried out (Annexure 1). The review indicated that there are different approaches to PWP the world over. For example, PWPs are common in Australia, where they are called ‘mutual obligation’, in the Netherlands, they are called ‘Work first’, while in Canada, they are referred to as ‘Canada Works and other Local Programmes’ (Kálmán, 2015). According to del Ninno, Subbarao, & Milazzo (2009), PWPs is normally used interchangeably with ‘Workfare’. This terminology was first used in the United States since the 1970s, but later spread to other parts of the world in the 1990s (Kálmán, 2015). In this regard, several PWPs were launched in United States, including, among others, ‘New Deal for Young People’ and the ‘New Deal for 24+’ (Kálmán, 2015).

In India PWPs are called ‘The Mahatma Gandhi National Rural Employment Guarantee Scheme’, which, in human history, has delivered the largest and unprecedented public works ever recorded (Subbarao et al., 2013). Yet in Ethiopia, PWPs have been named ‘Productive Safety Net Programs (Subbarao et al., 2013). Coming closer home, Zimbabwe’s PWPs are referred to as ‘Food for Work Programmes’ (Moyo, Oluyinka, & Onyenakeya, 2014). Finally, South Africa is also not exceptional, as it has adopted different names for PWPs, including, among others, the ‘Expanded Public Works Programme’ and the ‘Community Works Programme’ (Hlatshwayo, 2017). The common thread among all these names, as provided for in different countries, is the need to urgently address poverty and unemployment concerns, while channeling provided labour towards the development of local communities.

The review of literature also pointed out a number of lessons which were learnt from practical experiences of designing and implementing Phase I and II of EPWP in South Africa. In its presentation to the Portfolio Committee on Public Works on 5 March 2015 (South African Cities Network, 2015), the Department of Public Works hinted on the following key lessons learnt from EPWP Phase I and II:

- Both public stakeholders and development practitioners have demonstrated a lack of understanding as to what the Public Employment Programme (PEP)

aimed to achieve. This has resulted in unanticipated confusion rocking the initiative.

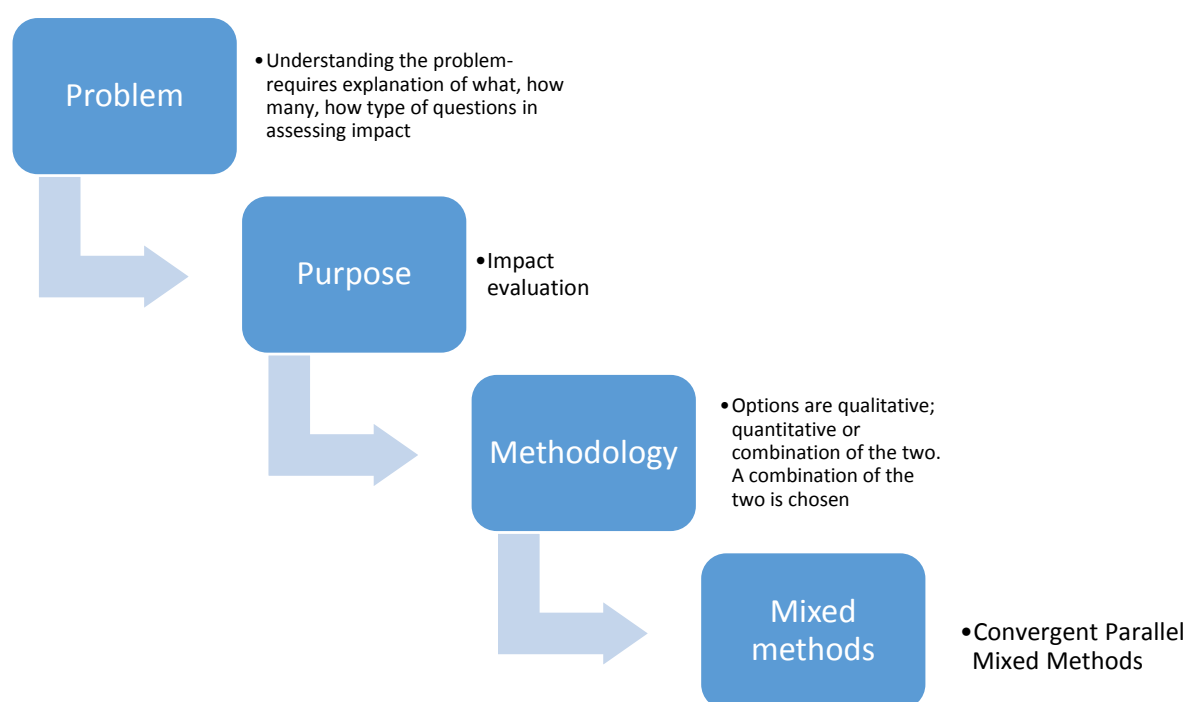
- The need to strike a balance between Work Opportunity headcounts and Other Outcomes.
- The risk that EPWP projects were going to fall into patronage was imminent. In fact, it was reported that the selection of EPWP participants was hijacked by politicians for patronage purposes.
- The need for greater coordination between the scale, diversity and innovative nature of South Africa's PEPs - in essence, more effort must now be put in fostering common branding of PEPs
- Short term nature of Infrastructural projects - Although infrastructural projects are recognised as the largest contributor to work opportunities, the challenge with this was that the majority of them lasted for short-term periods of about 65 days. This meant that participants of such projects only took a short while before spinning back into unemployment.

These issues are pertinent to the current study, given the three projects implemented by CoGTA in the different municipalities in KZN.

#### **4. METHODOLOGY**

This section outlines the methodological approach which was employed in carrying out this research project. The study followed a pragmatic paradigm in which we contend that numbers alone cannot tell us holistically the impact of the projects implemented (Stern et al. 2012). The paradigm blends interpretivism (there are as many realities as the number of individuals - each individual and or family have their own story to tell) and positivism (we can quantify and generalise the impact to the rest of the population) philosophical underpinnings. The individual strengths of quantitative and qualitative methods have resulted in such a combination (Bamberger, 2012). In addition, Leeuw and Vaessen (2009) argue that a mix of methods, which is triangulating information from different approaches, is essential in assessing different facets of complex outcomes or impacts, yielding greater validity than from one method alone.

The methodological approach was, therefore, mixed methods; where qualitative methods (sampling, data collection and analysis techniques) are applied together with the quantitative methods (see Figure 1, below). There are three possible ways to this mix of methods, it can either be exploratory sequential mixed methods (qualitative methods start and dominates), explanatory sequential mixed methods (quantitative methods start and dominates) or convergent parallel mixed methods (neither dominates and the methods are applied concurrently). This study applied the latter, with simultaneous data collection and analysis, with findings complementing each other to come to a conclusion on whether there was impact made or not.



**Figure 1: Methodological approach**

Within the context of the chosen paradigm (pragmatism) and approach, convergent parallel mixed methods, sampling, data collection and analysis tools were chosen. Firstly, the units of analysis (where data is collected) were considered to be individual beneficiaries, their households, the officials, the broader community and the documents (implementation plans, periodic reports). The units of analysis were convenience-purposively identified as they are part of the implementation or are affected (positive and negative) by the implementation. The considered time is the overall period of implementation, which is 2013-2018.



Data was collected through closed-ended survey questionnaires administered to the beneficiaries as the focus was on generalisation and generating quantitative data (see annexure 2 for survey questionnaire). To triangulate, providing explanation as to why certain experiences and impact have been registered in certain ways, focus group discussions with some of the questionnaire respondents were conducted. This also helped to validate the survey-based results. The main purpose of the FGD was to present the preliminary findings and solicit comments on to what extent the results reflect real experiences of the participants. In addition, comments on clarity on any of the findings was sought to enable the study to provide the context of each finding. Qualitative data was also solicited from key informants - these are implementers at district level, who have the experience working with the beneficiaries on the programme. They had great insight on programme implementation as well as experiences of the beneficiaries. The generated qualitative data was triangulated with the one from beneficiaries. Qualitative data was analysed through the thematic approach, in terms of which the responses were read and re-read to identify codes; the codes were interrogated and grouped into categories which were later reviewed to establish themes. The themes then helped to explain and expand the discussion on quantitative data results. Quantitative analysis was mainly in the form of frequencies and measures of central tendency, as the study focused on counting how many and by how much kind of questions. Quantitative data analysis was done in STATA 14.

#### *4.1 Survey sample*

The study targeted the sample, as below, based on the distribution of beneficiaries across projects and municipalities. It must be noted that these figures were used to guide the administering of instruments and not be the fixed numbers to be achieved, given the convenience-purposive sampling approach which was followed. Having a purely stratified sample was not achievable, given that the timing of getting respondents was not possible; therefore, the sampling was purely non-random. The following is the sample that was used.

**Table 1: Sample distribution by local municipality**

Project					
Municipality	Beadwork	Food security	Waste man	Other	Total
Abaqulusi & Edumbe	4	6	12	14	36
Alfred Duma	17	2	0	0	19
Endumeni	20	3	1	0	24
Langalibalele	24	23	1	0	48
Mandeni	26	1	18	13	58
Mkhambathini	2	14	2	29	47
Msunduzi	30	15	10	4	59
Mtubatuba	35	1	12	0	48
Richmond	1	0	49	1	51
Umhlabuyalingana	4	15	3	6	28
Total	163	80	108	67	418

### Focus group discussions

During the survey, potential respondents were asked to volunteer to take part in the focus group discussions post the survey. They were thus asked to provide their contact details. Focus groups of 810 participants per 7 municipalities were conducted. Each group had the preliminary results presented to them and discussions started from commenting on the results, in line with their experiences under the programme. Questions, as outlined in the focus group guide, were then posed and discussions captured in transcript form. The data was analysed thematically with units/ codes from responses identified and then categorised as key points/ ideas, which were then discussed concurrently with quantitative results, as per methodology explanation. In cases where necessary, verbatim quotes have been provided, to bring to the fore clear context as well as the richness of the data. See attached Annexure 2 for data structure.

### Key informant interviews

Interviews were done with implementing agents from municipalities, namely, Msunduzi, Mtubatuba, Langalibalele, Mkhambathi, Edumbe, Richmond and Mandeni. Semi structured face-to-face interviews were held in February 2019, with appointments with the prospective interviewees done in advance with the assistance of COGTA KZN. Seven (7) key informants were interviewed, one from each of the named municipalities. The data generated was analysed thematically, as is the case with the interview data, see attached Annexure 3 for data structure.

Overall, the variables are constructed around the implementation process, monitoring mechanisms and the outcomes in relation to key indicators of unemployment, poverty and inequality. This is the case for both the quantitative and the qualitative data.

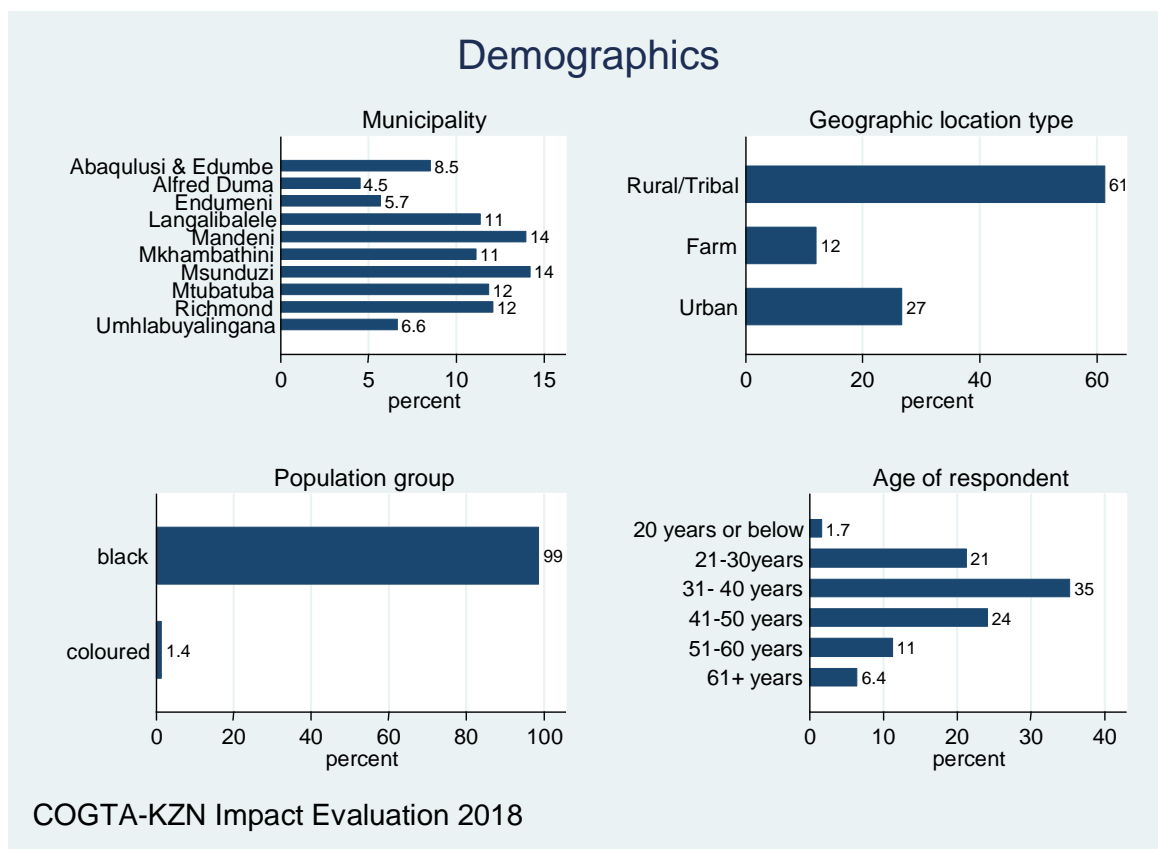
## **5. RESULTS AND DISCUSSION**

### **5.1. Introduction**

This section presents results from the analysis of data generated through survey, focus group discussion, interviews and document analysis. Given that a convergent mixed methods approach was followed, the analysis and, thus, presentation of the results, is study objective based. An objective is taken as a subsection and then results from the different data sources are then presented and discussed, triangulating in order to provide an answer to the research question aligned to the objective. A survey targeting beneficiaries was administered in all the municipalities, as outlined under methodology. This section presents the findings from that survey data. Section 5.2 presents a summary of the sample demographics, while the rest of the sections present and discuss the results per objective.

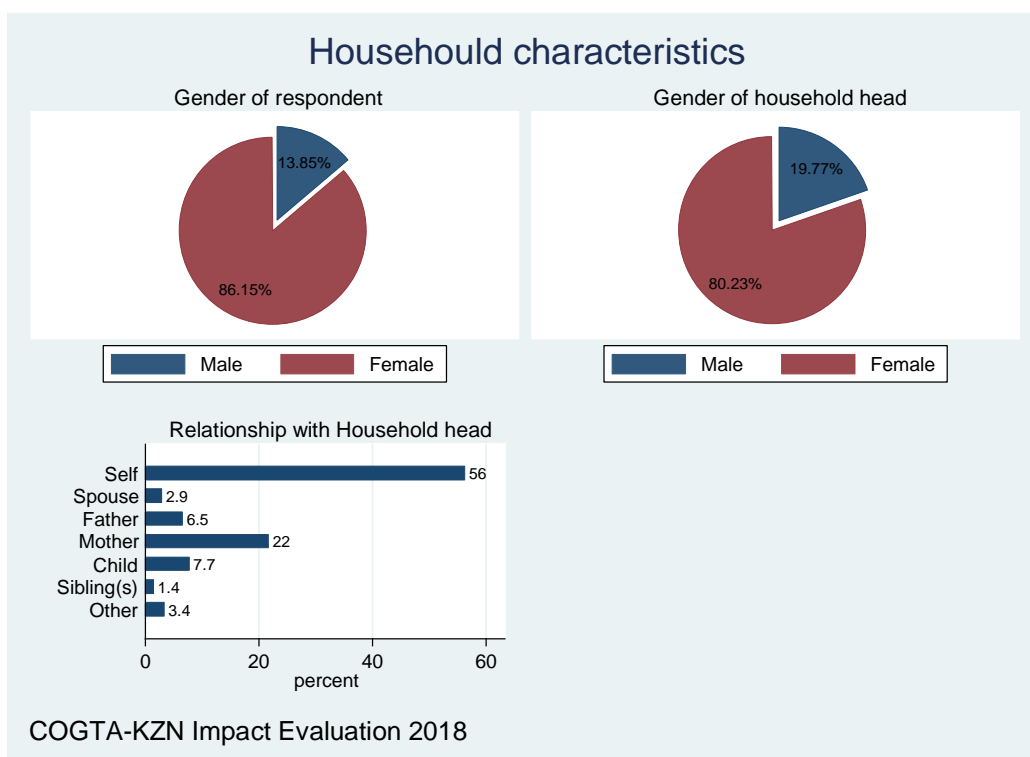
### **5.2. Beneficiaries Sample demographics**

Figure 2 presents the demographics of individuals who took part in the survey. Participants were from Abaqulusi & Edumbe (8.5%), Alfred Duma (4.5%), Endumeni (5.7%), Langalibalele (11%), Mandeni (14%), Mkhambathini (11%), Msunduzi (14%), Mtubatuba (12%), Richmond (12%) and Umhlabuyalingana (6.6%). 61% of the participants were from the rural/tribal location, 12% from farms and 27% from the urban areas. About 99% of the population was blacks, with 1.4% being coloured. The participants were from diverse age groups, almost equally represented, although 31 - 40 years (35%) age groups dominate.



**Figure 2: Demographics of Respondents**

Household characteristics summary is presented in Figure 3 below.

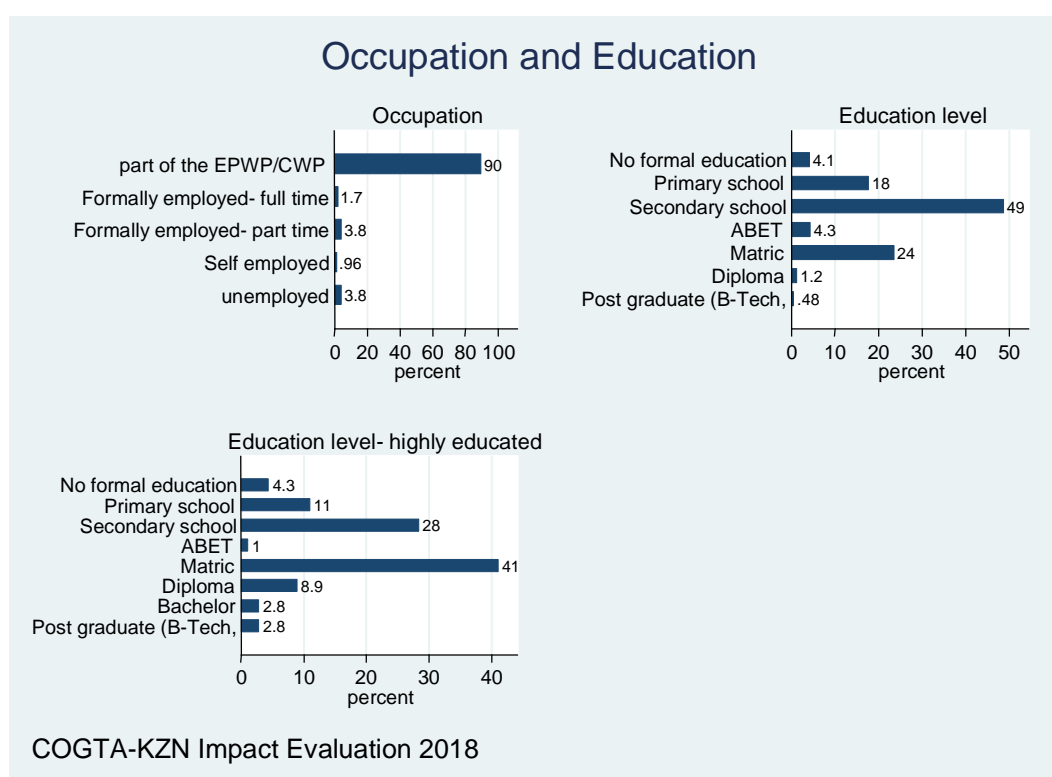


**Figure 3: Household Characteristics**

Figure 3 shows that about 86% of the participants are females; with 14 percent males. The survey indicates that about 80% of households from the sample are headed by females. Figure 3 also shows that 56% of the participants were actual heads of the households.

Figure 4 presents the occupation and education of the participants. The majority of the participants have secondary education (49%) followed by matric (24%), with 18% having primary education. With regards to the households of participants, 41% (highest) have a family member who has matric, 28% secondary education, 11% primary school, 8.9% Diploma, 4.3% no formal education. Those with family members who hold Bachelor's degrees and Postgraduate education are at 2.8% each.

The level of education of the participants is also reflected in the occupation of the participants. The EPWP/CWP projects constitute 90% of the employment of the participants. This shows that the programme has contributed significantly to employment creation.



**Figure 4: Occupation and Education**

Table 2 shows the different programmes which the participants reported to be involved in at the different municipalities. In Abaqulusi and Edumbe, the majority are involved in other, which are mainly cleaning and gardening, followed by Waste management, food security and beadwork, respectively. In Alfred Duma, 89% of the participants are involved in beadwork, whilst 10.53% are in food security projects. Endumeni is dominated by beadwork (83.33%). Participants from Langalibalele are largely involved in beadwork (50%) and food security (48%). Participants from Mandeni are involved in almost all the projects, with 44.83 involved in beadwork (highest), followed by waste management (31.03%) and other 22.41%. Mkhambathini is dominated by cleaning and gardening (other), followed by food security. The greatest percentage of the participants in Msunduzi and Mtubatuba are involved in beadwork. On the other hand, Richmond has about 96% of the participants involved in waste management. Lastly, Umhlabuyalingana has the majority of participants involved in food security. To a greater degree, then, all the chosen municipalities represent the flagship programmes implemented by the Department.

**Table 2: Programme Involvement per Municipality**

Municipality	Programme				Total
	Beadwork	Food security	Waste man	Other	
<b>Abaqulusi &amp; Edumbe</b>	4	6	12	14	36
	11.11	16.67	33.33	38.89	100.00
	2.45	7.50	11.11	20.90	8.61
<b>Alfred Duma</b>	17	2	0	0	19
	89.47	10.53	0.00	0.00	100.00
	10.43	2.50	0.00	0.00	4.55
<b>Endumeni</b>	20	3	1	0	24
	83.33	12.50	4.17	0.00	100.00
	12.27	3.75	0.93	0.00	5.74
<b>Langalibalele</b>	24	23	1	0	48
	50.00	47.92	2.08	0.00	100.00
	14.72	28.75	0.93	0.00	11.48
<b>Mandeni</b>	26	1	18	13	58
	44.83	1.72	31.03	22.41	100.00
	15.95	1.25	16.67	19.40	13.88
<b>Mkhambathini</b>	2	14	2	29	47
	4.26	29.79	4.26	61.70	100.00
	1.23	17.50	1.85	43.28	11.24

<b>Msunduzi</b>	<b>30</b>	<b>15</b>	<b>10</b>	<b>4</b>	<b>59</b>
	<b>50.85</b>	<b>25.42</b>	<b>16.95</b>	<b>6.78</b>	<b>100.00</b>
	<b>18.40</b>	<b>18.75</b>	<b>9.26</b>	<b>5.97</b>	<b>14.11</b>
<b>Mtubatuba</b>	<b>35</b>	<b>1</b>	<b>12</b>	<b>0</b>	<b>48</b>
	<b>72.92</b>	<b>2.08</b>	<b>25.00</b>	<b>0.00</b>	<b>100.00</b>
	<b>21.47</b>	<b>1.25</b>	<b>11.11</b>	<b>0.00</b>	<b>11.48</b>
<b>Richmond</b>	<b>1</b>	<b>0</b>	<b>49</b>	<b>1</b>	<b>51</b>
	<b>1.96</b>	<b>0.00</b>	<b>96.08</b>	<b>1.96</b>	<b>100.00</b>
	<b>0.61</b>	<b>0.00</b>	<b>45.37</b>	<b>1.49</b>	<b>12.20</b>
<b>Umhlabuyalingana</b>	<b>4</b>	<b>15</b>	<b>3</b>	<b>6</b>	<b>28</b>
	<b>14.29</b>	<b>53.57</b>	<b>10.71</b>	<b>21.43</b>	<b>100.00</b>
	<b>2.45</b>	<b>18.75</b>	<b>2.78</b>	<b>8.96</b>	<b>6.70</b>
<b>Total</b>	<b>163</b>	<b>80</b>	<b>108</b>	<b>67</b>	<b>418</b>
	<b>39.00</b>	<b>19.14</b>	<b>25.84</b>	<b>16.03</b>	<b>100.00</b>
	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>

Key: Cell contents order

- frequency
- row percentage
- column percentage

Overall distribution of the sample across the measured demographics is presented in tables 3.1-3.4 below as frequencies (count)

**Table 3.1 Geographic Type, project and Municipality**

	Municipality										
	Abaqulusi & Edumbe	Alfred Duma	Endumeni	Langalibalele	Mandeni	Mkhambathini	Msunduzi	Mtubatuba	Richmond	Umhlabuyalingana	Total
<b>Geo type</b>											
Rural/Tribal	35.0	7.0	8.0	8.0	24.0	29.0	42.0	40.0	44.0	12.0	249.0
Farm	0.0	11.0	0.0	2.0	0.0	12.0	2.0	1.0	4.0	16.0	48.0
Urban	0.0	0.0	16.0	37.0	33.0	0.0	11.0	8.0	3.0	0.0	108.0
<b>Total</b>	<b>35.0</b>	<b>18.0</b>	<b>24.0</b>	<b>47.0</b>	<b>57.0</b>	<b>41.0</b>	<b>55.0</b>	<b>49.0</b>	<b>51.0</b>	<b>28.0</b>	<b>405.0</b>
<b>Project</b>											
Beadwork	4.0	17.0	20.0	24.0	26.0	2.0	30.0	35.0	1.0	4.0	163.0
Food security	6.0	2.0	3.0	23.0	1.0	14.0	15.0	1.0	0.0	15.0	80.0
Waste management	12.0	0.0	1.0	1.0	18.0	2.0	10.0	12.0	49.0	3.0	108.0
Other	14.0	0.0	0.0	0.0	13.0	29.0	4.0	0.0	1.0	6.0	67.0
<b>Total</b>	<b>36.0</b>	<b>19.0</b>	<b>24.0</b>	<b>48.0</b>	<b>58.0</b>	<b>47.0</b>	<b>59.0</b>	<b>48.0</b>	<b>51.0</b>	<b>28.0</b>	<b>418.0</b>

Table 3.1 shows that the rural/tribal respondents dominate followed by urban and a few respondents that were from farms. The distribution of respondents by

project across the municipalities is quite varied, with beadwork dominating in Alfred Duma, Endumeni & Mtubatuba; food security is more prominent in Langalibalele, and dominates in Umhlabuyalingana. On the other hand, waste management is concentrated in Richmond.

**Table 3.2 Gender, relationship with head of household, household head gender, and race by municipality**

	Edumbe	Alfred Duma	Endumeni	Langalibalele	Mandeni	Mkhambathini	Msunduzi	Mtubatuba	Richmond	Umlalaba	Total
<b>Gender</b>											
Male	5.0	7.0	3.0	17.0	20.0	2.0	18.0	12.0	9.0	7.0	100.0
Female	30.0	12.0	21.0	31.0	35.0	45.0	33.0	38.0	42.0	20.0	307.0
	0.0	0.0	0.0	0.0	1.0	0.0	0.0	0.0	0.0	0.0	1.0
Total	35.0	19.0	24.0	48.0	56.0	47.0	51.0	50.0	51.0	27.0	408.0
<b>Relationship with H. head</b>											
Self	25.0	16.0	12.0	37.0	24.0	28.0	24.0	36.0	22.0	7.0	231.0
Spouse	2.0	0.0	0.0	1.0	5.0	0.0	2.0	0.0	1.0	1.0	12.0
Father	2.0	0.0	2.0	6.0	4.0	0.0	4.0	3.0	1.0	5.0	27.0
Mother	5.0	3.0	6.0	4.0	9.0	12.0	14.0	5.0	18.0	12.0	88.0
Child	0.0	0.0	2.0	0.0	9.0	2.0	12.0	5.0	1.0	1.0	32.0
Sibling(s)	0.0	0.0	1.0	0.0	0.0	0.0	2.0	0.0	2.0	1.0	6.0
Other	1.0	0.0	1.0	0.0	3.0	2.0	1.0	0.0	6.0	0.0	14.0
Total	35.0	19.0	24.0	48.0	54.0	44.0	59.0	49.0	51.0	27.0	410.0
<b>Household head gender</b>											
Male	6.0	3.0	6.0	12.0	15.0	10.0	19.0	13.0	13.0	4.0	101.0
Female	26.0	2.0	12.0	7.0	31.0	31.0	30.0	33.0	28.0	3.0	203.0
Total	32.0	5.0	18.0	19.0	46.0	41.0	49.0	46.0	41.0	7.0	304.0
<b>Race</b>											
Black	35.0	19.0	24.0	48.0	57.0	43.0	56.0	49.0	51.0	28.0	410.0
Coloured	0.0	0.0	0.0	0.0	0.0	3.0	3.0	0.0	0.0	0.0	6.0
Total	35.0	19.0	24.0	48.0	57.0	46.0	59.0	49.0	51.0	28.0	416.0

Table 3.2 shows the distribution of the sample by gender of the respondent, the relationship of respondent to the household head; household head gender and race. Females outweigh males throughout the municipalities; with the majority of the respondents being the head of households themselves, except in Umhlabuyalingana. Overall, the households' heads are females in the majority, except for in Alfred Duma, Langalibalele and Umhlabuyalingana. All respondents are black in terms of population group, save for 6 who are coloureds from Mkhambathini and Msunduzi.



**Table 3.3 Age, occupation by municipality**

	Abaqulusi & Edumbe	Alfred Duma	Endumeni	Langalibalele	Mandeni	Mkhambathini	Msunduzi	Mtubatuba	Richmond	Umlabuyalingana	Total
<b>Age</b>											
20 years or below	0.0	0.0	0.0	2.0	1.0	1.0	2.0	1.0	0.0	0.0	7.0
21-30years	5.0	1.0	10.0	6.0	11.0	4.0	20.0	5.0	23.0	4.0	89.0
31- 40 years	11.0	5.0	7.0	11.0	19.0	19.0	29.0	13.0	21.0	11.0	146.0
41-50 years	13.0	5.0	6.0	15.0	15.0	14.0	6.0	15.0	6.0	6.0	101.0
51-60 years	5.0	7.0	1.0	9.0	5.0	5.0	1.0	9.0	0.0	4.0	46.0
61+ years	1.0	1.0	0.0	5.0	5.0	3.0	2.0	7.0	1.0	2.0	27.0
<b>Total</b>	<b>35.0</b>	<b>19.0</b>	<b>24.0</b>	<b>48.0</b>	<b>56.0</b>	<b>46.0</b>	<b>60.0</b>	<b>50.0</b>	<b>51.0</b>	<b>27.0</b>	<b>416.0</b>
<b>Occupation</b>											
Part of the EPWP/CWP	32.0	18.0	23.0	46.0	58.0	25.0	56.0	47.0	50.0	16.0	371.0
Formally employed- full time	1.0	0.0	0.0	1.0	0.0	5.0	0.0	0.0	0.0	0.0	7.0
Formally employed- part time	0.0	0.0	0.0	0.0	0.0	1.0	1.0	0.0	1.0	12.0	15.0
Self employed	0.0	0.0	0.0	1.0	0.0	2.0	0.0	1.0	0.0	0.0	4.0
Unemployed	0.0	1.0	0.0	0.0	0.0	14.0	0.0	1.0	0.0	0.0	16.0
<b>Total</b>	<b>33.0</b>	<b>19.0</b>	<b>23.0</b>	<b>48.0</b>	<b>58.0</b>	<b>47.0</b>	<b>57.0</b>	<b>49.0</b>	<b>51.0</b>	<b>28.0</b>	<b>413.0</b>

The 31-40 year age group dominates across all municipalities; the majority have their occupation as just being part of this programme (EPWP/CWP). This points to how significant the programme is in providing work opportunities to majority.

**Table 3.4 Education level by municipality**

	Abaqulusi & Edumbe	Alfred Duma	Endumeni	Langalibalele	Mandeni	Mkhambathini	Msunduzi	Mtubatuba	Richmond	Umlabuyalingana	Total
<b>Education Level</b>											
No formal education	1.0	0.0	1.0	3.0	1.0	3.0	0.0	4.0	1.0	3.0	17.0
Primary school	9.0	5.0	2.0	8.0	4.0	9.0	6.0	21.0	2.0	8.0	74.0
Secondary school	18.0	10.0	13.0	22.0	28.0	24.0	34.0	16.0	26.0	9.0	200.0
ABET	4.0	0.0	0.0	3.0	1.0	4.0	0.0	2.0	0.0	4.0	18.0
Matric	3.0	4.0	5.0	10.0	22.0	7.0	16.0	6.0	21.0	3.0	97.0
Diploma	0.0	0.0	2.0	1.0	0.0	0.0	1.0	0.0	0.0	1.0	5.0
Post graduate (B-Tech,	0.0	0.0	0.0	1.0	1.0	0.0	0.0	0.0	0.0	0.0	2.0
<b>Total</b>	<b>35.0</b>	<b>19.0</b>	<b>23.0</b>	<b>48.0</b>	<b>57.0</b>	<b>47.0</b>	<b>57.0</b>	<b>49.0</b>	<b>50.0</b>	<b>28.0</b>	<b>413.0</b>
<b>Most highly Educated family</b>											

No formal education	2.0	0.0	0.0	2.0	4.0	1.0	0.0	3.0	1.0	4.0	17.0
Primary school	6.0	1.0	1.0	5.0	1.0	0.0	6.0	18.0	1.0	3.0	42.0
Secondary school	7.0	10.0	6.0	18.0	10.0	13.0	17.0	9.0	13.0	7.0	110.0
ABET	1.0	0.0	0.0	1.0	0.0	0.0	0.0	1.0	0.0	1.0	4.0
Matric	10.0	7.0	14.0	19.0	19.0	20.0	25.0	12.0	23.0	12.0	161.0
Diploma	2.0	1.0	1.0	2.0	12.0	4.0	7.0	1.0	5.0	0.0	35.0
Bachelor	1.0	0.0	1.0	0.0	4.0	2.0	0.0	2.0	1.0	0.0	11.0
Post graduate (B-Tech,	1.0	0.0	0.0	1.0	2.0	4.0	0.0	3.0	0.0	0.0	11.0
Total	30.0	19.0	23.0	48.0	52.0	44.0	55.0	49.0	44.0	27.0	391.0

Secondary school level is the most dominant education level for the respondents, with very few families having a member with higher qualifications post matric. The majority of the families have the highest educated person at matric level. In terms of human capital, having a highly educated member in a household is considered advantageous in the decision making process and access to higher income.

### 5.3. Key results per objective

This section is subdivided into subsections directly linked to the objectives of the study. Analysis follows the triangulation process in a concurrent manner, where quantitative and qualitative data from the different sources are used to provide answers to the research questions.

#### I. Projects, projects implementation process and strategic alignment with the Departmental vision

The vision of the department is *“People Centered sustainable Cooperative governance. [Aiming] to achieve this through coordinating and fostering cooperation amongst governance institutions and building capacity to accelerate delivery of high quality services to communities”*, with the main objective of the programme aimed at reducing poverty, inequality and unemployment. Development is never sustainable unless it is people centered, and the beneficiaries have a say to share their aspirations. Indeed, beneficiaries should be regarded as actors in their development rather than just passive agents. Table 4 summarises the implementation process and comments on how that is aligned/ not so aligned with the department’s vision.

Table 4: Alignment of mission projects implementation

Implementation Activity/ process	Comments on Alignment with mission
Recruitment of beneficiaries	This is done on a needs basis with the identification of those to be recruited done at ward level. The focus is on people characteristics, which is in line with people centered development. Targeting the needy also ensures that the poor have access to some income and that social security helps minimize the inequality gap.
Stipend awarded	This helps in alleviating money poverty, as discussed later in this section, the stipend compares favourably with poverty benchmarks.
Working hours, 8 hour day x 2 days per week	This qualifies as employment, even though the overall focus is not just on numbers employed but the safety net provision, many hours can be easily counted. One interviewee put it rightly stating that: <i>“CWP is designed as an employment safety net, not an employment solution for participants” [P2]</i> .

Interviews revealed that:

- Project is aimed alleviating poverty in the black communities; these are communities which are characterized by severe poverty and unemployment, thereby exacerbating inequality. One of the interviewees had this to say: *“Poverty alleviation is linked to job creation particularly targeted at poor households in our communities” [P4].*

- Poor households are identified in which individuals are recruited to work. Identification is crucial to ensure that the project achieves the intended goals; if non-poor people are chosen to participate, then the current problems will be more pronounced. In this regard, grassroots based leadership needs to be involved in the selection. The interviewees indicated that councilors and ward committee members are involved in this process.

*“The approach is to get councilors to identify poor households so that a member of the household can become part of the programme” [P6].*

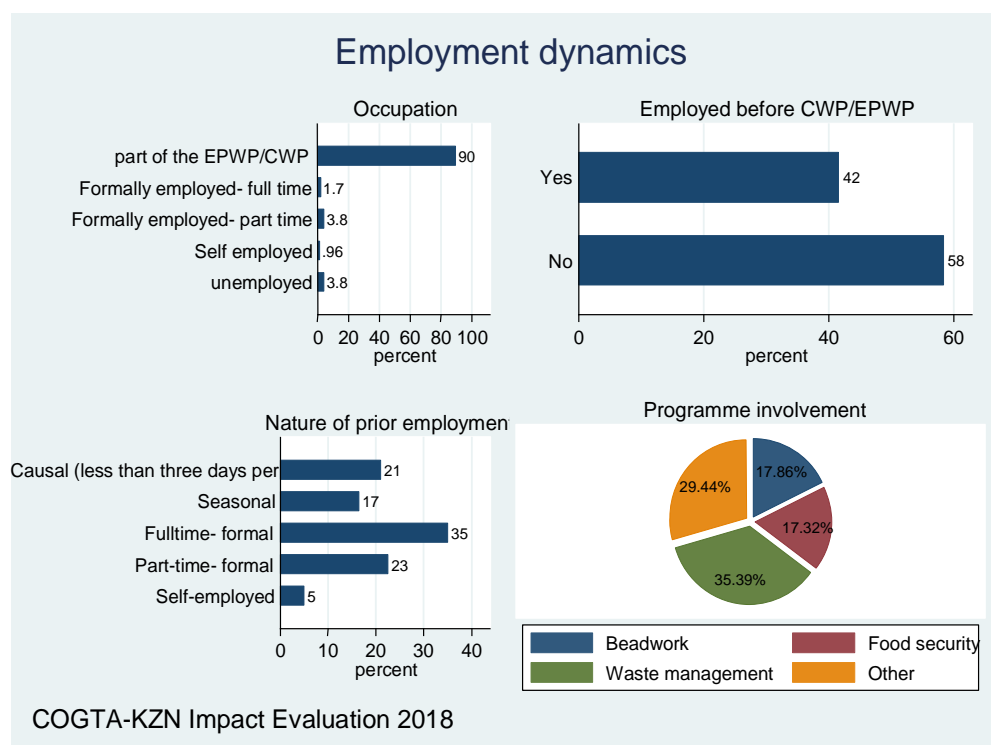
*“The councilor[s] are important in the community and working with ward committees they are much more aware of the needs than anyone because they work with the people” [P7].*

For the success of the project, it is important to have councilors and ward committees equipped with skills to identify needy households and how to best manage any turmoil related to the recruitment process. The more it is transparent, the more it becomes effective in addressing community’s socioeconomic problems.

## **II. Programme (EPWP and CWP) employment creation and/ or poverty alleviation impact**

The findings from the survey data, as presented in Figure 5.4, show that the majority are involved in waste management (35.39%), 29.44% other, mostly gardening and cleaning, 17.86% beadwork and 17.32% food security. In terms of employment creation, the results show that 58% were not employed before their participation in CWP/EPWP; this translates to 58% employment through CWP/EPWP programmes. On the other hand, 42% had worked before participation in CWP/EPWP programmes; however, 38% of them were in casual employment, 23% in

part-time formal employment and the balance was self-employed. In the majority of the households, the breadwinner is one involved in CWP, implying heavy reliance on CWP income.



**Figure 5: Employment Dynamics**

Respondents from the waste management project dominate the sample (36.39%), followed by other unnamed projects; while beadwork accounts for 17.86% and food security represents 17.32% of the sample.

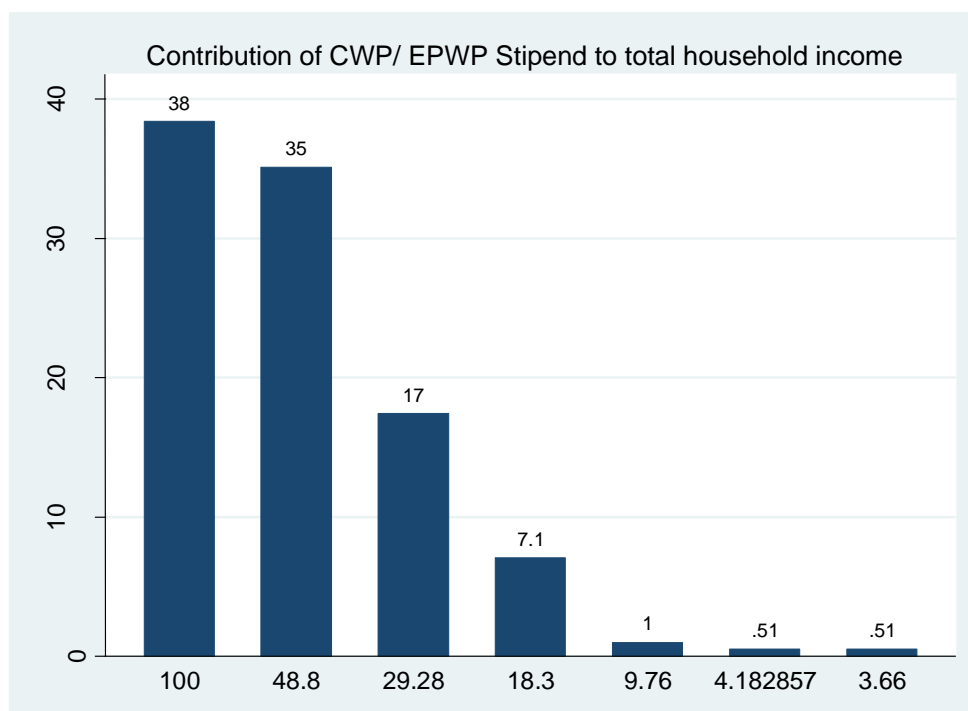
As emphasised in the interviewees by implementers, the purpose of the projects is not to provide an employment solution but just an employment safety net.

*“CWP is designed as an employment safety net, not an employment solution for participants” [P2].*

Therefore, the discussion here regarding employment should be regarded with that context in mind.

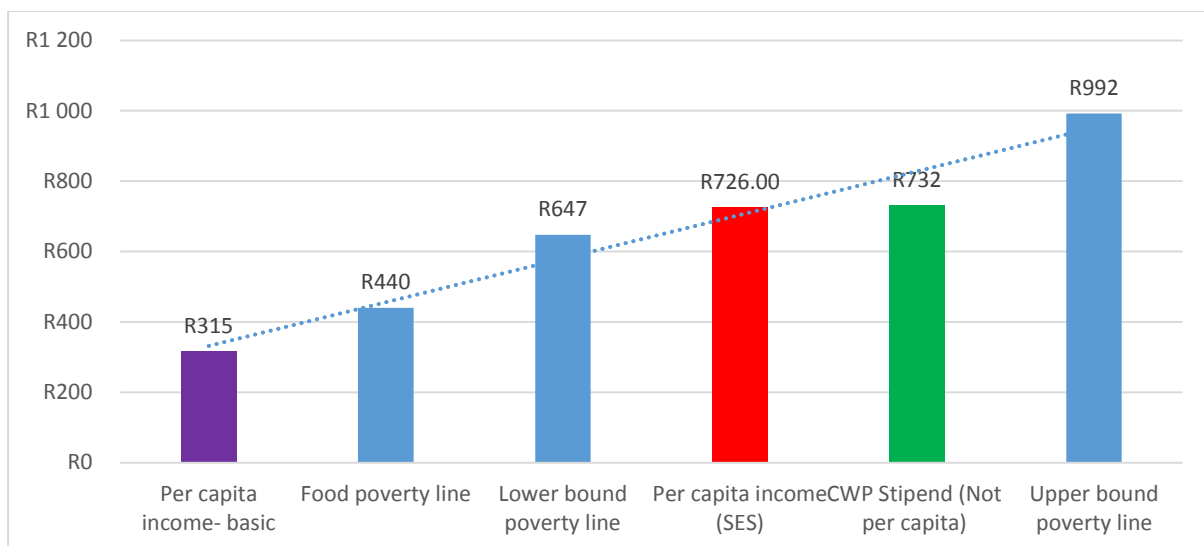
When looking at the contribution of the CWP stipend to overall household income, 38% have the CWP/EPWP stipend of R732 as their only income (100% contribution

to household income). On the other hand, 35% have about 49% of their income from the stipend. This, therefore, shows that the impact made by the programme is significant in terms of employment creation and contribution to overall household income.



**Figure 5: Contribution of CWP/EPWP Stipend to total household income**

With average household of 6 (largest household size is 21 members), the majority of households that have this programme as sole income (38% as depicted in Figure 5.5 above), will have on average R73.2 per capita per month, which is way too low compared to poverty datum lines, however, much better than no income at all. If the stipend under CWP/EPWP was going to one household member, then it would fall above the LBPL but below UBPL, as illustrated in Figure 5.6 below.



**Figure 7: CPW/EPWP Stipend Compared to the Lower and Upper bound poverty line**

\* Poverty lines based on 2015 prices

- *UBPL: Threshold of relative deprivation below which people cannot afford the minimum desired lifestyle by most South Africans.*
- *LBPL Austere threshold below which one has to choose between food and important nonfood items.*
- *FPL Threshold of absolute deprivation. The amount of money required to purchase the minimum required daily energy intake.*

Poverty is a complex issue that manifests itself in economic, social and political ways. No single definition will ever be suitable to measure all facets and dimensions of poverty (von Maltzahn & Durrheim, 2008<sup>1</sup>). Poverty is generally viewed from the following angles:

- Money metric (lack of income)
- Multidimensional poverty (lack of basic services, education, among others)
- Subjective poverty (self-perceived)
- Inequality (Gini coefficient, share of expenditure, etc.)

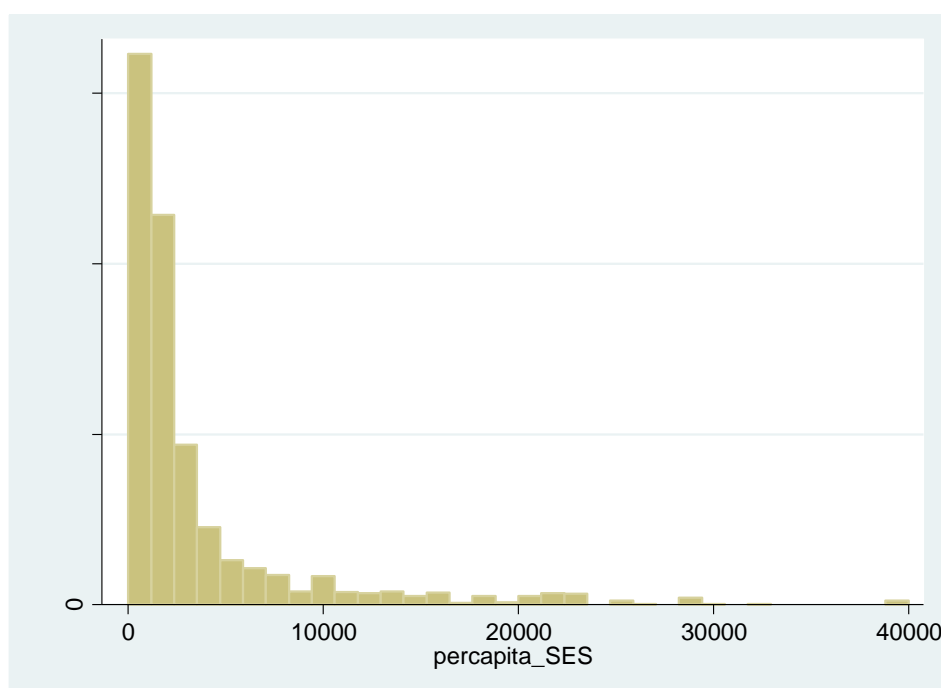
In this evaluation exercise, the research tool made the effort to measure several of indicators under each of the above for angles.

Over 30% of the respondents are earning more under the CWP than what they were earning in previous activities. The majority of the participants witnessed increased

<sup>1</sup>[https://www.jstor.org/stable/pdf/27734610.pdf?casa\\_token=8x6yRH9ltUYAAAAA:1VVHq8wfgAAgaC\\_NpFx40ToRYJR4QSm\\_oDp8DDMbDkM-D2Q4lhA\\_dsgizqfaFSnuzSH2w6lvHZrRktlBHnYYVW6QOYjBH1HiyIXHj3RCrkFhf4Mi69G1a](https://www.jstor.org/stable/pdf/27734610.pdf?casa_token=8x6yRH9ltUYAAAAA:1VVHq8wfgAAgaC_NpFx40ToRYJR4QSm_oDp8DDMbDkM-D2Q4lhA_dsgizqfaFSnuzSH2w6lvHZrRktlBHnYYVW6QOYjBH1HiyIXHj3RCrkFhf4Mi69G1a)

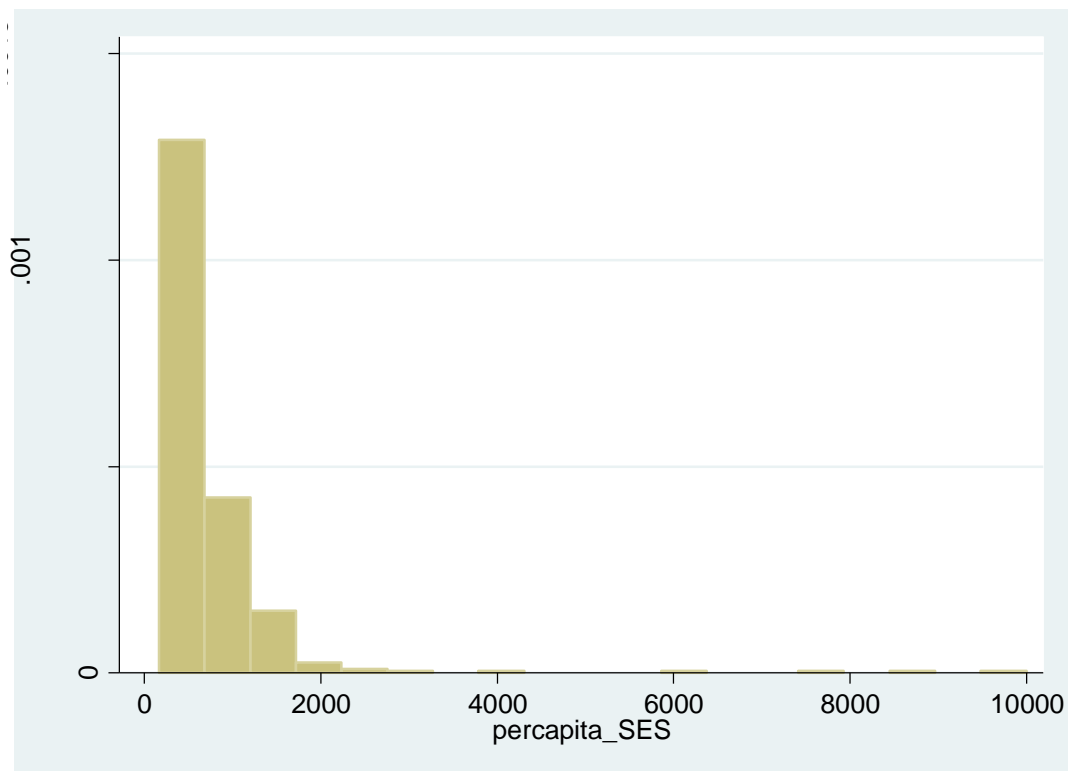
consumption affordability as a result of the participation, a total of over 62% (agree and strongly agreeing). The increased income and ability to spend helped to see improved wellbeing to 65% of respondents and the respondents are in a position to recommend the programme to others (over 79%).

Comparing per capita income distribution of the study sample and that of the KZN province based on Statistics South Africa General Household Survey (GHS) shows that both series are skewed to the left, reflecting the general South African phenomenon of the majority earning a lower income and a minority as outliers. Taking into account the contribution of stipend to household income as presented above, there is no doubt in how the programme helps to improve the provincial level statistics on income.

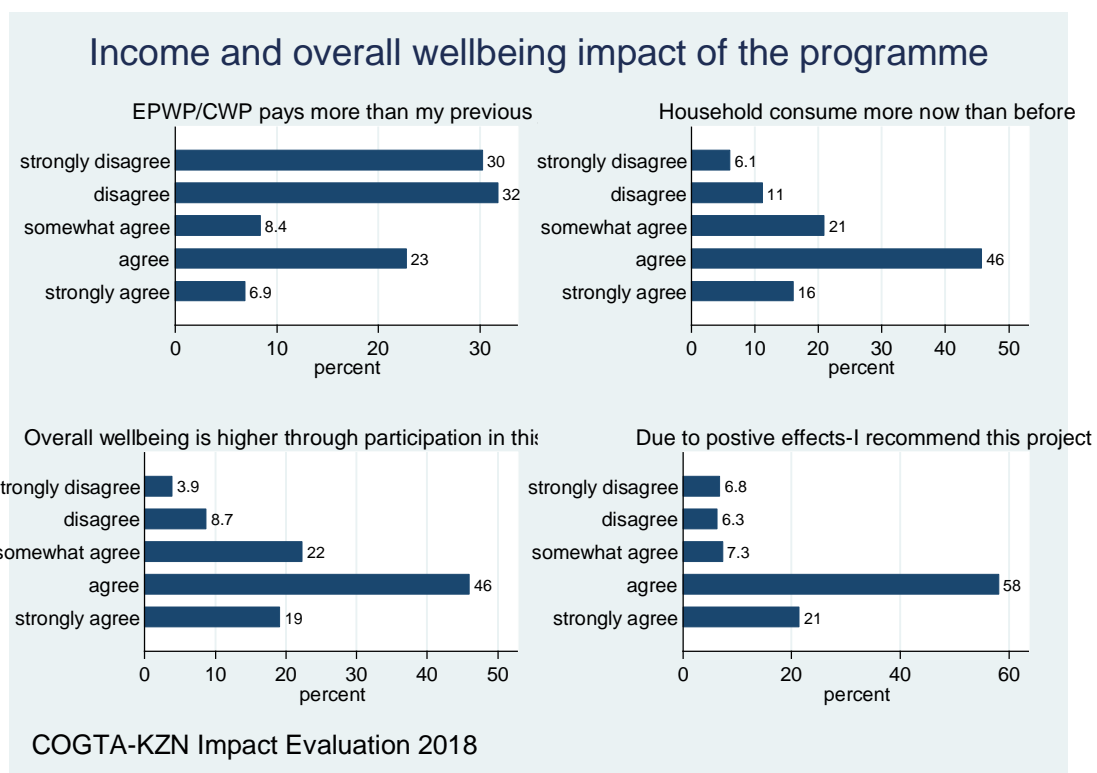


**Figure 8: Per capita standard equivalence scale computation based on GHS, 2017**





**Figure 9: Per capita standard equivalence scale computation based on GHS, 2017**



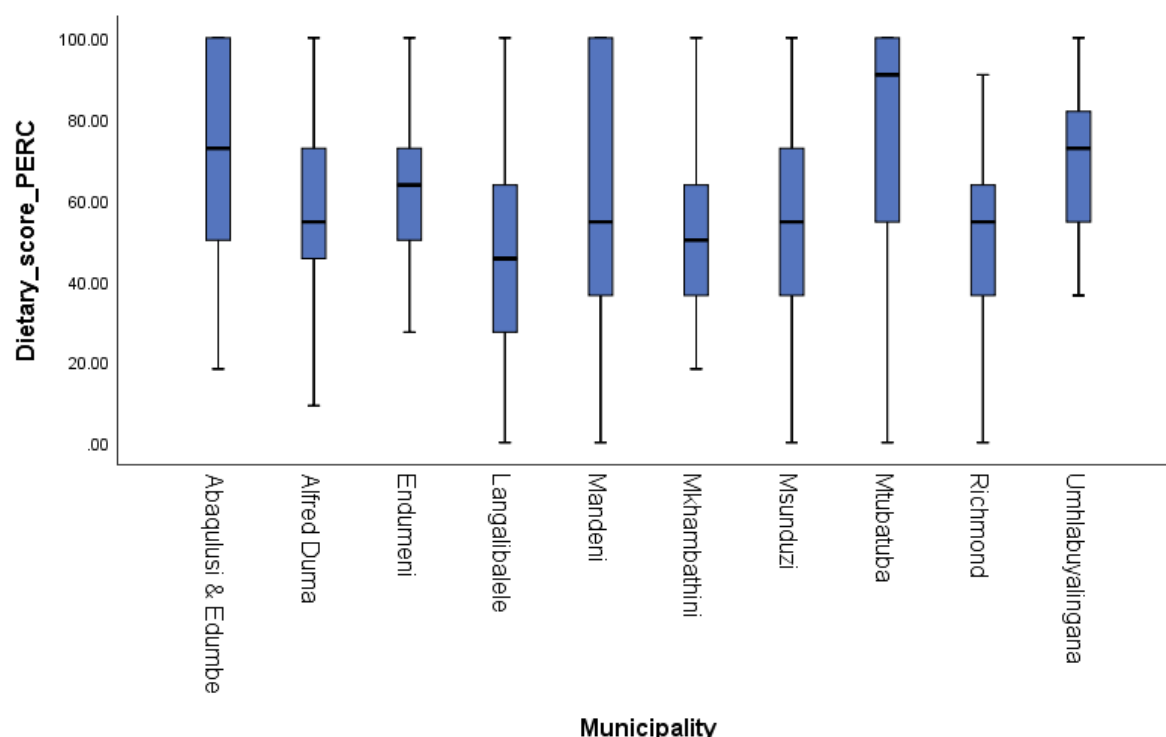
**Figure 10: Income and overall wellbeing impact of the programme**

The analysis also utilised a non-money metrics, which is an international measure of acute poverty capturing the severe deprivations that each person or household faces with respect to education, health and living standards. The instrument checks on access to key food products. Out of the 11 listed items, the average access to key food items is at 59%, with minimum access at 26.42% and highest at 100% (full access).

**Table 5: Descriptive Statistics on Access to Key food products**

	N	Minimum	Maximum	Mean	Std. Deviation
HOUSEHOLD DIETARY DIVERSITY SCORE	20	27.27	100.00	59.0909	22.75118

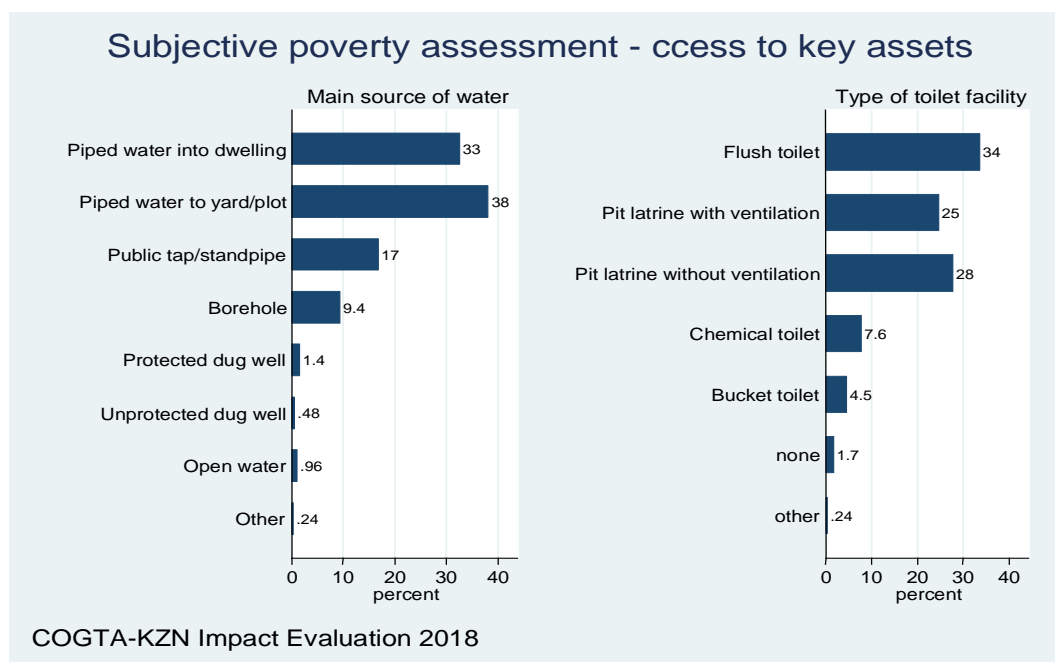
Box plots were also constructed to compare dietary scores across the surveyed municipalities. Figure 5.10 shows that dietary scores vary, however, none has less than 50% access. This implies that, on average, households of beneficiaries are accessing, at the least, 50% of the key food products, implying good diet, which is crucial to human development, especially children.



**Figure 12: Dietary score comparisons by municipality surveyed**

Another angle is of subjective poverty, understanding that having access to basic services (flush toilet, piped water, electricity and refuse removal) has a positive

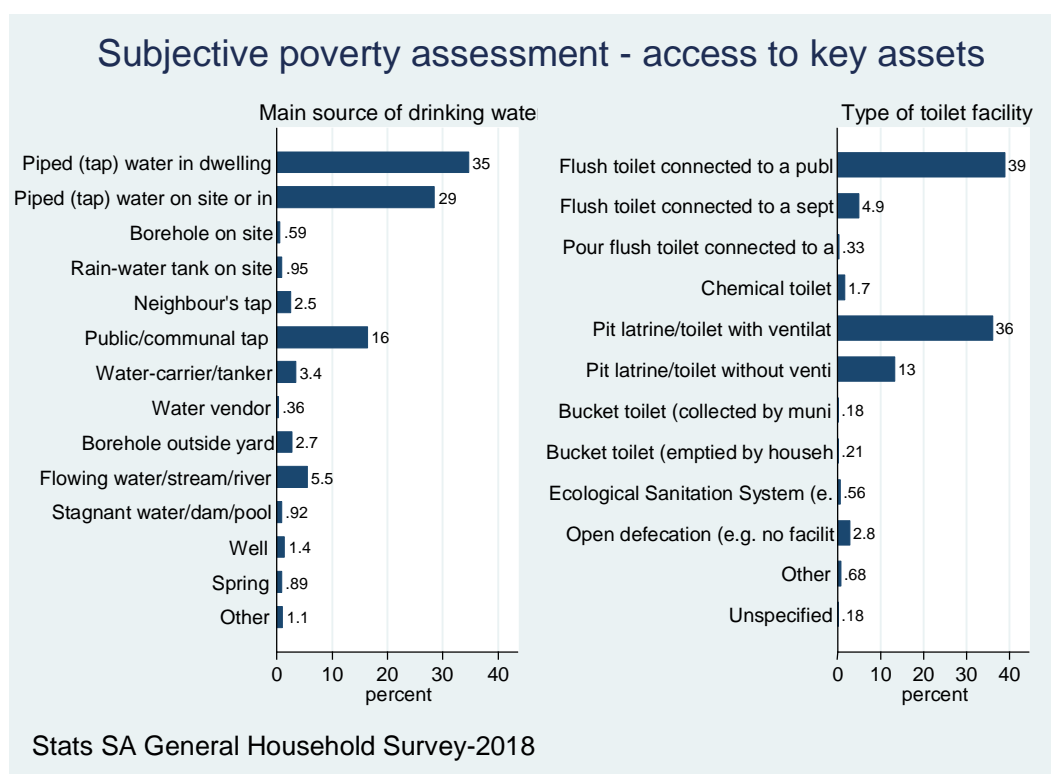
influence on how households view themselves. Figure 13a below shows that 71% have access to piped water in the yard and dwelling.



**Figure 13a: Subjective Poverty Assessment Access to key Assets**

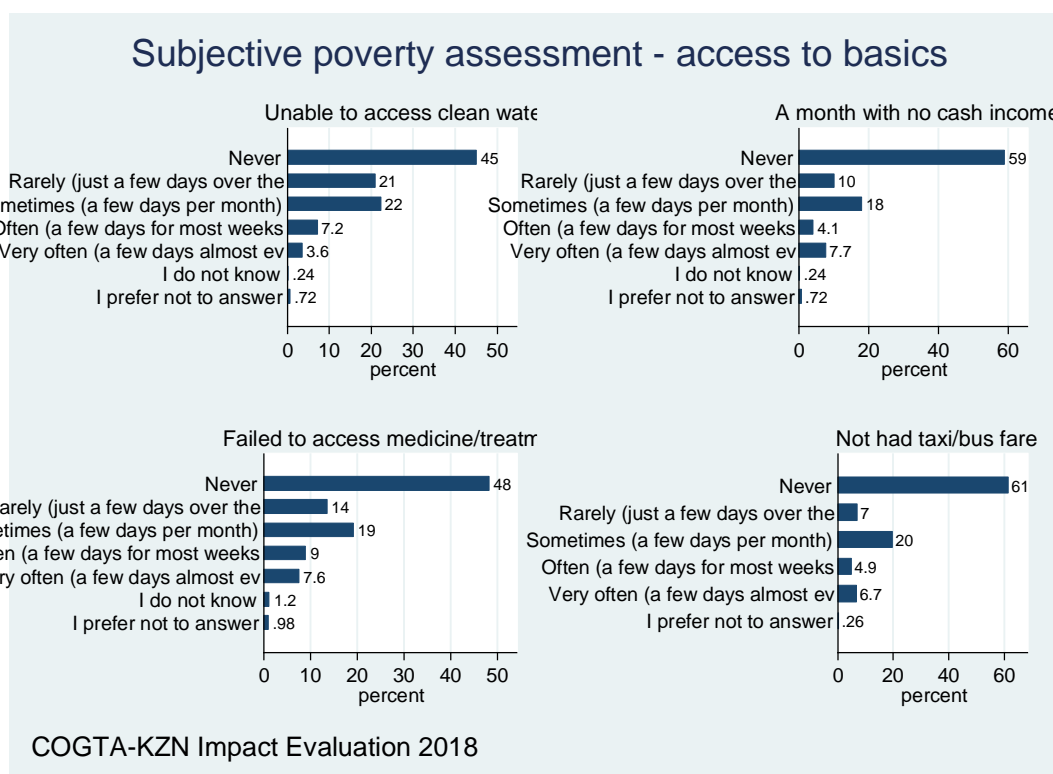
In comparison to the province using the GHS, the beneficiaries households have greater access to piped water (71%) than provincial average (64%); fewer households report not having any toilet facility (open defecation) under the survey (1.7%), compared to the provincial average (2.8%)<sup>2</sup>.

<sup>2</sup> Comparisons are done bearing in mind possible sampling differences.



**Figure 13b: Subjective Poverty Assessment Access to key Assets**

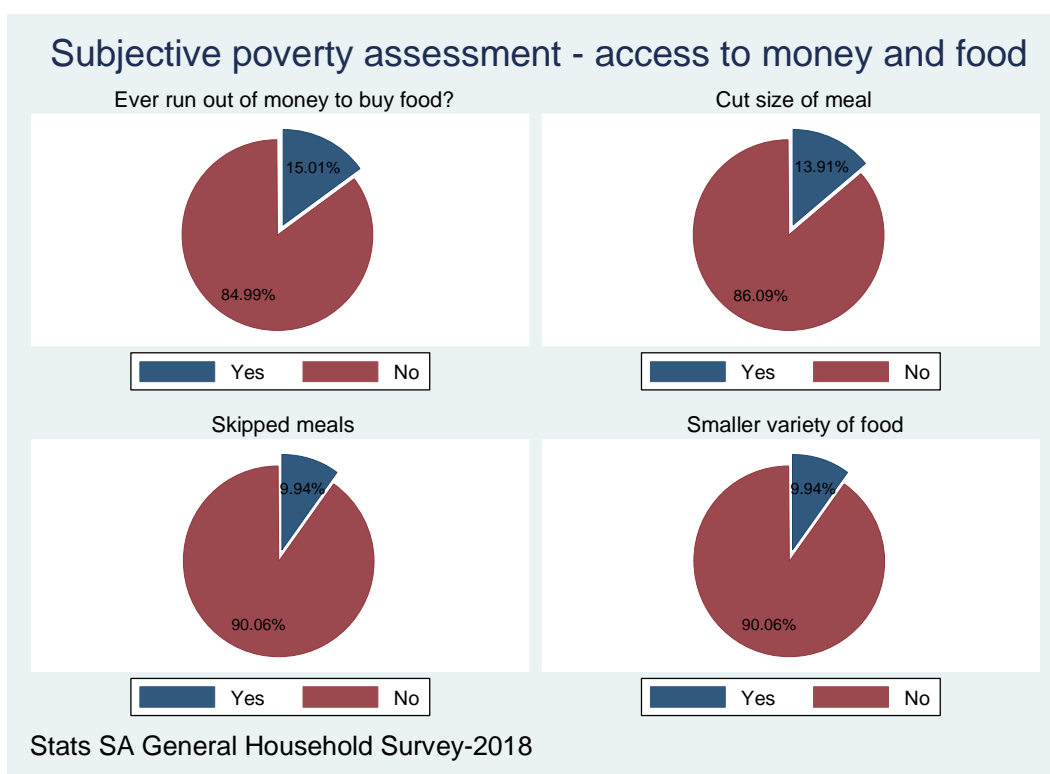
The problem of erratic water supply, although beyond individual control (being under CWP/EPWP cannot directly have reliable water), however, provides an indication of pressure within households and how poor they perceive themselves to be. We regard these variables as control to help conclude on impact (individuals may comment negatively due to extraneous factors, so checking on such factors is critical overall). Only 45% of the respondents have never gone without water in the 3 months prior to the survey; this group has reliable water supply. The direct benefit for the CWP programme is that over 59% of individuals have never gone for a month without income—the stipend is a reliable source of income.



**Figure 14: Subjective Poverty Assessment Access to basics**

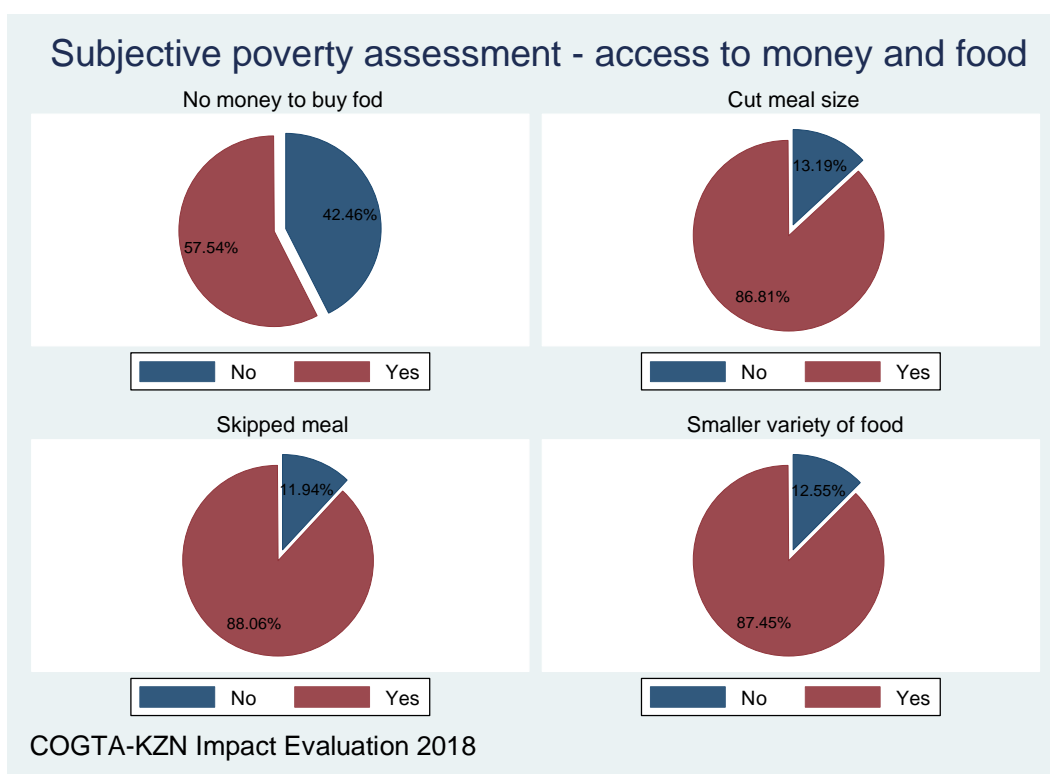
Access to medication is fairly good, with 14% rarely having had to go without medicine in the 3 months preceding the survey. This is, nonetheless, worrisome at that scale; not bad, but not too good. Over 48% never had that problem. On the other hand, only 61% of respondent never had problems with mobility when needed, the majority have experienced such deprivation for a few days within the period. How all these manifestations and incidences are relative to other groups as mentioned in the introduction is critical.

Regarding access to money and food, comparison was done between the survey results and the GHS results. Figures 15a and 15b present the results. Other than on no access to money to buy food in some instances, where GHS sample has less of such occurrences, other indicators are relatively the same. Indeed, it can be concluded that the programme in general helped uplift families to comparable levels, with those earning incomes from somewhere reducing the dangers of not having access to food. Food security in this regard is achieved, despite noting that there is room for improvement, especially taking into account the value of the stipend in relation to poverty lines (if it can , at least, be at the Upper bound poverty line).



**Figure 15a: Subjective Poverty Assessment – access to money and food**

The GHS reveals that for the KZN province only 15.01% households ran out of food, 13.91% cut their meal size, 9.94% skipped meal and 9.94% had a smaller variety of food. Overall, the figures compare relatively well with those of the current survey, which focused on programme beneficiaries families, except for running out of money to buy food, which is relatively high under the programme beneficiaries. This can be explained from two angles: the survey is focusing on poor households who are beneficiaries, which implies a selection bias towards the poor; generally, financial resources are limited and these households are likely to run of money; and/ or this reflects on the relatively low value of the stipend that has been alluded above in relation to poverty lines (indeed the stipend is above food poverty line; however, priorities per household differ).



**Figure 15b: Subjective Poverty Assessment – access to money and food**

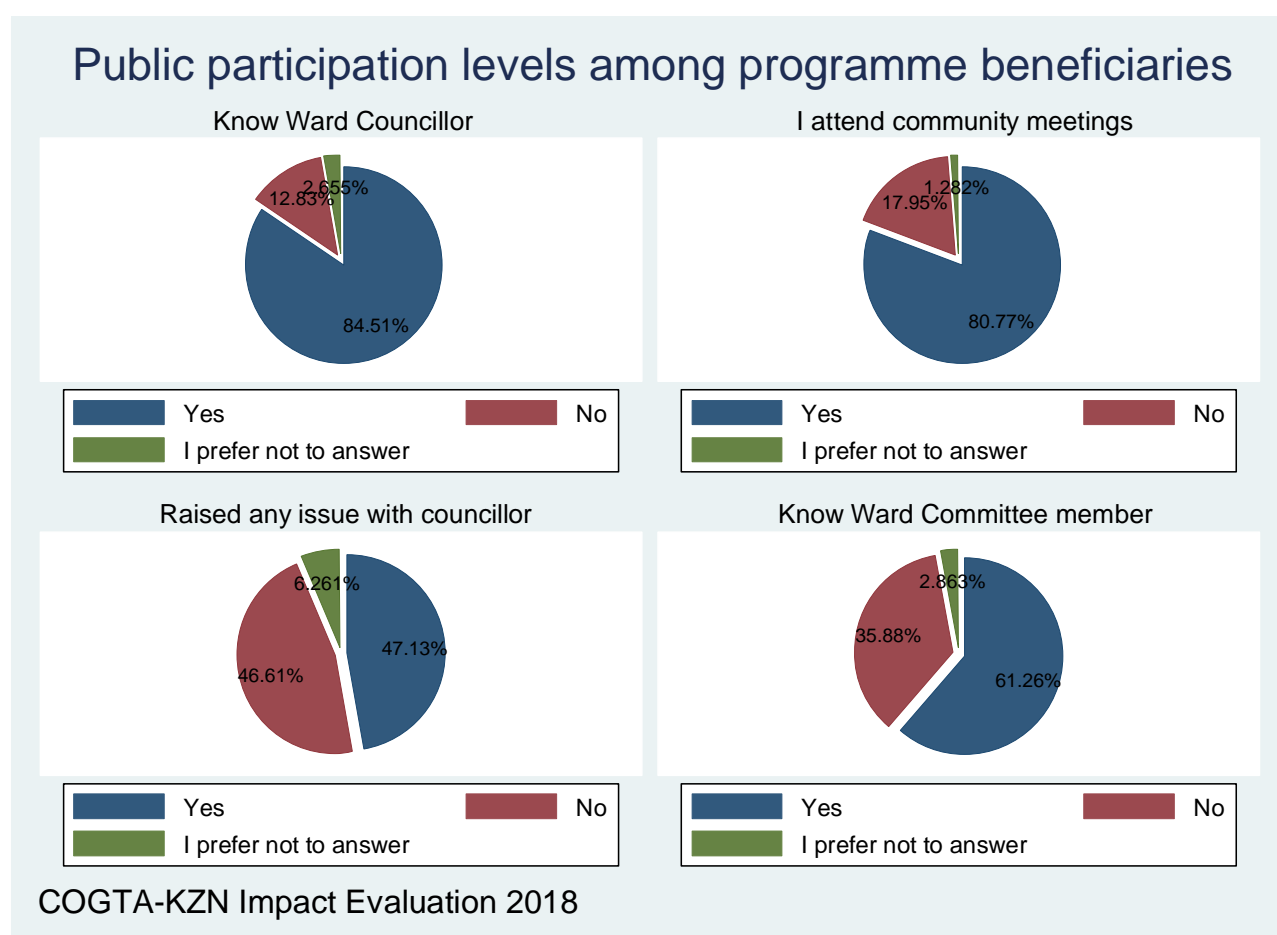
Interviewees called for more working hours, which would translate into higher stipend for the beneficiaries. This will help beneficiaries surpass the upper bound poverty line, which will be a great achievement towards the fight against poverty and inequality. Generally, propensity for consumption for the low income households is higher compared to the wealthier ones, this implies that lower inequality translates to higher household expenditure in general, which translates to economic growth.

### III. The effect of each programme (EPWP and CWP) on addressing inequality

Inequality is not easy to directly measure, however, checking on a number of factors that can create or exacerbate inequality will help one understand this. COGTA envisages “People Centered Sustainable Cooperative Governance (PCSCG)” which is achievable, if the people can participate in their governance. Public participation is usually possible among the emancipated or the empowered and literature argues that access to basic income enables individuals to participate meaningfully in their communities; income provides dignity and helps in self-confidence. It will be of great interest to interrogate the participation level with that of non-beneficiaries in a full study. In a people-centered development, those

who air their grievances and share their aspirations and expectations with the local governance often influence and inform policies and programmes. If the poor cannot participate, then, inequality becomes firmly entrenched in the communities and marginalization naturally persists.

Based on the survey, 84.51% of the respondents indicated that they know their ward councilor and 80.77% attend ward or community meetings. On the other hand, 47.13% have raised an issue with the ward councilor, and 61.26% know their ward representatives. Overall, this reflects active citizens who are yearning for inclusive development. The raising of an issue needs not be construed from the negative side only, as an 'issue', in this regard, is considered to just have had an opportunity to discuss something pertinent to your community or household with the ward councilor.



**Figure 16: Public Participation levels among project beneficiaries**

#### **IV. Programme monitoring process**



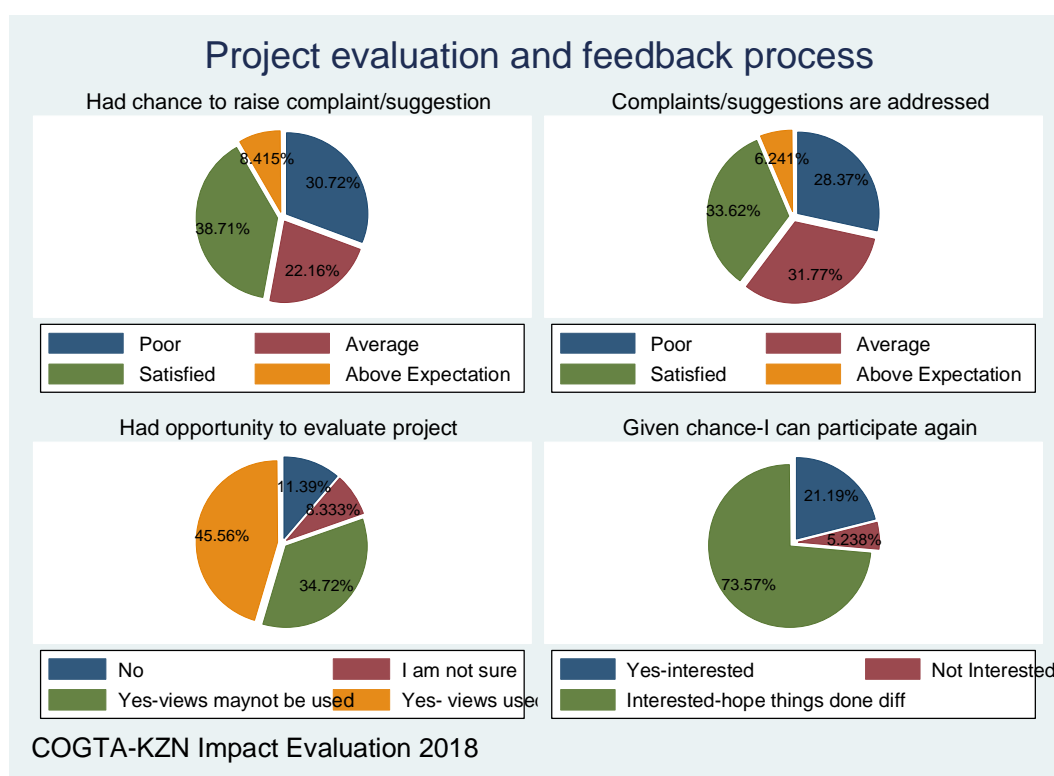
Each project or programme requires a monitoring and evaluation plan by the department, which is to be implemented by the programme implementers at the local level (district). As per monitoring and evaluation standard practices, the beneficiaries must have an opportunity to give feedback to the department on the overall programme. This will include recruitment, compensation and suggestions/ comments on any matter related to the programme. In this study, 30.72% indicated that they feel they did not have an opportunity to evaluate the project; this should be taken in context— these are still currently ongoing and evaluation may happen at the end of the project. It is, however, also important that, for good practice, evaluation should be done periodically throughout the project life. Most of them (38.71%) are, however, happy with the project, as they indicate they are willing to participate in the same project. From the qualitative analysis, it is highlighted that monitoring of the project is done in all municipalities: implementing agents are said to be responsible for designing and utilizing monitoring tools. It is encouraging to note that monitoring is happening timeously, mostly monthly, as per information provided by implementing agents.

*“Since 2013 we used the narrative report designed by the implementing agent but things have grown now we use meetings, stakeholder meetings and activity report that explains and details each output. It is specific to that particular month arts and craft, cleaning services and the attendance register and narrative report must all be aligned” [P1]*

There is consensus that programme monitoring and evaluation is taking place from both the beneficiaries and the implementers. There are beneficiaries who feel they did not get adequate opportunities to evaluate the programme, this is mainly in municipalities where implementers indicated that it is not easy to access communities due to unavailability of time and other resources.

Some implementing agents responsible for monitoring and evaluation indicate that they have no opportunity to visit the site; therefore, their monitoring is virtually non-existent. This poses problems on the quality of the exercise.

*“The monitoring only happens through reporting otherwise this hampers the programme because we are unable to go to the site to have first-hand experience in terms of what is going on there” [P2].*



**Figure 17: Project evaluation and Monitoring process**

The survey revealed that 38.71% are satisfied with the opportunity to give complaints and compliments, while 33.62% are satisfied with how the complaints or suggestions were addressed/ handled. On the other hand, about 74% of the participants indicated that they can participate in the project again. This attests to the benefits which are accruing to the participants.

The implementers call for more investment in the projects to ensure that the agents and supervisors have adequate resources to support the beneficiaries in the best way.

The beneficiaries, through focus group discussions, listed the following as areas of key benefits:

- *Project has boosted employment creation for the poor households;*
- *Participants are able to feed their families;*
- *Project alleviates poverty;*
- *Other people who previously participated are now working for themselves;*

- *Project empowers community.*

This should be regarded as an evaluation on its own and a confirmation of the findings that were presented to the department.

#### **V. Recruitment and contracting process: checking transparency and alignment with programme objectives**

The majority of beneficiaries (over 63%) confirmed that the contract details were clearly outlined and explained to them. This is critical to avoiding misunderstanding through unmet expectations, as individuals may leave some form of employment to join the programme, for this reason, they need to be clear of the duration of the contract and all terms and conditions. Only 21.76% indicate that such information and clarity was not provided. This is, relatively, commendable; however, there is much room for improvement.

Through the focus group discussion, the beneficiaries confirmed that no one started the programme without the terms and conditions being explained. It is important to have the beneficiaries understand that their participation is for a fixed term.

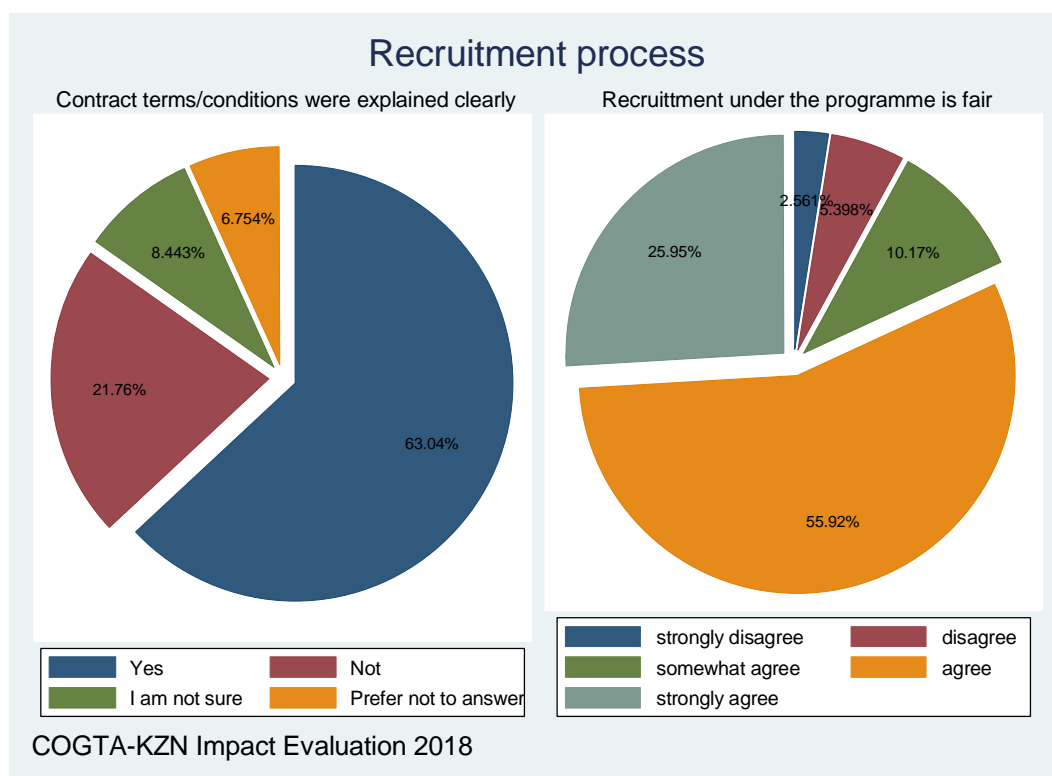
*“This is important because there is always an expectation that this would be full time so ideally you must tell them from the onset that the programme has a start and exit period so that people can take up as many training opportunities and focus on improving themselves” [PG2].*

All implementing agents interviewed indicated that the conditions of employment are clearly spelt out. It is imperative to note, however, that some have a feeling that more needs to be done regarding the explanation of terms and conditions.

When asked on their views on the fairness of recruitment process, 55.92% agree that the process is fair, 2.56% strongly agree (making fairness overall rating of over 58.48%).

The results here corroborate the outcomes of interviews where participants indicated that recruitment is done through the ward councilor and ward committees to ensure the needy are really the chosen ones. This enables

minimizing inequality by ensuring the targeted individuals are the ones benefiting through this decentralization of recruitment. To equip and prepare the beneficiaries for the future, the interviewees indicated that those who are recruited are trained and thus capacitated to be able to sustain livelihoods beyond the programme.



**Figure 18: Recruitment process**

## 6. SUMMARY AND CONCLUSION

The impact evaluation study was set up to evaluate the impact of the EPWP and CWP programmes, which are the beadwork project, food security project and the waste management project in ten municipalities in KwaZulu Natal. Data was collected through survey instruments, focus group discussion and General Household Survey (secondary source). Data was analysed utilising a mixed methods approach, triangulating different data sources, namely, documents, key informants interviews, beneficiaries' survey and focus group discussions.

Focus group discussions were used as a validation tool and process to the beneficiaries' survey, to ensure the trustworthiness of the data. Participants in

FGD were beneficiaries who were part of the sample and they had this to say in validating the findings:

*“We can believe the figures because as people who are in the project they reflect the truth” [FG1].*

*“I am not surprised that other people get their first break of employment with the programme” [FG2]*

The beneficiaries further asserted that: *“This research then must assist us for government to improve the programme and not take the results for granted.”*

Overall, there is evidence of a positive impact on the beneficiaries’ households through participation in the projects. The benefits recorded are mainly in the form of:

- Creation of employment: the majority never worked before, or, where they worked, conditions were inferior to those experienced within the ambit of the programme
- Participation by a member increases household income overall, as well as consumption levels. Per capita income has improved; however, there is a call for the stipend to be revised upwards, in which case, the revision has to take into account the poverty lines.
- Poverty reduction from different angles is reduced monetary perspective (access to money and per capita figures in comparison to poverty lines), and non-monetary perspective (access to health, transport, water, toilet facilities, food among others), which is higher among the beneficiaries.

The project achieved its main goal of assessing evaluating implementation and impact making, with the following key findings:

- EPWP and CWP based projects had an impact on the beneficiaries and their families, specifically through providing income, which compares favourably with poverty lines; providing first time employment and a single form of main source of income to majority of the households.

- Project implementation and monitoring and evaluation practices are adhered to, thereby ensuring that project objectives are in line with vision of the department.

## 7. RECOMMENDATIONS

The main intention of the study was to evaluate the impact of EPWP and CPW programmes as implemented in KZN province between 2013 and 2018.

The recommendations are based on key findings with regard to the following:

- Results from the data gathered from the CWP/ EPWP project participants; focus groups by participants, and programme managers.
- Positive elements within the CWP & EPWP implementation model;
- Challenges that the KZN COGTA is experiencing in implementing the CWP & EPWP programme, and
- Experiences of the KZN COGTA in implementing the CWP & EPWP; and
- Theory on experiences in the implementation of PWPs, internationally, and, in the African continent, which was critically reviewed.

### **Recommendation 1: Improve monitoring and evaluation.**

Programmes dealing with vulnerable and poor people, whose aim is to create employment and/ or alleviate poverty and addressing inequality, can leave an indelible mark on the communities where they are implemented by ensuring that a sterling M&E reporting process is not only adhered to, but is a norm. The monthly reporting system, which features an attendance register, narrative report and activity report, captures monthly progress and actual work done.

It is recommended that KZN COGTA not only places emphasis on reaching work opportunity targets, but also pays greater emphasis on site inspection to ensure the quality of service. The mobility of programme managers and their availability telephonically is crucial in this regard.

### **Recommendation 2: Encourage creativity in including persons with disabilities in EPWP**

From focus group discussions in Mtubatuba Municipality, it was indicated that out of 1000 disabled people, only four are participating in the CWP & EPWP projects programme. This may be due to the fact that the nature of the infrastructure projects requires manual labour to complete tasks. This is seen as an impediment when selecting participants, albeit that persons living with disabilities qualify to participate.

It is recommended that the KZN COGTA investigates ways and means to include persons with disabilities in projects that do not require manual labour, such as beads, but extend it to include handmade products that persons with disabilities have already been trained in and expand the scope.

### **Recommendation 3: Areas of expansion (bead project)**

While there has been significant coverage in the beads project being catapulted as flagship project implemented by the Department under the aegis of social cohesion and this has seen 26 beads cooperatives boasting 197 participants, there is a need to improve on this initiative.

It is recommended that the programme must be expanded and located within the framework of the support provided by the Department of Small Business craft support directorate, and, most importantly, the Department of Arts & Culture's Craft 2024 - An Implementation Blueprint which seeks to make "programmes and activities in the craft sector both strategic and sustainable." There is a need to introduce a variety of handmade products, product development, market access, and accessing finance designed to bolster the sector, using the 26 cooperatives. Koloni Consulting Enterprise is keen to present a proposal on how a coherent craft initiative with long term income can help participants accumulate assets which are important in the fight against poverty.

### **Recommendation 4: Areas of improvement (food security)**

The right to food is entrenched in i) Section 27 (Bill of Rights): 1(b), ii) Section 28 (1c) and iii) Section 35 (2e) of the RSA Constitution. The Department has a responsive programme supported by the Department of Agriculture focusing on various agricultural activities.

However, participants are experiencing an erratic supply of seeds and implements. Participants need permanent responsive training, as well as advisory and scientific services at low or zero cost to beneficiaries, without continued departmental resources, in order for sustained gardens. Local and decentralised capacity for mentoring through a ‘train the trainer’ programme is suggested, so that participants that demonstrate skill are able to supervise and ensure continuous production of food.

It is recommended that research be undertaken for the identification of ‘best packages’ to provide nutritious food all year round, determine reasons for lower rate of productivity of food gardens, compile a take-home training manual, conduct a thorough audit of sustainable gardens in the jurisdiction of the Alfred Duma District Municipality, invest in research and the development of agro-ecological farming processes and technologies.

#### **Recommendation 5: Areas of improvement (waste management project)**

The waste sector has been identified as a key role player in achieving the goal of improving socioeconomic status through job creation as we work towards reaching the National Development Plan’s goal of creating an environmentally sustainable, climate change resilient, low carbon economy and just society by 2030. Beneficiaries have a direct participation as workers and as direct beneficiaries by receiving waste collection services in their communities. The Waste Management Project is implemented in five local Municipalities, namely, Msunduzi (100 participants), Umhlabuyalingana (200 participants), Mtubatuba (200 participants), Endumeni (120 participants) and Umngeni (100 participants).

It is recommended that the delivery outputs of this project be revisited to be able to respond to waste management as a viable economic stream, which includes waste recycling or removal in areas such as schools, sidewalks, parks and central business district, as well as removal and reuse of alien vegetation, amongst others.



Also, the Department must partner with likeminded stakeholders and mobilise financial resources beyond internal funds and incentive grant.

#### **Recommendation 6: Adequacy of budget**

Both beneficiaries and implementers agree on the scarcity of budget in terms of providing for resources such as transport, as well as the need to increase the stipend amount. Even though this study reveals that the stipend is above the food and lower bound poverty lines, it is, nevertheless, still below the upper bound poverty line and the per capita is even lower.

It is recommended that COGTA KZN have an annual review of budgets, especially regarding the stipend amount, in which case, an amount in line with inflation will be ideal and practical, and for the department to invest much in monitoring and evaluation.

#### **Recommendation 7: Creation of exit opportunities**

By design, CWP & EPWP projects are short term and temporary. One of the main findings during the focus groups is that the opportunities for participants who exit CWP & EPWP projects are arbitrary. While this has no bearing on participants' understanding of their contracts, code of conduct and policy design, a lack of a coherent exit strategy makes the participants lax in searching for greener pastures beyond the programme.

It is recommended that the Department should engage the implementing agent to create exit opportunities for EPWP participants exiting the programme. This can be done in several ways. Firstly, the municipality can link the training offered to participants within the EPWP projects with current or future job opportunities. Secondly, the Department can enter into an understanding with external companies requiring individuals who have received certified training. Only through projects that are tied to long-term jobs will the government enable participants to earn income beyond the programme.

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