

**An evaluation of the sustainability of the social sector of the expanded  
public works programme to empower women, youth and the disabled**

**by**

**Boitumelo Joyce Mohapi**

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**PRETORIA**

## DEDICATION

I dedicate this work to:

My parents, Mocumi Daniel and Mosetsanagape Elizabeth Matsididi, who planted the seed of education in me before they departed.

My husband, Tsietsi Winston Dennis and our children, Tefo, Seipati, Neo and grandchildren, Motheo Lebohang and Mohau Lehlohonolo. Your support, encouragement and presence are what sustained me and enabled me to complete this project. May God bless you!

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All my family and friends for their encouragement.

And to God the Almighty, the Beginning and End of all things (Alpha and Omega), I will forever remain grateful.

## DECLARATION

I declare that the study on “**An evaluation of the sustainability of the social sector of the expanded public works programme to empower women, youth and the disabled**” is my own work and that all the sources consulted are reliable sources and that this work has not been previously submitted at any other institution.

---

**SIGNATURE**

**(B J Mohapi)**

---

**DATE**

## **SUMMARY**

# **AN EVALUATION OF THE SUSTAINABILITY OF THE SOCIAL SECTOR OF THE EXPANDED PUBLIC WORKS PROGRAMME TO EMPOWER WOMEN, YOUTH AND THE DISABLED**

**BY**

**BOITUMELO JOYCE MOHAPI**

**PROMOTER: PROF C S L DELPORT**

**DEPARTMENT OF SOCIAL WORK AND CRIMINOLOGY**

**DEGREE: DOCTOR PHILOSOPHIAE (D.PHIL)**

The study is a programme evaluation of the sustainability of the social sector of the Expanded Public Works Programme (EPWP) to empower women, youth and persons with disabilities as vulnerable groups. The study gives a background to the EPWP program and the problem of poverty in South Africa.

The Strengths Perspective and the Social Development Approach are used as theoretical frameworks to underpin the study. These two approaches are appropriate as they focus on the well-being of people and communities. The social development approach emphasises the social and economic well-being of people, and the strengths perspective focuses on the strengths that people possess, and not on their weaknesses.

The study describes poverty, providing a basis for its understanding and also contextualising the EPWP as a poverty alleviation strategy. The study continues to

discuss the empowerment of women, youth and persons with disabilities on a national and international level, and also as the official targets of the social sector of the EPWP.

In the context of applied research, the study utilised programme evaluation to evaluate the sustainability of the social sector of the EPWP to empower women, youth and persons with disabilities. The research question for the study was “how sustainable is the Social Sector of the Expanded Public Works Programme to empower women, youth and persons with disabilities?”

In the context of a mixed methods research approach the researcher utilised the triangulation mixed methods research design to collect both qualitative and quantitative data. Quantitative data was collected by means of mailed and hand-delivered questionnaires from officials involved in the implementation of the social sector of the EPWP. Qualitative data was collected through focus group discussions conducted with groups of women and youth as beneficiaries of the social sector of the EPWP. The evaluation revealed that the target to include persons with disabilities as 2% of the participants in the programme was not reached, as no persons with disabilities were registered as beneficiaries of the Home Community Based Care and Early Childhood Development programmes within the EPWP.

The findings confirmed that the strengths perspective and the social development approaches are applicable as theoretical frameworks which underpin the social sector of the EPWP. The study also revealed that poverty can be defined and measured using different dimensions, and not only the monetary approach.

The study has also shown that Public Works programmes are used in South Africa and globally by policy makers as a strategy to alleviate poverty, and that in some

instances they target specific vulnerable groups. In South Africa the official targets are women, youth and persons with disabilities. Women and youth participated in the social sector of the EPWP in Gauteng Province, but the target of including persons with disabilities was not reached. The social sector of the EPWP in Gauteng has made a positive contribution to poverty alleviation, job creation, skills development and empowerment of women and youth.

The study also brought to light the fact that although the social sector of the EPWP is under good management, it may not be sustainable in the long term.

**Key words:**

Programme evaluation

Sustainability

Empowerment

Expanded Public Works Programme

Social sector of the Expanded Public Works Programme

Women

Youth

Persons with disabilities

## **OPSOMMING**

# **'N EVALUERING VAN DIE VOLHOUBAARHEID VAN DIE MAATSKAPLIKE SEKTOR VAN DIE UITGEBREIDE OPENBAREWERKEPROGRAM OM VROUE, DIE JEUG EN GESTREMDES TE BEMAGTIG**

**DEUR**

**BOITUMELO JOYCE MOHAPI**

**PROMOTOR: PROF. C. S. L. DELPORT**

**DEPARTEMENT VAN MAATSKAPLIKE WERK EN KRIMINOLOGIE**

**GRAAD: DOKTOR PHILOSOPHIAE (D.PHIL.)**

Die studie is 'n progamevaluering van die volhoubaarheid van die maatskaplike sektor van die Uitgebreide Openbarewerkeprogram (UOWP) om vroue, die jeug en mense met gestremdhede as kwesbare groepe te bemagtig. Die studie gee 'n agtergrond vir die UOWP en die probleem van armoede in Suid-Afrika.

Die Sterkteperspektief en die Maatskaplike-ontwikkelingsbenadering word gebruik as teoretiese raamwerke om die studie te steun. Hierdie twee benaderings is toepaslik aangesien dit op die welsyn van mense en gemeenskappe fokus. Die Maatskaplike-ontwikkelingsbenadering beklemtoon die maatskaplike en ekonomiese welsyn van mense, en die sterkteperspektief fokus op die sterktes wat mense het en nie op hulle swakhede nie.

Die studie beskryf armoede, lewer 'n basis vir die begrip daarvan en kontekstualiseer ook die UOWP as 'n armoedeverligtingstrategie. Die studie bespreek verder die bemagtiging van vroue, die jeug en mense met gestremdhede op nasionale en internasionale vlak, en ook as die amptelike teikens van die maatskaplike sektor van die UOWP.

In die konteks van toegepaste navorsing het die navorser progamevaluering benut om die volhoubaarheid van die maatskaplike sektor van die UOWP om vroue, die jeug en mense met gestremdhede te bemagtig, te evalueer. Die navorsingsvraag vir die studie was: “Hoe volhoubaar is die maatskaplike sektor van die UOWP om vroue, die jeug en mense met gestremdhede te bemagtig?”

Binne die konteks van die gemengdemetode-navorsingsbenadering het die navorser van die triangulasie-gemengdemetode-navorsingsontwerp gebruik gemaak om beide kwalitatiewe en kwantitatiewe data in te samel.. Kwantitatiewe data is deur middel van pos- en handafgelewerde vraelyste aan implementeerders van die maatskaplike sektor van die UOWP ingesamel. Kwalitatiewe data is deur middel van fokusgroepbesprekings wat met groepe vroue en die jeug as begunstigdes van die UOWP gehou is, ingesamel. Tydens evaluering is onthul dat geen mense met gestremdhede as begunstigdes van die Tuisgemeenskap-gebaseerde org- en Vroeëkinderskapontwikkelingsprogramme, as deel van die UOWP, geregistreer was nie.

Die bevindinge het bevestig dat die Sterkteperspektief en die Maatskaplike-ontwikkelingsbenadering toepaslik is as teoretiese raamwerke wat die maatskaplike sektor van die UOWP steun. Die studie het ook onthul dat armoede omskryf en

gemeet kan word deur verskillende dimensies te gebruik en nie slegs die monetêre benadering nie.

Die studie het ook getoon dat Openbarewerkeprogramme in Suid-Afrika en dwarsoor die wêreld deur beleidmakers gebruik word as 'n strategie om armoede te verlig en dat dit in sommige gevalle spesifieke kwesbare groepe geteiken het. In Suid-Afrika is die amptelike teiken vroue, die jeug en mense met gestremdhede. Vroue en die jeug het aan die maatskaplike sektor van die UOWP in Gauteng deelgeneem, maar die teiken om mense met gestremdhede in te sluit is nie behaal nie. Die maatskaplike sektor van die UOWP in Gauteng het 'n positiewe bydrae gelewer om armoede te verlig, werk te skep, vaardighede te ontwikkel en vroue en die jeug te bemagtig.

Die studie het ook die feit aan die lig gebring dat al word die maatskaplike sektor van die UOWP goed bestuur, kan dit dalk nie op lang termyn volhoubaar wees nie.

**Sleutelwoorde:**

Programevaluering

Volhoubaarheid

Bemagtiging

Uitgebreide Openbarewerkeprogram

Maatskaplike sektor van die Uitgebreide Openbarewerkeprogram

Vroue

Jeug

Mense met gestremdhede

## **LIST OF ABBREVIATIONS**

AIDS: Acquired Immune Deficiency Syndrome

ANC: African National Congress

BFPA: Beijing Platform for Action

CARP: Comprehensive Agrarian Reform Programme

CEDAW: Convention on the Elimination of all Discrimination against Women

CGE: Commission for Gender Equality

CHS: Community Household Surveillance

CIESIN: Centre for International Earth Science Information Network

CMIP: Consolidated Municipal Infrastructure Program

CSW: Commission on the Status of Women

DAW: Division for the Advancement of Women

EAP: East Asia and Pacific

EECA: Eastern Europe and Central Asia

ECD: Early Childhood Development

EGS: Employment Guarantee Schemes

EPL: Ethical Poverty Line

EPWP: Expanded Public Works Programme

GEAR : Growth, Employment and Redistribution Strategy

HCBC: Home Community Based Care

HDI: Human Development Index

HIV: Human Immunodeficiency Virus

HWSETA: Health and Welfare Sector Education and Training Authority

IEC: Independent Electoral Commission

ILO: International Labour Organisation

JIPSA: Joint Initiative for Priority Skills Acquisition

LAC: Latin America and the Caribbean

MDG: Millennium Development Goal

MENA: Middle East and North America

NEF: National Economic Forum

NGO: Non-Governmental Organisation

NPWP: National Public Works Programme

NREG: National Rural Employment Guarantee

NYC: National Youth Commission

NYDA: National Youth Development Agency

OSW: Office on the Status of Women

PHC: Primary Health Care

PPA: Participatory Poverty Assessment

PWP: Public Works Programme

RAF: Road Accident Fund

RDP: Reconstruction and Development Programme

SADC: Southern African Development Community

SAR: South Asia Region

SSA: Sub-Saharan Africa

STI: Sexually Transmitted Infection

UIF: Unemployment Insurance Fund

UN: United Nations

UNECA: United Nations Economic Commission for Africa

UOWP: Uitgebreide Openbare Werke Program

UYF: Umsombovu Youth Fund

UNICEF: United Nations Children's Fund

WHO: World Health Organisation

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## CHAPTER 1

### BACKGROUND INFORMATION

#### 1.1 INTRODUCTION

In Southern Africa, poverty is the result of economic, environmental, social and political factors (Patel, 2005:52). The South African government has a critical role to play in empowering vulnerable groups to alleviate poverty. Various strategies and programmes were introduced by government to alleviate poverty and to empower vulnerable groups, for example, the Reconstruction and Development Programme, Growth, Employment and Redistribution Strategy (GEAR) as well as the Expanded Public Works Programme (EPWP).

This study evaluates the social sector of the EPWP. This is important as the social work profession focuses on the social functioning of people. This is supported by Miley, O'Melia and Du Bois (2004:6) who state:

“The social work profession is a profession that supports individuals, groups and communities and creates social conditions that are favourable to the well-being of people and society. The social work profession also embraces the values of human dignity and worth, as well as social justice”.

Social Work practice in general is a matter of shaping, selecting and influencing social policy (Levy, 1970 as cited by Schneider & Netting, 1999:351). Social workers have to deal with policy issues on a daily basis, and it is therefore important to evaluate policies from time to time to see if they are sustainable and meeting the purpose for which they were formed. Social work professionals should also be involved in analyzing the situation of groups that form part of the client population of social workers.

Adding to the above, the International Association of Schools of Social Work and the International Federation for Social Work (2011:2) define Social Work as follows:

“The social work profession promotes social change, problem-solving in human relationships and the empowerment and liberation of people to enhance well-being. Utilising theories of

human behaviour and social systems, social work intervenes at the point where people interact with their environments. Principles of human rights and social justice are fundamental to social work”.

The implication of this definition is that social work has a responsibility towards people who are marginalized. In this regard the reality is that most of the people who are marginalized, such as women, people with disabilities, youth, children and rural communities are poor (Patel, 2005:52).

In South Africa, approximately 51% of all South Africans live in households that fall below the poverty threshold (Statistics South Africa, 2011:29). The Eastern Cape and Limpopo provinces are said to have the highest levels of poverty with women and children being in the majority. Poor communities are also characterised by few people in formal employment (Zegeye and Maxted, 2002:11). The notion of women being more affected by poverty is confirmed by Statistics South Africa (2010), which states that, of all South African employees who were in paid employment and had median monthly earnings of R2 800, the median monthly earnings for men was R3 033. This is higher than the median monthly earnings for women which was R2 340. Therefore, women in paid employment earned only 77,1% of what men did.

The vulnerability of children is confirmed by the fact that just under one fifth (19,6%) of all children in South Africa, representing approximately 3,6 million individuals, are orphaned (Statistics South Africa, 2011). The highest number of orphans are found in KwaZulu-Natal (26,9%) followed by Eastern Cape (24,7%) and Free State (21,9%). Less than 10% of children in Western Cape are classified as orphans. When compared to the racial distribution of children, black African children are significantly more likely to be orphaned than children from any other population group. More than one fifth (22%) of black African children are classified as orphans compared to the 9,6% coloured, 4,2% Indian/Asian and 2,5% white children (Statistics South Africa, 2011).

The above clearly indicates the close link between poverty and vulnerability. Due to a lack of power and resources, the poor are vulnerable.

According to the Southern African Regional Poverty Network (2005:170), women, youth, unemployed people, persons with disabilities, the aged, child-headed households, people living with HIV and AIDS and households caring for people living with HIV and AIDS have all been identified as falling into the category of vulnerable groups. The Community Household Surveillance System (CHS) in addition, identified female-headed households, households with a chronically ill member and households with persons with disabilities as vulnerable people too (Community and Household Surveillance Systems, 2004:1).

In South Africa, one of the government's strategies to deal with poverty and vulnerability amongst certain groups was the introduction of the National Public Works Programme in 1994 (Zegeye & Maxted, 2002:90). The main focus of this programme was poverty alleviation, job creation, income generation and empowerment. This programme was located in the Department of Public Works. A unit, known as the Community Based Public Works Programme, was established to drive the process. This government initiative to fight poverty was in line with what was happening in other countries in Africa, Asia and Latin America (Zegeye & Maxted, 2002:92).

According to Zegeye and Maxted (2002:93), the following were distinctive features of the National Public Works Programme:

- It had to generate skills that will enable the poor to find alternative employment after the project ends.
- It was supposed to have a high level of community involvement.
- It also emphasised sustainability and empowerment of the poor by being able to make choices and influence decisions.

It is thus clear that the National Public Works Programme initiated by the South African government in 1994 was striving towards empowerment of communities, and this was in line with the strengths perspective. Miley,

O'Melia and Du Buois (2004:79) state that the strengths perspective recognizes that all human beings have a natural power within themselves, which can be released. This perspective subscribes to the idea that human beings have lots of potential abilities that are unutilized. The presence of this capability for continued growth and well-being means that we have to give human beings respect that their power deserves (Miley et al, 2004:79). This is in line with the social work values of human worth and social justice. According to these authors, social workers who subscribe to the strengths perspective do the following:

- They recognize that people have existing pools of resources and abilities to draw upon.
- They recognize that each person has the potential to grow and change.
- They believe that collaboration adds on to existing strengths to build new resources.
- They agree that clients are the ones who know their situation best, and can therefore create their own solutions.

As an extension of the National Public Works Programme, the government introduced the Expanded Public Works Programme (EPWP) in 2004. This programme was formally announced by the former State President of the Republic of South Africa, T.M. Mbeki, as one of the efforts of the South African government to reduce poverty through the alleviation and reduction of unemployment (Department of Social Development, Education & Health 2004:7). The initiative is described as “a nationwide program which will draw significant numbers of the unemployed into productive work, so that workers gain skills while they work, and increase their capacity to earn an income” (Department of Social Development, Education & Health, 2004:7).

The EPWP targets vulnerable groups, so that they can be economically active. Women, youth and persons with disabilities are the official targets for Public Works Programmes in South Africa. In each programme, 40% should be women, 20% youth and 2% persons with disabilities (McCord, 2003:16)

This is not an unusual response by the government, as Public Works Programmes are said to be one of the strategies of supporting vulnerable groups. The programmes are also seen as a suitable response to macroeconomic crises, as they can be implemented and removed quickly, while at the same time assisting in the creation and maintenance of public infrastructure (Southern African Regional Poverty Network, 2005:96).

The issue of sustainability of programmes to address the needs of the vulnerable is very important. *The White Paper for Social Welfare* (RSA, Ministry for Welfare and Population Development, 1997) defines sustainability as "... that which is affordable, financially viable, efficient and effective". It is important that the EPWP should be sustainable. The programme has to be based on the vulnerable groups' needs, and its benefits to these groups should continue beyond the government's intervention. In addition it should also lead to institutional development, which means "... creating or strengthening the existing organizations of civil society", according to *The White Paper for Social Welfare* (RSA, Ministry for Welfare and Population Development, 1997). This implies that for the EPWP to be sustainable, it has to address issues of the needs of the target communities. The programme must include capacity building of the vulnerable groups so that the benefits will continue after the programme has been terminated. In the context of this study, the focus will be on women, youth and the persons with disabilities as vulnerable groups involved in the social sector of the EPWP.

One of the methods, which may be used to gauge the sustainability of the EPWP referred to above, is to do programme evaluation. According to Patton (2002:10) programme evaluation is "the collection of information about the activities and outcomes of a programme to improve its effectiveness and to influence decisions about future planning" (Patton, 2002:10). This definition is also confirmed by the Business Dictionary (2012) which defines programme evaluation as "a detailed assessment of programme outcomes against established measure to see if it achieved the objectives it was supposed to achieve".

In the context of this study the rationale to evaluate the EPWP is embedded in the fact that it will benefit policy-makers by providing valuable information regarding the effectiveness of the programme which will enable them to plan further interventions amongst their target groups. The study will also contribute to enhance knowledge regarding poverty alleviation policies and programmes and their sustainability. The beneficiaries of the study will thus be policy-makers and the target communities where the EPWP is being implemented.

## **1.2 PROBLEM FORMULATION**

The South African government has set aside a considerable sum of public funds to implement the social sector of the EPWP, which comprises Home Community-Based Care and Early Childhood Development programmes. This social sector plan of the EPWP stems from the Department of Health, Education and Social Development. During 2005, it was estimated that R1, 767 billion was required to roll out the Home Community- Based Care programme and R2, 701 billion was required to provide the Early Childhood Development Programme (Department of Social Development, Department of Education, Department of Health, 2005:5).

Home Community-Based Care, as the one part of the social sector of the EPWP, focuses on the provision of comprehensive services including health and social services, by formal and informal caregivers in the homes of the vulnerable people. The programme aims to equip unemployed people with foundation skills and experience to enter into a Community Health worker-training programme (Department of Social Development, Department of Education, Department of Health, 2005:6).

The other component of the social sector of the EPWP is Early Childhood Development. The Department of Social Development, Department of Education and the Department of Health (2005:5) describe this component as follows:

“It is an employment expansion plan which focuses on early childhood development practitioners caring for children from

birth to five years. In order to meet the Early Childhood Development goals, it will be necessary to upgrade the skills levels of practitioners and create work opportunities for trained people. Unemployed people will be recruited into this Expanded Public Works Programme”.

There is a need to ensure that what is being created is sustainable, so that vulnerable groups do not remain vulnerable after government’s intervention. There should be evidence of empowerment and communities should continue to reap the benefits even after the government’s programmes have come to an end. This is specifically applicable to the social sector of the EPWP of South Africa. Although it is important to deliver results in terms of creating employment opportunities, it is also important to transfer skills and build capacity , as this will be an indicator of sustainability.

It has been established that many anti-poverty initiatives are finding it difficult to balance the goals of bringing about immediate, tangible change (e.g. building roads and installing water tanks) with the issue of sustainability through capacity building and leadership development to enable these vulnerable communities to address these problems on their own in the long term (Hannah, 2006:10).

The long-term goal of the EPWP is to build sustainable communities by raising the value of their assets to improve their economic condition. It includes building the capacity of the communities to be in a position to manage future development projects (Zegeye & Maxted, 2002:94). The social sector of the EPWP needs to be evaluated to ensure sustainability of the programme to empower women, children and the persons with disabilities, so that in the long term these target groups are in a position to manage their own development projects.

Based on the fact that no formal evaluation of the social sector of the EPWP has been done yet, there is lack of information about the sustainability of the EPWP in the social sector. Therefore the focus of this study was to evaluate the sustainability of the social sector of the EPWP in the Gauteng Province.

### **1.3 GOAL AND OBJECTIVES OF THE STUDY**

#### **1.3.1 Goal**

The goal of this study was formulated as follows: **to evaluate the sustainability of the social sector of the Expanded Public Works Programme to empower women, youth and persons with disabilities.**

#### **1.3.2 Objectives**

In order to achieve the goal of this study the following objectives were formulated:

- To conceptualise theoretically the phenomenon of poverty as well as the relevant strategies to alleviate poverty in South Africa.
- To explore and describe theoretically the content of the EPWP with specific emphasis on the social sector of the programme.
- To investigate whether the EPWP is based on the needs of the specific target groups, namely women, youth and persons with disabilities.
- To explore whether the benefits of EPWP projects for women, youth and persons with disabilities will continue beyond government's intervention.
- To explore the strategies in place to empower women, youth and persons with disabilities regarding sustainability of the social sector of the EPWP .
- To make recommendations for policy-makers regarding the sustainability of the EPWP for women, youth and persons with disabilities.

### **1.4 RESEARCH QUESTION**

The study seeks to answer the following research question:

**How sustainable is the social sector of the Expanded Public Works Programme to empower women, youth and persons with disabilities?**

## 1.5 RESEARCH METHODOLOGY

The applicable type of research for this study was applied research, utilising programme evaluation to evaluate the sustainability of the social sector of the EPWP to empower women, youth and persons with disabilities.

In the context of a mixed methods research approach the triangulation mixed methods research design was utilised. Delpont and Fouche (2011:442) describe the triangulation mixed methods research design as a “one phase design in which the researcher uses both quantitative and qualitative methods during the same time frame and with equal weight to best understand the phenomenon of interest”. In the execution of this study, both quantitative and qualitative research methods were used to evaluate the sustainability of the social sector of the EPWP to empower women, youth and persons with disabilities.

Quantitative data was collected by distributing a questionnaire amongst officials in the Departments of Education, Social Development and Health involved in the implementation of the social sector of the EPWP. Qualitative data was collected by conducting focus group interviews with women and youth who are beneficiaries of the social sector of the EPWP. Focus groups could not be conducted with persons with disabilities as they were not recruited by the Departments of Education, Social Development and Health in the Gauteng Province to participate in the programme.

As indicated above the population for this study comprised of:

- (i) All officials in the Departments of Education, Social Development and Health involved in the implementation of the social sector of the EPWP in the Gauteng Province.
- (ii) All women, youth and persons with disabilities who are beneficiaries of the social sector of the EPWP in the Gauteng Province.

To select a sample of officials in the Departments of Education, Social Development and Health who were involved in the implementation of the social sector of the EPWP, a combination of stratified and systematic

random sampling was utilized. The three strata in the selection of the sample of officials, were the Departments of Social Development, Education and Health in the Gauteng Province. Within these three strata systematic sampling was used to select 50 officials in each stratum; thus a sample of 150 representatives was selected.

The quantitative data collected through the completion of questionnaires by officials in the Departments of Education, Health and Social Development was analysed through statistical procedures, using the statistical package for social sciences (SPSS) to summarise and describe different variables.

To select a sample of beneficiaries, a combination of purposive and availability sampling was used within the strata and sub-strata of the population for the study. The strata for the qualitative part of the study were women, youth and persons with disabilities who were beneficiaries of the EPWP in Gauteng, and the sub-strata were the urban and rural areas of the Gauteng Province. Five focus groups, with a total of 36 participants, were purposively selected.

The qualitative data was analysed by using thematic analyses as described in Fouche and De Vos (2011:91).

A detailed description of the research methodology used in this study will be given in Chapter 6.

## **1.6 ETHICAL CONSIDERATIONS**

“Ethics is a set of moral beliefs which are suggested by an individual or group, is widely accepted and offers rules and behavioural expectations about the most correct behaviour towards experimental subjects and respondents, employers, other researchers, sponsors and students” (Strydom, 2011:14). For the researcher, this implies that one has to be constantly aware, in the process of conducting the research, that ethics are not violated throughout the actions the researcher carries out.

The following ethical issues were adhered to when conducting this study:

### **1.6.1 Informed consent**

Getting informed consent means that respondents in a study were informed about the goal of the research and the procedures that would be followed .

The researcher informed all respondents in the study about the reasons for evaluating the sustainability of the social sector of the EPWP in Gauteng, and how this evaluation would be conducted. Permission was also sought from the participants in the focus groups to use an audiotape to record the focus group interviews.

All the respondents were also informed that the data collected would be stored for a period of fifteen years after the research had been completed. Respondents were also informed that they could withdraw from the study if they did not wish to continue.

All respondents were requested to sign an informed consent letter agreeing to participate in the research.

### **1.6.2 Avoidance of harm**

Strydom (2005:59) emphasises the fact that in conducting research, subjects may be harmed either physically or emotionally. In conducting the study, all reasonable efforts were made to protect the respondents from possible harm. The respondents were informed from the beginning that if they experienced any physical or emotional discomfort as a result of the investigation, they had the right to withdraw from the process, and if necessary they would be referred to a social worker at the Department of Social Development for counselling. However, no harm was observed and nobody needed any referral for counselling.

### **1.6.3 Privacy, confidentiality and anonymity**

The invasion of the privacy of the research subjects is the most important ethical violation, which may occur in survey research. This takes place when questions about intimate issues, which cause anxiety and guilt, are asked in questionnaires or interviews. Confidentiality, on the other hand, refers to “the handling of information in a confidential manner” (Strydom, 2005:61).

The questionnaires were constructed in such a manner that no identifying information (e.g names or addresses) were requested from the respondents, which ensured anonymity. In distributing the hand-delivered questionnaire, respondents were given blank envelopes with no identifying details in which they had to put the questionnaires after completion and seal them. In the focus groups, the researcher explained to the participants that their names will not be disclosed, and that information will be handled in a confidential manner. They were assured that no names will be linked to specific information.

The issue of the dissemination of research results was discussed with the respondents, and they were informed that the research results will be disseminated in such a manner that no information can be linked to a specific individual.

The questionnaires had a covering letter explaining the purpose of the research and also assuring the respondents of anonymity.

### **1.6.4 Deception of subjects**

The deception of subjects occurs when a researcher intentionally misleads subjects by way of written or verbal instructions, the actions of other people or certain aspects of the setting (Neumann, 2000:229).

In this study, the respondents were not misled in any way. The respondents were informed about the purpose and procedures of the study. This was done by means of an informed consent letter which

formed part of the questionnaire, and which was distributed before conducting the focus group interviews.

### **1.6.5 Actions and competence of the researcher**

Researchers should ensure that they are competent and skilled to undertake the proposed study (Strydom, 2005:63).

The researcher was capable of undertaking this type of research, because of her previous involvement in postgraduate research. In addition, by undertaking an extensive literature study, the researcher was fully informed about the social sector of the EPWP, and related issues. The researcher refrained from making any value judgments on respondents involved in the study.

### **1.6.6. Debriefing of respondents**

After completion of the focus groups, participants were debriefed in order to correct any misconceptions that might have arisen as a result of the study.

## **1.7 LIMITATIONS OF THE STUDY**

The researcher experienced the following challenges in conducting the study:

- The questionnaire and focus group interview schedule were prepared in English, which was not the first language of most of the respondents. For the focus groups, the researcher had to translate the questions and their meaning to the participants. The transcripts of the focus groups also had to be translated into English. This required additional resources, for example, time and money.
- The research was conducted in Gauteng Province only. Accordingly, respondents of the EPWP in other provinces in South Africa may have differing experiences and this may limit the generalisation of the findings.

- No persons with disabilities had been recruited to participate in the social sector of the EPWP by the Departments of Education, Health and Social Development in the Gauteng Province. This placed a limitation on the participants for the focus groups.

## **1.8 DEFINITION OF KEY CONCEPTS**

The following key concepts were relevant in the context of this study: programme evaluation, sustainability, empowerment, Expanded Public Works Programme, women, youth, and persons with disabilities. Each concept will be briefly defined.

### **1.8.1 Programme Evaluation**

Business Dictionary (2012) defines programme evaluation as “a detailed assessment of programme outcomes against established measures to see if it achieved the objectives it was supposed to achieve”.

In the context of this study, the sustainability of the social sector of the EPWP, and the achievement of its goals and objectives were measured to see if it has been effective.

### **1.8.2 Sustainability**

According to Patel (2005:259), “projects and programmes that are run in a sustainable manner have the following characteristics: they are well run and managed; they increase household income; they operate in a supportive community environment; they have tangible results and the knowledge of community members is utilised in decision-making.”

In terms of the Oxford Advanced Learners Dictionary (1995:1205) sustainability refers to “a thing that can be kept going or maintained”.

In the context of this study, sustainability of the social sector of the EPWP will be measured in terms of income received by participants, the building of

capacity, the way they are managed, and by the involvement of the targeted beneficiaries.

### **1.8.3 Empowerment**

Gutierrez (as cited by Miley et al. 2004:85) notes that “empowerment involves the process of increasing personal, interpersonal or political power so that individuals, families and communities can take action to improve their situations”.

In this study, empowerment refers to the extent that the strengths of women, youth and persons with disabilities are developed and how far they have increased power to do something to improve their situations by participating in the activities of the social sector of the EPWP.

### **1.8.4 Expanded Public Works Programme**

The Expanded Public Works Programmes is a “nation-wide programme which draws significant numbers of the unemployed into productive work, so that they gain skills while they work, and increase their capacity to earn an income” (Department of Public Works, 2005).

### **1.8.5 Social sector of the Expanded Public Works Programme**

The social cluster of the EPWP comprises the Departments of Social Development, Education and Health. Two programmes have been selected as lead programmes for the social sector of the EPWP, namely, the Home Community-Based Care and Support Programme, and the Early Childhood Development Programme. The social sector will undertake further research to identify other possible programmes (Expanded Public Works Programme, Social sector Plan 2004/5 – 2008/9).

In this study, the social sector of the EPWP refers to the Home Community-Based Care and Support Programme as well as the Early Childhood Development Programme implemented by the Departments of Social

Development, Health and Education in Gauteng Province as part of the EPWP.

### **1.8.6 Women**

According to the Oxford Advanced Learner's Dictionary (1995:1372), "a woman is an adult female human being".

For the purpose of this study, the term women refers to female persons.

### **1.8.7 Youth**

Budlender (1994:104) states that there are arguments as to whether the same definition of youth can be applied across all countries. In industrialized countries, youth are people between the ages of sixteen (16) and twenty-four (24) but in third world countries, this definition can be extended in both directions, because of other factors. In most African cultures, it appears that thirty (30) is the more common age for entry into adulthood (Budlender, 1994:105).

In the South African context, The National Youth Commission Act refers to youth as young males and females aged between 14 and 35 years because they require social, economic and political support to realize their full potential (National Youth Commission Act, 1996:2).

For the purpose of this study, youth refers to male and female persons between the ages of eighteen (18) and thirty-five (35) because at the latter age, most of them have completed formal schooling and are ready to enter into employment.

### **1.8.8 Persons with disabilities**

The United Nations Declaration on persons with disabilities defines a person with a disability as "any person unable to ensure by himself or herself, wholly or partly, the necessities of a normal individual and/or social life, as a result of deficiency, either congenital or not, in his or her physical or mental capabilities" (Reichert, 2003:180).

The Oxford Advanced Learners Dictionary (1995:327) defines disability as “being unable to use one’s body properly because of disease or injury”.

In this study, persons with disabilities are people who have physical deficiencies, who are unable to function optimally on their own. This definition is more suitable for this study as people with physical disabilities are official targets of the social sector of the EPWP.

## **1.9 CONTENTS OF THE RESEARCH REPORT**

The research report consists of eight chapters, and they are arranged as follows:

### **Chapter 1:**

Chapter one is an introductory chapter. It focuses on the following: the background information on the study, problem formulation, goal and objectives of the study, research question, research design and methodology, ethical considerations, limitations of the study and definitions of key concepts.

### **Chapter 2:**

Chapter two outlines the strengths perspective and social development approach as the theoretical frameworks for the study.

### **Chapter 3:**

The focus of chapter three is on literature review regarding poverty as a social phenomenon, and the strategies employed by the South African government to alleviate poverty.

### **Chapter 4:**

The focus of chapter four is on the Expanded Public Works Programme with specific emphasis on the social sector of the Expanded Public Works Programme , which is being evaluated by this study.

**Chapter 5:**

Chapter five reviews literature on the empowerment of women, youth and persons with disabilities. The chapter also examines national and international mechanisms in place to promote the empowerment of women, youth and persons with disabilities.

**Chapter 6:**

This chapter outlines the research methodology utilised to achieve the objectives of the study.

**Chapter 7:**

In chapter seven, the qualitative and quantitative data collected in the study is presented and analysed.

**Chapter 8:**

Chapter eight outlines the conclusions drawn from the findings and makes several recommendations.

## CHAPTER 2

### THEORETICAL FRAMEWORK FOR THE STUDY

#### 2.1 INTRODUCTION

There are various theories or approaches which may be utilized to underpin and explain the EPWP as a strategy of poverty alleviation and also as a means of empowering individuals, groups and communities. Examples of these are the systems theory, social development approach, person centred approach and the strengths perspective.

The social developmental approach and the strengths perspective were selected to be utilized as the theoretical frameworks for the purposes of this study. The social development approach is appropriate in the context of this study as it focuses on promoting the welfare and well-being of people, including economic development (Patel, 2005:32). This is appropriate to the EPWP as it focuses on providing jobs, developing the economy and skills development (Department of Social Development, Department of Education, Department of Health, 2004). The strengths perspective focuses on the strengths that people have, and not on their weaknesses (Saleeby, 1997:12, Geyer, 2010:63). In the context of the EPWP, it means that there is recognition that all people have inherent strengths, and these can be enhanced through training and provision of opportunities for employment (Department of Social Development, Department of Education, Department of Health, 2004:7).

In the following section, each of these approaches will be discussed according to their goals, principles and characteristics, as well as their applicability to the EPWP.

## **2.2 SOCIAL DEVELOPMENT AS A THEORETICAL APPROACH**

To facilitate better understanding of the social developmental approach, the following aspects will be discussed in this section: the meaning of the concept social development, its vision, goals, principles and characteristics.

### **2.2.1 Meaning of the concept social development**

To shed more light on the concept of social development, the researcher will focus on different authors' viewpoints and how these link with the EPWP.

According to Midgley (1995:25) "social development is a process of planned social change designed to promote the well-being of the population as a whole in conjunction with a dynamic process of economic development". This means that social development looks at the welfare of the society, and this includes positive economic change. This view is also echoed by Patel (2005:29) who states that "there is a strong link between social development and a nation's macroeconomic policies that lead to the creation of jobs. This is necessary because economic development of a society does not necessarily lead to improvement in all people's lives, as the benefits of growth are not necessarily distributed equally".

Midgley's (1995:25) and Patel's (2005:29) strong emphasis on the linkage between social and economic development in conceptualising the concept social development is embedded in the EPWP, as the EPWP is one of the strategies introduced by the South African government to promote the well-being of the population by addressing poverty and creating employment opportunities. It therefore fits into the idea of social and economic development.

The definition of social development is further specifically in line with the EPWP as it targets vulnerable groups such as women, youth and the persons with disabilities so that they can be economically active, and seeks to enhance their social development by creating employment opportunities for those who are unemployed.

Another element of the concept social development which is emphasised by Lombard (2007:299) is the fact that social development cuts across different sectors such as health, education, economic development and welfare services. This intersectoral relationship is also underpinned in the social sector of the EPWP, as it is being implemented by different government departments, namely, the Departments of Social Development, Health and Education (Departments of Social Development, Education and Health, 2004:9).

In operationalising the concept social development, Elliot (1993:26) states that there are two interpretations of the concept, namely, “on the micro level, it represents the socialization of the individual and human growth, while on the macro level it focuses on economic and social change in developing communities and countries, for example, empowerment and institution building”. Elliot’s statement thus focuses both on work with individuals and work with communities to bring about economic development. This aspect is also part of the EPWP as it emphasises working with communities and groups of people to offer skills and capacity building in the fields of home community-based care and early childhood development (Departments of Social Development, Education, Health, 2004).

According to Maas, as cited by Billups (1994:25),

“social development is a process through which people become increasingly able to interact competently and responsibly, that is, with the recognition of others’ needs, in an increasing array of social contexts. The more often they engage in socially responsive interaction, the more likely they are to help generate or sustain a caring and sharing society. Such a society, including social services, reciprocally furthers the development of its members”.

Maas’s (1994:25) definition of social development focuses both on the micro and macro levels. It clearly demonstrates that social development has an impact on both the individual and community levels. When people are empowered as individuals, they contribute to the development of a sustainable community or society.

The focus of social development on the micro and macro levels is also emphasized by Osei-Hwedi (2007:108) who highlights that “social development aims at the satisfaction of basic human needs, social justice and peace, and in the process individuals are empowered to realise their social, economic and political potential”. According to this definition, on the micro level, the focus is on individuals and their basic needs, and on the macro level on social justice and peace.

For purposes of this study, social development is viewed as a micro and macro intervention strategy to empower individuals and communities by providing skills and employment opportunities in order to promote social and economic development. In terms of the social sector of the EPWP, this implies that individuals in this sector namely women, youth and persons with disabilities are being empowered through skills development and employment opportunities. This has the potential of making a meaningful contribution to ensure that communities are sustainable.

### **2.2.2 Vision of social development**

According to Patel (2005:32), the vision of social development is “to have an empowered, humane, just and democratic society, which focuses on changes for the poor. Social development also seeks to challenge the unequal and distorted economic, social and political development nationally, regionally and globally. It also includes the proactive involvement of governments in developmental social welfare”.

This means that social development seeks to promote the empowerment and economic development of poor people on a national, regional and global basis, so that resources are distributed equitably. This is done by involving all sectors, including government. In South Africa the EPWP is one of the mechanisms through which the vision of social development can be realised.

The vision of social development can, however, not be achieved if there are no clear goals set. In the following section, these goals will be discussed.

### **2.2.3 Goals of social development**

Different authors emphasise different aspects in the context of a discussion regarding the goals of social development. For instance, in discussing the goals of social development, Midgley (1995:95) notes that the discussion raises debates about whether it is more desirable to attain material or other goals. He argues that “focus should be on material welfare goals”. Osei-Hwedie (2007:108) on the other hand postulates that the satisfaction of basic human needs as well as social justice and peace are the aims of social development.

Patel (2005:32) is however, more specific and has identified the following as goals of social development, which are also incorporated in the EPWP:

- **Promotion of social and economic development**

Social development emphasises both the social and economic development of people. This means that when people are given opportunities to earn a living through the creation of job opportunities, this leads to the social development of individuals and communities, as their standard of living is enhanced.

- **Participation of people who are socially excluded in development efforts**

This goal of social development implies that communities which are marginalized have to be involved in any effort to bring about development. This goal makes no space for top-down approaches to development, where donors or governments come with their own programmes and impose them on communities. In social development, the beneficiaries of services have to be involved in development efforts.

- **The achievement of tangible improvements in the quality of life of people**

The people who are beneficiaries of social development should see real and concrete changes in their lives, for example unemployed people should be able to get employment so that poverty can be reduced.

In order to achieve the above-mentioned goals of social development, it is necessary to have values and principles which guide their implementation. These will be discussed in the next section.

#### **2.2.4 Principles and values of social development**

Professional values and principles are moral standards that guide the behaviour of professional people. The social development approach is also based on a core set of values and principles which serve as guidelines to those who implement this approach.

In discussing values and social development, Osei-Hwedie (2007:109) notes that African values, especially the unobservable latent ones which result in social activities (referred to as “ubuntu” in South Africa and “botho” in Botswana), have become important factors in socio-economic development. Osei-Hwedie (2007:109) further explains that African academics and politicians in the 1960’s and 1970’s tried to counter Western philosophies by emphasizing that Africans are unique, and therefore different. This is evident in the following examples of African philosophies, namely, Nkrumah’s “socialism”, Senghor’s “Negritude”, Nyerere’s “Ujamaa” and Kaunda’s “Humanism”. This means that there has always been an effort to bring about social and economic development of communities, although these efforts were given different names in different countries or communities.

Another view regarding social development values, although twenty years ago, is expressed by Elliot (1993:24). The author affirms that social development values are closely linked to the values of social work. Although the values of social development are less individually focused than the values

of social work, they are similar to social work values in terms of ideology, the qualifications of social workers, the way the professional relationship is utilized and scientific methods.

The following social development values and principles, as stated by Patel (2005:224) share affinities with values and principles of social work as described in the *White Paper for Social Welfare* (RSA, Ministry for Welfare and Population Development, 1997):

- **Social Justice**

Barker (1991:451) defines social justice as “an ideal condition in which everybody in society has the same basic rights, protection, opportunities, obligations and social benefits”. This view is supported by Miley, et al (2007:6) who state that “social justice is about the way society distributes resources so that there is equality”.

When the principle of social justice is applied, there will be no discrimination against any group. The poor and marginalized will have equal opportunities and access to resources as any other group.

- **Ubuntu (Humanity)**

The ubuntu principle refers to “the way people are treated with human dignity” (Patel, 2005). This means that no sectors of the society should be de-humanised and treated in a degrading manner.

To substantiate the above, Osei-Hwedie (2007:109) states that ubuntu/botho means “humaneness”. The author further quotes Mangaliso (2005) who mentions that “ubuntu is characterised by collective co-existence and experience, which leads to communalism. It is rooted in respect for customs that maintain a strong work ethic, respect and the pursuit of the common good, as well as the promotion and maintenance of harmony, peace and progress”.

The South African Council for Social Service Professions (2006:6) also highlights the importance of the human dignity of people by stating that “people should be afforded the dignity they deserve irrespective of race, gender, ethnic group, religion and nationality”.

The principle of ubuntu and humanity serves to eliminate bias and unfair discrimination when people are served.

- **Democracy and participation**

Mansuri and Rao (2004:6) are of the view that it is important to involve community members in some aspects of the design and implementation of projects that are aimed at developing them. This participation by community members improves the design of the project and its targeted benefits. Patel (2005:225) concurs with the above, stating that “democracy means that all concerned people participate in decision-making about issues that affect them”.

In applying this principle to the social development approach, it means that all service recipients should be involved in the decisions taken, and that there should be open communication in the form of discussions, debates, listening and tolerance (Patel, 2005:225).

- **Equality**

The principle of equality is closely linked to social justice. It means that all human beings should be seen as equal. In implementing equality, there should be no discrimination, but all people should be seen to have equal rights. This notion is also expressed by Mahomed (2011:20) who states that “social development should promote equal opportunities for all”.

- **Non-discrimination**

The principle of non-discrimination means that the social development practitioner recognises that people are different, but does not use these

differences as a basis for discrimination. Rather, the differences are used to recognize and celebrate diversity in society. This also means that there is no room for stigma, scapegoating or stereotyping (Patel, 2005:225).

- **Reconciliation**

Reconciliation refers to trying to bring peace or agreement, especially where there has been hostility or disagreement. Osei-Hwedie (2007) states that “one of the specific goals of social development is to promote peace”. In applying this principle, implementers of social development need to recognize and acknowledge past differences and hurts on a micro and macro level, and work towards compensation for past imbalances (Patel, 2005:225).

- **Competence**

In the context of social development, competence means that practitioners of social development should only offer services for which they are qualified and have the necessary knowledge and skills to implement. This principle also means recognising the boundaries in which a person can operate.

- **Integrity**

The South African Council for Social Service Professions (2006:7) refers to integrity as “behaving in an honest manner”. Integrity also means that those who adopt the social development approach should behave in a manner which is trustworthy and not questionable.

- **Professional responsibility**

As a principle of social development, professional responsibility means that professionals who adopt the social development approach should be accountable and efficient in the way that they deliver their services. The services should also be of a high standard.

- **Importance of human relationships**

In delivering services to individuals and communities, a relationship develops where there are emotional and cognitive exchanges between the practitioner and the individuals or communities being served. This relationship should be acknowledged and respected (Patel, 2005:226).

- **Service**

According to Patel, (2005:226) service refers to “helping people to function at their best through providing assistance and resources”.

The above principles are the foundation of the social development approach, and inform the way service delivery should be executed. In the context of this study it means that they should inform the way the EPWP should be executed.

In order to further understand social development, it is important to take a close look at its characteristics, which distinguish it from other approaches. These characteristics will be deliberated in the following section.

### **2.2.5 Characteristics of social development**

Patel (2005:204) summarises the character of social development as being embodied in its vision, goals and principles. This is confirmed by Midgley (1995:26) who further distinguishes the following as the key characteristics of social development:

- **Social development is linked to economic development.**

Social development interventions should lead to improvements in people’s economic situations. In terms of this characteristic, no meaningful social development can be assumed to have taken place if people do not benefit economically. Economic development is also emphasised in the EPWP, as the programme seeks to create jobs for the unemployed people. This is a clear link between social and economic development.

- **Social development is interdisciplinary**

The social development approach incorporates various disciplines such as social work, politics and economics in the social sciences. This is also applicable to the EPWP, which is implemented by various government departments which focus on various disciplines, for example, social development, health, education, transport and public works.

The social sector of the EPWP, which is the focus of this study, is also interdisciplinary, focusing on social services, education and health (Departments of Social Development, Education, Health, 2004).

- **Social development involves a process which leads to positive change**

In implementing social development, there should always be positive change in the lives of beneficiaries or communities. This characteristic is specifically applicable to the EPWP, as the programme is planned in such a manner that by the end of it, individuals and communities would have undergone positive change, by gaining skills and accessing employment opportunities which will empower them.

- **The change process in social development is progressive**

Change that is brought about by social development interventions should always lead to improvement in people, because all human beings have the potential to improve. This is also the case with the EPWP, as it seeks to empower people by providing skills and creating job opportunities.

- **The process of social development is interventionist**

Improvement in the welfare or living conditions of people will not happen spontaneously or naturally. There is always a need for intervention to bring about the positive change in people's living conditions. That is why it is important that conscious effort be made to bring about positive change.

The EPWP is an example of one of the conscious and constructive efforts on the part of the South African government to bring improvement in the lives of citizens, especially those that are marginalized and vulnerable.

- **The goals in social development are carried out through various strategies, which are linked to economic development**

The various strategies in the context of social development can be at an individual, community or government level.

At an individual level, social development can be achieved by encouraging entrepreneurship or small income generating businesses for the poor, or enhancing individuals' social functioning. Here social workers can play a role by offering individual interventions to remove barriers that prevent people from functioning well (Midgley, 1995:112).

At a community level, community development projects can be undertaken by communities to improve their lives, or specific issues like women development or gender issues may be addressed to improve the lives of women. This is in line with the EPWP as it also targets communities or specific groups of people such as women, youth and persons with disabilities as beneficiaries.

- **Social development is inclusive and universalistic**

Social development is broad and encompasses all members of the society. Much as the poor and vulnerable people are a major target of social development interventions, this intervention takes place within a wider universalistic context that promotes the welfare of all people in a region, community or society (Midgley, 1995:27). Social development thus focuses on specific wider and universalistic spatial settings, for example, rural areas, specific regions, cities or countries.

- **Social development promotes social welfare**

Social development promotes the well-being of people and communities by creating opportunities and managing the problems that people have. This

means that the ultimate outcome of all interventions should be the well-being of people by meeting their needs and helping them to solve their problems. The EPWP also promotes the social welfare of people by meeting their needs through job creation and skills development.

The above characteristics indicate that social development is an appropriate theoretical framework for the EPWP, as it promotes social and economic development, which should lead to positive change in the lives of people.

### **2.2.6 Social development in the South African context**

In the preceding sections, the social development approach was discussed generally, not focusing on a specific country. It is important to contextualise this approach to the South African situation, as this will enhance its understanding. It will also assist in further explaining its appropriateness for the EPWP as an intervention strategy in the South African context.

The promotion of social development by governments is referred to as the statist approach (Midgley, 1995:125). This approach assumes that “the state or government has the interests of society at heart and recognizes that it has a responsibility to promote the well-being of the country’s citizens” (Midgley, 1995:125).

South Africa, which has adopted a statist or social development approach, is an example of a country where government exercises responsibility to promote the well-being of its citizens through both economic and social development, by implementing programmes such as the EPWP and other poverty alleviation programmes.

The mandate for developmental social services in South Africa is derived from the country’s Constitution (Act 108 of 1996), the Reconstruction and Development Programme and various international instruments the country adopted, including those of the United Nations (Patel, 2005:209). The Reconstruction and Development Programme, for instance, emphasises

development by stating that “social welfare has to focus on basic needs and development” (African National Congress, 1994:52).

The developmental approach as adopted in South Africa is based on five themes: the rights-based approach, economic and social development, democracy and participation, social development partnerships and micro and macro divide (Patel, 2005:98).

Each of these themes will be discussed with the intention of establishing a sound understanding of how social development was conceptualized in the South African context.

#### **2.2.6.1 A rights-based approach**

The rights-based approach stresses the rights of citizens to have their needs met, especially the most vulnerable and disadvantaged people. This approach also emphasises the importance of social justice and equal access to all resources in society (Patel, 2005:98).

*The White Paper for Social Welfare* (RSA, Ministry for Welfare and Population Development, 1997) emphasises the rights-based approach as it states that “programmes and services rendered in the welfare field should be based on respect for human rights”.

The United Nations Declaration on Human Rights (United Nations, 2009) has also influenced the adoption of the rights-based approach by the South African government. It provides for two broad categories of rights: civil and political rights on the one hand, and economic, social and cultural rights on the other hand. This means that in South Africa, every person is entitled to the achievement of economic, social and cultural rights, based on the limits of the government’s resources. The achievement of these rights is linked to the human dignity of every citizen.

### **2.2.6.2 Economic and social development**

This theme is similar to one of the characteristics of social development as discussed in one of the preceding sections, namely, that social development is linked to economic development (Midgley, 1995). The link between social and economic development stresses the fact that development should go hand in hand with an effort to redistribute resources by means of social investments in important social sectors.

The above is also emphasised by Midgley, as cited by Patel (2005:103) who postulates that this goal can be achieved through three primary axioms: firstly, it is imperative “that there are organizational and institutional arrangements at national government level so that social and economic development can be integrated”. This means that social service agencies must partner with economic development agencies. Secondly, “micro-economic policies are needed to encourage employment”. In South Africa, these policies include the Reconstruction and Development Programme (RDP) as well as the policy regarding Growth, Employment and Redistribution (GEAR). Thirdly, “economic participation for people should be encouraged”. This participation may be in the form of employment creation, as it is the case with the EPWP, or through self-employment. This may help to shift focus from dependency on the provision of social grants.

### **2.2.6.3 Democracy and participation**

This theme is derived from the principle of democracy and participation discussed earlier. Here democracy does not only involve political processes, but is viewed in a broad sense that includes the social sphere, such as schools, communities, families and other institutions in society (Patel, 2005:105).

The notion of democracy and participation is stated clearly in the Reconstruction and Development Programme (African National Congress, 1994:53): “A comprehensive, non-racial, unitary and democratic welfare

system, including a negotiated national social security programme, must be introduced to aid the distribution of goods and services within the framework of public responsibility”. This policy statement emphasises that democracy is not a choice, but should be part of the new developmental welfare system in South Africa.

#### **2.2.6.4 Social development partnerships**

The issue of social development partnerships is acknowledged in the Reconstruction and Development Programme (African National Congress, 1994:53) as a policy matter. It means that the meeting of the basic needs of the South African citizens is viewed as a collective responsibility (Patel, 2005:107).

Lombard and Du Preez (2004:233) maintain that in the social development context, the critical partners are government, the private sector, donor organizations, non-governmental organizations, community-based organizations and faith-based organizations. The authors further state that “these partners may have partnerships within themselves (intra-partnerships) and inter-partnerships with other role players”.

Fowler (2001) as cited by Lombard and Du Preez (2004:235) identifies the following important features of partnerships:

- Co-operation to accomplish agreed results and acceptance of joint responsibility for achieving these.
- Long-term involvement.
- Defined mutual roles and responsibilities.
- Trust, respect, integrity, accountability and equality.
- An acceptance of the principle that the local organization has the right to set the final agenda for its own work.
- No weakening of the link between an organizations’s constituency and its leadership.

- Respect for an existing partnership when negotiating relations or contributions from outside the partnership.
- No unilateral acceptance of other relational conditions that materially influence the partnership.
- No alteration of basic priorities related to the identity, vision and values of any of the organizations which form part of the partnership.
- More competency by the organization involved in reaching its goals beyond the partnership relationship.

In the South African context, the government is the main funder of developmental social services, which are delivered by different government departments and non-governmental organizations in various fields such as crime prevention, child welfare or care for the elderly and mental health. The government thus promotes social development partnerships.

#### **2.2.6.5 Macro and micro divide**

According to Patel (2005:109), “in South Africa, there is a divide which has developed historically between micro, mezzo and macro practice in the delivery of social services”. The adoption of a developmental approach to social service delivery in South Africa is an attempt to enhance individual (micro), family (mezzo) and community (macro) empowerment and development.

The implications of this approach is that agencies which deliver developmental social services cannot afford the luxury of only focusing on one-to-one interventions, or only on working with communities. There should be a holistic approach where all levels of intervention can be accessed at an organization.

The above discussion has shown the context in which development services are delivered in South Africa. In the following section the focus will be on developmental Social Work.

### 2.2.7 Developmental social work

As seen in the previous sections, South Africa has adopted a developmental approach to social services. This means that the social development approach should have an impact on the way social work and other social services are rendered.

Developmental social work is, according to Patel (2005:206) “the practical and appropriate application of knowledge, skills and values to enhance the well-being of individuals, families, groups, organizations and communities in their social context”.

This practice of developmental social work includes research, social policy development and implementation.

In order to gain a better understanding of developmental social work, it is important to look at its aims. Aims are important as they point out the purpose that something is created for. It is therefore crucial to understand the aims of developmental social work, so that we know what it is supposed to achieve. These aims are:

- **Meet the needs of clients and promote and protect their rights.**

Developmental social work should strive to meet the needs of service recipients, and at the same time protect their rights, as set out in the Bill of Rights in the Constitution of the Republic of South Africa (Constitution of the Republic of South Africa, 1996:6).

Osei-Hwedie (2007:106) elaborates on this view by stating that “social development has ushered in an ideology emphasising equality of all people, social justice, human rights, access to services, opportunities and resources”.

This is especially important in South Africa where a large number of people were marginalized and did not have access to services because of previous government policies and legislation. But this does not mean that developmental social work focuses on a certain section of the population only. It is intended to meet the needs of all people in society and to promote and protect their rights.

- **Facilitate participation of groups in managing and solving social problems.**

It is important that individuals, groups and communities be involved in managing and solving issues that affect them. According to Osei-Hwedie (2007:108), “social development involves a process through which people are empowered to realise their social, economic and political potential to the full, and to be able to function positively in all these spheres”. If people are not involved in managing their problems, they are not empowered.

This aim is similar to the broad principle of participation in social development. It means that service recipients have a say about the type of services delivered to them in order to solve their social problems.

- **Promote social and economic inclusion.**

The aim of promoting social and economic inclusion means that there should not be individuals, groups or communities which are excluded from participating fully in all social and economic activities.

This is done mainly by improving personal functioning and the livelihoods of groups, individuals and communities.

- **Work collaboratively with all stakeholders.**

Collaborative efforts among all stakeholders who are the government, the private sector, individuals, groups, communities and non-governmental

organizations ensure that the aims of developmental social work are achieved.

Lombard (2007:233) maintains that it is important to have partnerships to strategically join efforts to reduce poverty, address inequalities and social injustices. This means that not one party can achieve development on its own, but the joint effort of all stakeholders is important.

The collaboration also includes professionals working in multidisciplinary teams, for example, social workers, health workers, teachers, child and youth care workers to achieve the main purpose. The teams can also be intersectoral, and the collaboration may be at a national or international level.

- **Integrated service delivery informed by a generalist approach.**

Generalist social work practice, according to Miley, et al (2007:10) is “an integrated and multilevel approach designed to meet the needs of social work. Practitioners adopting this approach recognize the interplay of personal and collective issues, prompting them to work with different human systems” (individuals, families, communities, organizations).

From the aims stated above, it is apparent that developmental social work aims to empower individuals and communities through collaboration, participation and the promotion of social and economic development, inclusion and the promotion of people’s rights.

In the preceding section, the discussion centred mainly on the social development approach and how it is embedded in the EPWP. The next part of the discussion will focus on the Strengths Perspective as a second approach that underpins the EPWP.

## **2.3 THE STRENGTHS PERSPECTIVE AS A THEORETICAL APPROACH**

Geyer and Strydom (2007:79) maintain that the strengths perspective is compatible with social development because people's strengths are actively identified and utilised to enhance their development. The two approaches thus complement one another and can both be used to underpin the EPWP.

Another reason that led to the selection of the strengths perspective is that it focuses on empowerment (Saleeby, 1997), which is also one of the objectives that the EPWP seeks to achieve in communities in South Africa.

In order to understand the strengths perspective and to verify its appropriateness in the context of this study, this section will discuss its meaning, vision, goals, principles and values as well as its assumptions.

### **2.3.1 The meaning of the strengths perspective approach**

The strengths perspective is an approach that focuses on the positive in all human beings, and not on the problems that they present, or the problematic situations in which they live. Its point of departure is a focus on the positive, and not the negative (Miley et al, 2007:81).

According to the strengths perspective, "all people have a natural power within themselves that can be released" (Weick & Chamberlain 2002, as quoted by Miley, et al. 2007:81). Therefore, when professionals support people's inherent power, they make it possible for them to experience positive growth.

According to Miley et al., (2007:81) the strengths perspective subscribes to the notion "that humans have untapped and undetermined reservoirs of mental, physical, emotional, social and spiritual abilities that can be expressed". This means that people have to be given respect as they have the potential for continued growth and well-being. This view is endorsed by the Metropolitan Action Committee on Violence Against Women and Children (Metropolitan Action Committee on Violence Against Women and Children,

2006:2) which views the strengths perspective as “a positive perspective that emphasises the capabilities and strengths of people, by accentuating the positive”. They further add that the strengths perspective is developmental in nature.

The above explanation can be aligned to the EPWP, as it has recognised that people have the potential to grow, and has as a result created employment and skills development opportunities. In the social sector, these opportunities are specifically in home community-based care training and early childhood development training (Departments of Social Development, Education and Health, 2004).

For purposes of this study, the strengths perspective refers to working with individuals, families and communities by recognising that they have the innate power as well as undetermined physical, emotional, social and spiritual abilities that can contribute to their empowerment and development. It also implies that although these target groups have experienced possible setbacks in the past, they have the potential to make a positive difference in their future lives.

### **2.3.2 Vision of the strengths perspective**

A vision is an idealistic plan or dream for the future. Based on the definition of the strengths perspective (Miley et al., 2007; Metropolitan Action Committee on Violence Against Women and Children, 2006), the vision of the perspective for purposes of this study is to have individuals, families and communities which are empowered to release their inherent strengths, in order to come up with solutions to their challenges, and to increase their competence.

However, in order to attain the vision of the strengths perspective, certain goals have to be stated clearly. These goals will be discussed in the following section.

### 2.3.3 Goals of the strengths perspective

Goals are important to give direction to what has to be achieved. Miley et al (2007:294) define goals as “broad general statements of what needs to be accomplished”. They may not necessarily all be measurable.

In order to arrive at the meaning of the strengths perspective, it is important to know that there are key concepts which are central to the strengths perspective, and which give direction to its implementation. Saleeby (1997:8) refers to them as the ‘lexicon of strengths’. They may also be viewed as the goals of the strengths perspective. They are as follows:

- **Empowerment**

The first goal of the strengths perspective is to enhance empowerment. Empowerment refers to “the manner in which individuals, families and communities are assisted to realise and expend the resources they have in themselves and in their environment” (Saleeby, 1997:8). This view of empowerment is confirmed by Miley et al. (2007:85) who state that “empowerment on a personal level refers to feeling competent and experiencing a sense of control. On the political level, it means creating opportunities by modifying social structures”.

The World Bank (2009:1) defines empowerment as “the process of increasing the capacity of individuals or groups to make choices and to transform those choices into desired outcomes and actions”. What is crucial here are actions which both build individual and collective assets.

Practitioners who adopt the strengths perspective have to make sure that on a micro and macro level, they render assistance which promotes empowerment.

Empowerment is also central to the EPWP in that opportunities for skills development and employment are created for individuals and communities so that they can be empowered. This important aspect is clearly stipulated by the African National Congress (1994:19) as follows:

“One of the components of the EPWP is the provision of education and training and involvement of communities in the process of development so that they can become empowered”.

- **Membership**

The second goal of the strengths perspective is to stimulate membership (Saleeby, 1997:9). Membership refers to belonging, as human beings have a need to belong. This is one of the basic human needs. In the context of the strengths perspective, this means that people belong to their communities, and practitioners have to treat them with respect and dignity. Whatever intervention is carried out should not alienate them from their communities (Saleeby, 1997:9). The respect and dignity referred to also forms part of the values and principles of social work.

- **Resilience**

Resilience in the context of the strengths perspective means that “despite the difficulties that people experience, they have an ability to rise and make a fresh start” (Saleeby, 1997:9). Adding to this, Early and GlenMaye (2000:120) state that, in the context of the strengths perspective, the following are some of the characteristics of resilience:

- Social competence. This means that a person is flexible, adaptable, has empathy and good communication skills.
- Autonomy. Autonomous people have an internal locus of control and independence.
- Sense of purpose and future. People with sense of purpose and future are goal-directed, have educational aspirations and are persistent.

So, in dealing with people who have experienced adversity, whether on an individual or community level, the goal of the strengths perspective is to lay more emphasis on their ability to survive and grow, despite what they have experienced.

- **Healing and wholeness**

According to Saleeby (1997:9) the dimension of healing and wholeness refers to “the inherent ability of the human body and mind to regenerate and resist when faced with disorder, disease and disruption. For this process of healing to occur, there needs to be a helping relationship between an individual and the physical and social environment”.

Gray and Collett van Rooyen (2002:195) also confirm the above when they mention that “the strengths perspective accepts and acknowledges the resilience of people, their ability to endure extreme hardship and to survive seemingly insurmountable problems”.

This means that when working from the strengths perspective, the goal is to stress the people’s ability to regenerate, even after experiencing adversity. The focus should not be on the problems they have experienced or the problematic situation they find themselves in, but rather on the strengths they have to overcome adversity.

- **Dialogue and collaboration**

This goal means that social work practitioners should encourage dialogue and collaboration amongst people and communities, because people can only come into existence through a creative relationship with other people. According to Saleeby (1997:10), “dialogue confirms the importance of others, and assists in healing the division between self, others and institutions. In order for dialogue to take place, there needs to be empathy, identification with and inclusion of other people”.

To achieve this goal, the social work practitioners should be very empathic, and not exclude people.

- **Suspension of disbelief**

According to Saleeby (1997:11), this goal cautions service providers not to impose their own theories over service recipients, and also to avoid using assessments that will lead to confirmation of the suspicions they have about a

client. This means that providers of social services should not judge clients or diagnose them.

All the above concepts and goals clearly represent what the strengths perspective seeks to achieve. They all focus on a positive outlook towards recipients of service or interventions. These concepts and goals can also be identified within the EPWP, as it is based on the recognition that people have inherent strengths and the ability to overcome poverty and be involved in opportunities to empower and develop themselves, on an individual, group and community level.

#### **2.3.4 Principles and values of the strengths perspective**

Principles and values are the foundation of practice and they guide the actions of providers of social services. Miley et al. (2007:81) states that “by adopting a strengths perspective, the providers of services instil values in their practice. These include human dignity, respect, and self-determination”. This means that the strengths perspective is a value-based approach.

Since the strengths perspective is a value based approach, there are clear principles which guide its implementation. According to Saleeby (as quoted by Zastrow, 2003:60), these principles are the following:

- **Every individual, group, family and community has strengths**

Individuals, groups, families and communities which the social work professional deals with possess resources, assets, knowledge and wisdom that the professional person, in the beginning, does not know anything about. The professional person needs to recognise these resources, and acknowledge the potential they have for reversing a person’s misfortune or countering illness and easing pain. In order to discover these resources, the professional needs to be interested in person’s stories, narratives and accounts.

Clients need to know that the social worker will listen to them and respect them. They need to know that the social worker cares about them and believes that they can achieve something with the resources they have.

- **Trauma and abuse, illness and struggle may be injurious, but they may also be sources of challenge and opportunity**

The tendency to view people as victims leads to discouragement, pessimism and the victim mindset. This also influences the social services provider to see persons as damaged people who cannot improve. The strengths perspective acknowledges that trauma, abuse and illness may leave scars, but they also present an opportunity to learn skills and develop personal attributes that may be helpful later in life.

The social service provider should not focus only on people's problems, but should also look at the strengths they have as individuals, families, groups or communities and assist them to build on those.

- **Assume that you do not know the upper limits of the capacity to grow and change and take individual, group and community aspirations seriously.**

Many times the social service provider makes the mistake of assuming that a profile or diagnosis sets the limits of what people can achieve. They should rather have high expectations of clients, and believe in their vision, values and hopes.

Providers of social services should realise that in every environment or community, there are numerous opportunities for people to be involved and contribute to the moral and civic life of the community. They have to believe that all people have inborn wisdom, intelligence and motivating emotions, and that through education, support and encouragement, they can be enhanced.

- **We best serve people by collaborating with them**

Providers of social services should not approach individuals, families, groups or communities with the notion that they are the 'expert'. They should rather

see themselves as collaborators or consultants. This means while they have some specialised education and experience, they are not the only people in that situation to have the relevant knowledge to contribute to a solution.

Here the advocacy role of social workers is very important to bring the views and stories of individuals and communities to government and others who are in power.

- **Every environment is full of resources**

Providers of social services should realise that in every environment or community, there are numerous opportunities for people to be involved, and to contribute to the moral and civic life of the community. In many communities there are untapped resources in the form of individuals, families, groups, associations and institutions. They may have knowledge, talent or time and space. Much as we need government and political intervention, use can also be made of resources in the environment.

The above principles lay a foundation and also provide clear guidance and direction for the implementation of the strengths perspective, be it on a micro or macro level. These principles are also embodied in the implementation of the EPWP. The EPWP recognises that individuals, groups and communities have strengths and it offers opportunities for further empowerment and development through training and skills development.

### **2.3.5 Assumptions of the strengths perspective**

Assumptions refer to beliefs or ideas. The assumptions of the strengths perspective are therefore statements of what people who adopt the strengths perspective believe and they are informed by its principles. Miley et al. (2007:82) state the following as the assumptions of the strengths perspectives:

- Acknowledgement that clients have a pool of resources and capabilities which can be utilized.
- Recognition that each person has the potential to grow and change for the better.

- Definition of problems as taking place within transaction between systems rather than being in faulty system functioning.
- Collaboration is key in supplementing existing strengths to build new resources.
- Affirmation that all people know their situations best, and they are the ones who can provide the best solutions for their situations.
- Upholding the fact that positive change builds on a dream of future possibilities.
- Supporting a process to emphasise mastery and competence, rather than focusing on correcting shortcomings.

The above assumptions can be viewed as hypotheses from which those who adopt the strengths perspective operate. They give a clear picture about how situations or people are to be approached if a strengths perspective forms the theoretical framework.

### **2.3.6 The strengths perspective in the South African context**

In South Africa, the approach that has been adopted by government to the delivery of social services is the developmental approach. The strengths perspective, although not directly spelled out, is implied in policy documents such as the Reconstruction and Development Programme, which states that “there should be empowerment of individuals, families and communities to participate in the process of deciding on the range of needs and problems to be addressed” (African National Congress, 1994:53). In addition, the strengths perspective has been said to be compatible with the developmental approach because people’s strengths are actively identified and utilised to the benefit of their development (Geyer & Strydom, 2007:79).

As mentioned previously, the social development approach also embraces the generalist approach to the delivery of social services in South Africa, which also emphasizes empowerment (Patel, Triegaardt, & Noyoo, 2005:160). Empowerment as a key concept of the social development approach is also central to the strengths perspective.

The discussion of the strengths perspective has so far focused on understanding the approach, its principles and values. The following section focuses on the strengths perspective in the context of Social Work. This is important because social work, like the strengths perspective, also strives to empower individuals, groups and communities.

### **2.3.7 The strengths perspective and social work**

The strengths perspective and social work are defined by similar principles. The principle of acceptance helps to convey positive regard for clients' strengths and their potential for growth (Miley et al., 2007:56). The principle of being non-judgmental enables the social workers not to blame clients or to label them.

In depicting the shift from problem-focus to strengths focus in social work, Early and GlenMaye (2000:124) highlight five areas in the professional process of helping people: initial contact, goal identification, assessment, intervention and evaluation. These areas and the shift from problem focus to strengths focus are summarized in Table 2.1 below.

**Table 2.1: The shift from the problem focus approach to a strengths perspective**

<b>Helping Process</b>	<b>Problem Focus Approach</b>	<b>Strengths Approach</b>
Initial Contact	The client, social worker and significant others contribute to the problem definition	Client defines his or her own hopes for the future
Goal identification	The goal is stated in terms of the client and the social worker's solution to the problem. It also focuses on the social work organisation's role in facilitating a solution.	The goal is stated in positive terms, based on the client's vision and on how he perceives the situation
Assessment	The identification of the client's needs and factors contributing to this situation is problem focused	The assessment focuses on the client's strengths, emphasizing what the client is doing to improve the situation. Here the main focus is on what the client is doing correctly in relation to his goals and vision.
Intervention	The intervention is mutually chosen. The choice is based on alternative solutions to the problem, and possible stumbling blocks to the solution, the organisation's contingency plans and the social worker's expertise	The intervention is derived from working out a strategy which aims to build on the client's strengths, skills and knowledge.
Evaluation bases	The evaluation looks at whether goals were achieved and whether the problem was solved.	The attainment of goals is from time to time defined and re-defined by the client from his own subjective point of view.

(Adapted from Early & GlenMaye, 2000:124)

The information in Table 2.1 shows the transition that a social worker, operating from a problem focused approach, needs to make a conscious shift to operate from a strengths perspective.

These views are also confirmed by Sullivan (1992:206) who indicates the following:

“that in a problem focused approach, the assessment leads to labelling of clients by social workers, whereas in the strengths perspective, assessment is already the beginning of the helping process. The author continues to mention that in the intervention stage, the strengths approach implements one of the important values of social work, which is self-determination, because the client has to make his own choices. In evaluating interventions, the problem-based approach seeks to measure whether the client’s problem has been cured or eradicated, whereas in the strengths perspective, the desired outcome is framed in a positive manner based on what the client has been able to accomplish”.

Whilst the strengths perspective is being adopted by many social workers, it is not something that happens automatically because of the history of social work. Early and GlenMaye (2000:121) state that the historical development of social work with families started with charity organisations and social casework. This was during the industrial revolution in the 19<sup>th</sup> century. Later on Freudian ideas were implemented, when diagnostic social work was practised. Other phases include the psychosocial approach, problem solving, and family therapy in the 1950s. The strengths perspective was introduced later.

Before the introduction of the strengths perspective, human weakness still remained an important factor in defining the situations of people which means that social workers who adopt the strengths perspective have to make a conscious decision to follow this approach, and move away from the older traditional approaches mentioned above.

In conclusion, the next section will demonstrate how applicable the social development approach and the strengths perspective are in the context of the EPWP.

## **2.4 SUMMARY**

The EPWP is one of the government's responses to dealing with poverty and the vulnerability that goes with it. This programme is influenced by the social development perspective, as it combines the development of communities with economic development. This view is confirmed by Long, Tice and Morrison (2006:82) who maintain that "the social developmental approach has informed post-apartheid social policy and social work practice in South Africa".

The social developmental approach is applicable to the EPWP as attested by the goals of social development discussed earlier in this chapter. These include the focus on economic development, the bringing about concrete improvements in people's lives and participation. Social development, by virtue of its interdisciplinary nature, supports the social sector of the EPWP which is being implemented by the Departments of Health, Education and Social Development.

The strengths perspective focuses mainly on empowerment, the potential of people to contribute to their own growth and development, and also the view that people are resourceful. By providing opportunities for jobs and skills development, the EPWP is acknowledging that people have strengths and the potential to do something about their own situations. Once they have acquired certain skills, they become empowered people and can earn a living and take responsibility for their lives. The skills that will be acquired in the social sector of the EPWP to be implemented by the Departments of Health, Education and Social Development, are training in Home Community Based Care and Early Childhood Education.

The social developmental approach and the strengths perspective as theoretical frameworks underpinning the EPWP, have been discussed in terms of their vision, goals, principles, their relationship to social work and their applicability to the EPWP. Special emphasis was laid on the social sector of the EPWP as it is the focus of this study. Both approaches have proved to be appropriate for the analysis and explanation of the EPWP as government's response to poverty and the development and empowerment of people and communities.

Due to the fact that the EPWP is a strategy to alleviate poverty, it is important to understand poverty as a social phenomenon. Therefore the next chapter, will concentrate on poverty as a social phenomenon, and the strategies adopted to alleviate it in South Africa.

## CHAPTER 3

### POVERTY AS A SOCIAL PHENOMENON

#### 3.1 INTRODUCTION

The goal of the study is to evaluate the sustainability of the social sector of the EPWP to empower youth, women and the persons with disabilities with a key purpose of reducing the level of poverty through employment creation and provision of training. It is therefore important to focus on an in-depth discussion of poverty as a social phenomenon.

Whatever the reasons for poverty in a country or region, we cannot deny that this phenomenon is a serious concern to the whole world. This is evident in the fact that the first Millennium Development Goal (MDG) of the United Nations is to halve extreme poverty by 2015 (Edward, 2006:14). In South Africa, one of the strategies adopted by the government to reduce poverty and to empower communities is the EPWP.

This chapter will focus on the following elements of poverty that are relevant in the context of this study:

- The definition of poverty.
- Approaches to the measurement of poverty.
- The extent of poverty.
- Strategies to alleviate poverty in South Africa.

#### 3.2 DEFINITION OF POVERTY

Different authors define poverty from different viewpoints. This section takes a look at various ways of defining poverty, and finally arrives at a definition which is applicable in the context of this study.

Zegeye and Maxted (2002:5) state that the 1990 World Development Report defines poverty as “the inability to attain a minimal standard of living measured in terms of basic consumption needs or income required to satisfy

them”. This means that in order to avoid poverty, people need an income to buy a minimum standard of food and other basic necessities.

Historically the World Bank defines poverty in terms of the poverty line of one US dollar (US\$1) per day (Seekings, 2007:1). The focus is thus only on income poverty. In this regard, Seekings (2007:1) notes that South Africa’s income poverty is low if the standards of the rest of Africa are used. The number of South Africans living below the equivalent of US\$1 per day is 24%, compared to 50% in countries like Kenya, Swaziland, Uganda and Senegal, 72% in Madagascar and 85% in Zambia. Nevertheless, it is still found to be high for a middle income country.

Criticism of the World Bank’s definition of poverty is stated by Edward (2006:14). The author argues that the monetary definition of poverty, based on the World Bank and Millenium Development Goals of US\$1 per day, is not morally defensible, as it is not enough, and only focuses on one dimension. Edward (2006:14) proposes that there should be an Ethical Poverty Line (EPL), which should take into consideration the low levels of well-being as opposed to income. Life expectancy at birth is in this context seen as an indicator of well-being. The Ethical Poverty Line can then be developed by looking at the relationship between life expectancy outcomes and their sources in absolute poverty levels. This would set the Ethical Poverty Line at US\$2.7 per day.

According to Schenck and Louw (2010:355) the monetary perspective on poverty is preferred by governments because it assists in bureaucratic decision-making about welfare support in the form of social grants, but it has the potential to lead to dependency when poor people rely solely on social welfare.

The definition of poverty focusing only on income has thus been found to be problematic by some people, and there is a view that other resources such as assets, income in kind and public service subsidies and employment should be considered in order to reach a more comprehensive definition of poverty

(Townsend, 2006:5). In this regard, Townsend (2006:5) maintains that three alternative conceptions of poverty should have emerged. They are subsistence, basic needs and relative deprivation.

Townsend (2006:5) mentions that the **subsistence idea** originates from the work of nutritionists in the Victorian era in England. According to the subsistence view of poverty, families were seen as poor when their earnings were not enough to get the basic necessities to maintain physical survival. The allowance was calculated in terms of the income level for clothing, fuel and other items. The allowance was minimal and food made up the bulk of the share of subsistence. According to this scholar, the subsistence idea had a great influence in national and international policies, for example the statistical ways used to explain social conditions in individual countries and also by the World Bank. This definition of poverty is echoed by Swanepoel and De Beer (2006:3), who point out that “absolute poverty exists when the earnings of people cannot provide food, shelter and other personal necessities, and their next meal is not guaranteed”.

A major criticism of the subsistence idea is that it depicts human needs as mainly physical, excluding people’s social needs. The reality is that people are not just beings which require replenishment of physical resources. They have multiple roles as workers, parents, neighbours, partners and citizens. What is omitted also in the subsistence idea is that human beings are not only consumers; they are also producers (Townsend, 2006:5).

However, the subsistence idea was viewed favourably because of its limited implications for policy and political action, as it restricted the meaning of poverty to physical needs rather than including social roles.

The idea of **basic needs** as a measure of poverty emerged in the 1970’s. Schenck and Louw (2010:355) quote Jones (1999) who asserts that “poverty from the basic needs perspective means that people have no access to basic services or have no means to meet the basic needs”. This view had a lot of influence and was supported by institutions like the International Labour

Organisation (ILO). According to Townsend (2006:6), the basic needs perspective includes two elements, namely:

- Minimum consumption needs of a family: food, shelter, clothing and certain household goods like furniture and equipment;
- Essential services provided by and for the community, for example water, sanitation, public transport, health care, education and cultural facilities. In rural areas, the basic needs would also include land, farming tools and access to farming.

The basic needs idea is thus an extension of the subsistence idea and is seen to have laid the ground for community development.

The **relative deprivation** idea was developed in the 20<sup>th</sup> century (Townsend, 2006:7). In terms of this approach, a ceiling of income is envisioned according to different sizes and types of families, and if a family falls below this ceiling, it withdraws or is excluded from active membership in society. Relativity here refers to income, material and social conditions and also other resources. The rationale for the relative definition of poverty is that in the 21<sup>st</sup> century change occurs at a fast pace, with the result that a poverty standards developed many years ago may not be valid in the present situation. Another factor is that people are living under different circumstances; they are not subject to the same laws and conditions that prevailed in the past (Townsend, 2006:7). According to Swanepoel and De Beer (2006:3), “relative poverty refers to people whose basic needs are met, but who, in terms of their social environment, still experience some disadvantages”.

Relative poverty is also an illustration of the poverty of one entity in relation to another entity (Swanepoel & De Beer, 2006:3). For example, in relation to the United States of America, South Africa is a poor country. Swanepoel and De Beer (2006:2) further argue that “poverty is a relative term because it can either describe the situation of an individual or a family, or even a whole community”. The authors further state that because of the relative nature of poverty, it is difficult to give it a precise description.

It is therefore clear that different authors agree that the economic concept of poverty is limited and restricted, since it only refers to people below a certain income and does not include other dehumanizing forms of poverty. In this regard, Schenck, Nel and Louw (2010:13) quote Max-Neef who identified the following ten types of poverties:

- Poverty of subsistence. This is due to inadequate food, income, shelter.
- Poverty of protection. This refers to the lack of protection against violence and crime, and bad health systems.
- Poverty of affection. It is caused by people being oppressed and the environment being exploited. Sometimes there is also no meaningful relationships which exist.
- Poverty of understanding. This is caused by poor education, and leads to people having limited understanding of the world and of issues which affect them.
- Poverty of participation. This type of poverty is due to marginalisation and discrimination, and results in people not participating fully in society. This may be due to unemployment, disability or politics.
- Poverty of identity. This is caused by foreign values being imposed on people, or people being forced to be in exile or speak a foreign language. This in turn affects the way people view themselves, as they may develop low self-esteem.
- Poverty of idleness or leisure. People experiencing this form of poverty have to work continuously to survive, and as a result they have no free time.
- Poverty of creation. This type of poverty denies people the opportunity to be creative or innovative.
- Poverty of freedom. This type of poverty manifest in people's lack of security, income and self-determination.
- Poverty of transcendence or spirituality. When people's spirituality is not recognized, they experience this form of poverty.

From the above descriptions, it is clear that poverty has many dimensions. It therefore needs to be defined in ways that seek to understand well-being beyond the normally used income-based definitions (Zegeye & Maxted, 2002:5).

In discussing poverty, it is also important to mention the vulnerability of the poor and their relationship to those who are wealthy and less vulnerable. In this regard, Swanepoel and De Beer (2006:4) quote Chambers who states that:

“ the poor are individuals in households trapped in a cluster of disadvantage. This is because they lack resources and skills, a situation that leads to their easy exploitation and vulnerability. The poor households experience material poverty because they lack food and are malnourished, their immune system is low and they are not in a position to afford health services. These households are vulnerable as they lack assets, and their powerlessness is increased”.

Bruwer (2001:9) also emphasizes the impact of poverty in the context of richness. He notes that when wealthy people offer help to the poor, they come with a certain way of thinking – their own frame of reference, which in turn provokes certain reactions from the poor people, and this makes the help being offered counterproductive. The middle class attempt to duplicate their ideology, education, law and order, economy, justice and religion amongst the poor. These are tools used to manipulate people and cause change, and the only power that the poor have is to veto what the middle class wants to impose on them. An important issue to note here is that all efforts aimed at poverty alleviation should avoid these pitfalls.

The above view is supported by Townsend (2006:6) who postulates that “poor people are victims of a mal-distribution of resources and are denied the resources to fulfill social demands”. This view is in line with Freire’s (2003:44) idea that “being less human leads the oppressed to struggle against those who made them so, who are the bourgeoisie or middle class. Through manipulation, the middle class tries to get the masses to follow their objectives and present these as the way for their own ascent or

improvement”. Freire (2003:44) also refers to poor people as “oppressed people with a culture of silence”.

The preceding discussion indicates that it is very difficult to define poverty, and that there is no single definition which is applicable to all people and countries globally.

For purposes of this study, poverty refers to a situation where people do not have sufficient resources to access basic necessities like food, housing, education, health services, water, sanitation, energy and justice. Poverty further refers to those groups who are dominated by others because of lack of resources.

The following section will focus on approaches used in the measurement of poverty in order to understand the extent of the poverty situation.

### **3.3 APPROACHES USED FOR THE MEASUREMENT OF POVERTY**

From the discussion, it is evident that poverty is a complicated concept to define. In a further attempt to gain understanding of the phenomenon, focus will be on four approaches to measure and describe poverty, namely, the monetary approach, the capability approach, social exclusion approach and the participatory approach. Each approach will briefly be discussed below.

#### **3.3.1 Monetary Approach**

Laderchi (2007:36) defines the monetary approach to poverty as “a set of techniques and methodologies which identify poverty with a shortfall from a certain level of resources, measured in monetary terms”. The level of resources is known as the poverty line. This approach is the one adopted by economists.

According to Laderchi (2007:39), Charles Booth and Seebohm Rowntree are the pioneers of the monetary definition of poverty. Booth was prompted to investigate the issue of poverty because of the riots of the poor in London.

He used informants to gather information for his study, rather than direct enquiry.

As mentioned in the previous section, the current poverty line in terms of the United Nations and the Millenium Development Goals is US\$1 per day (Fukuda-Parr, 2006:7). This means that if people survive on less than US\$1per day, they are regarded as poor.

### **3.3.2 Capability Approach**

The capability approach to measure poverty is based on the notion that it is not the possession of commodities that promotes well-being; rather, it is what a person succeeds in doing with these commodities, given the characteristic of the commodities and the person's characteristics and external circumstances. This achievement is referred to as functioning (Saith, 2007:55).

In this context, functioning refers to actual achievement and capability is used to denote potential. For example, if the commodity is a bag of potatoes, with nutrition as its characteristic, some people may achieve the functioning of being moderately nourished. But if the commodity is given to another individual who has a parasite, that person may be poorly nourished (Saith, 2007:57). This serves to illustrate that functioning is influenced also by the person's characteristics and circumstances.

According to Saith (2007:57) "a person may achieve a certain number of functionings based on the commodities available to him or her. This is known as the functioning vector. A capability is therefore a set of all possible functioning vectors that a person may achieve". Consequently, capabilities become the indicator of measuring poverty.

### **3.3.3 Social Exclusion**

"Social exclusion is used to refer to a state where people are excluded from society's normal activities, for example access to welfare, exclusion from employment, lack of access to housing, and poor social relationships" (Saith,

2007:75). The 1992 Second Annual Report of the European Commission, as cited by Saith (2007:76) defines social exclusion in the following manner “in relation to the social rights of citizens ... to a certain basic standard of living and to participation in the major social and occupational opportunities of the society”.

The above explanation of social exclusion is also supported by Schenck and Louw (2010:356) who affirm that social exclusion refers to “a condition of poverty where people’s basic needs have been met, and yet they experience vulnerability and deprivation of a different kind. This is because they are excluded from taking part in the life of the community because they do not have access to certain resources”.

Originally social exclusion referred to those people who were not protected by the welfare state and were looked upon as social misfits such as the persons with disabilities, the aged, drug dependants and delinquents. In the 1980’s the concept was extended to take into consideration unemployment (Saith, 2007).

The following are the major features of the social exclusion approach to define and measure poverty (Saith, 2007:77):

- **Social exclusion is multidimensional.** It came about because there was dissatisfaction with the monetary definition of poverty, and with the realization that the problems experienced by people who are excluded from employment and welfare could not be addressed by money only. Social exclusion was based on a study conducted by Atkinson in 1998 in eight European countries which revealed that a rise in unemployment did not correlate with a rise in income poverty except in the United Kingdom (Saith, 2007:77). Social exclusion thus seeks to see the links between the different dimensions of problems experienced by people, making the exclusion multidimensional in nature.

- **Social exclusion is relational.** Social exclusion does not only focus on households and individuals, but also includes social relationships. Households or individuals' vulnerability does not solely depend on their own resources but also on community resources that they can utilize.
- **Social exclusion is relative.** It looks at the people's circumstances in relation to the rest of society to be able to assess whether they are excluded or not.
- **Social exclusion is dynamic.** The time dimension in defining poverty is important. The social exclusion approach saw the introduction of long-term unemployment. It shows that some people are excluded not only because they do not currently have a job, but because their prospects of finding work in the short term are very few, and their children will therefore also be affected. This means that several generations of the same family may be excluded in future.
- **Social exclusion emphasises process.** Here it is important to understand that the monetary approach to poverty focused on certain target groups, rather than looking broadly on the process that has resulted in these groups being poor. It focuses on institutions and their roles in the process, rather than on the result only.

The social exclusion approach to define and measure poverty is thus comprehensive as it focuses on different dimensions of poverty.

### 3.3.4 Participatory Approach

The fourth approach used for the measurement of poverty is the participatory approach. This approach focuses on getting people to participate in measuring and establishing the extent of poverty. It seeks to avoid standards and definitions imposed by external people (Laderchi, Saith & Stewart, 2006:11).

Participatory Rural Appraisal (PRA) is one of the participatory methods of measuring and describing poverty. It is a method which enables local people to share, enhance and analyse their knowledge of life and their conditions, and to plan to act based on this knowledge (Chambers, 1994a as quoted by Swanepoel and De Beer, 2006:164).

According to Swanepoel (2002:98), Participatory Rural Appraisal is a survey method that is suitable for use in most deprived areas and can make a meaningful contribution in measuring poverty. It originated as Rapid Rural Appraisal but was later changed to emphasise the local people's methodological role. The following are the basic principles of Participatory Rural Appraisal (Swanepoel, 2002:98):

- Optimising trade-offs. This means that the cost of learning is related to the useful truth of information. Here there is a choice between quantity, accuracy, relevance and timeliness of information.
- Offsetting biases. These are biases which discriminate against the poor and those people in rural areas. The community worker or the person conducting the survey needs to be relaxed, probing, unimposing, unhurried. The community worker doing the survey about poverty also needs to listen more, rather than lecture to the people. This will assist in getting a more accurate description of the extent of poverty in the area.
- Learn from and with the rural people. The person conducting the survey about poverty in an area needs to learn from and with the rural people. This type of learning takes place directly, on site and face to face.

The various approaches to describing and measuring poverty may be suitable in varying situations. They all have an important contribution to make in the description and measurement of poverty. However, in order to understand poverty as a social phenomenon, it is also important to have a clear

perspective on the extent and nature of poverty globally, in Africa and more specifically in South Africa as the context of this study.

### **3.4 EXTENT AND NATURE OF POVERTY**

#### **3.4.1 Globally**

Poverty is a world-wide problem. Some of the indicators which have been utilized to measure the extent of global poverty are the global distribution of infant mortality and the global distribution of hunger (Chen & Syder, 2006).

According to the Centre for International Earth Science Information Network (Chen & Syder, 2006:4), infant mortality occurs on a higher level in many parts of Africa and Asia, as compared to other continents. Hunger is also more concentrated in parts of Africa and Asia, as compared to other continents. Even then, there is also an indication that children in parts of South Asia are worse off than children in Africa in terms of hunger (Chen, & Syder, 2006:5).

Ferreira and Ravallion (2008:25) maintain that absolute poverty and inequality is a bigger problem in developing countries where more than four fifths (4/5) of the world's population lives. They explain that there is a negative correlation between average levels of inequality and the level of development. To demonstrate the levels of poverty and inequality, Ferreira and Ravallion (2008:35) compiled a table on poverty and inequality measure for individual countries in the 1990's and 2000's. Some of their findings are depicted in Table 3.1 below.

**Table 3.1 Poverty and Inequality measures for individual countries.  
 (Adapted from Ferreira & Ravallion, 2008:35)**

Country	World Bank's classification	Survey year	Population Below \$1 per day %
Albania	ECA	1997	0.10
		2004	0.30
Algeria	MNA	1995	1.10
Argentina	LAC	1996	1.10
		2003	6.60
Bangladesh	SAR	1996	32.90
Botswana	SSA	1994	28.50
Brazil	LAC	1995	10.50
		2004	7.60
Burkina Faso	SSA	1994	51.40
		2003	28.70
Canada	OECD	2000	....
Cambodia	EAP	1994	82.00
		2004	66.00
Croatia	ECA	2001	0.00
Estonia	OECD	1995	0.40
		2003	1.00
Indonesia	EAP	1993	17.40
		2002	7.80
Iran	MNA	1994	0.40
South Africa	SSA	1995	6.30
Sri Lanka	SAR	1996	6.60
		2002	5.80

**KEY:**

LAC = Latin America and Carribean

ECA = Eastern Europe and Central Asia

SSA = Sub-Saharan Africa

MENA = Middle East and North Africa

EAP = East Asia and Pacific

SAR = South Asia

OECD = A group of 30 developed economies (Australia, Austria, Belgium, Canada, Czech Republic, Denmark, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Italy, Japan, Korea, Luxembourg, Mexico, the Netherlands, New Zealand, Norway, Poland, Portugal, the Slovak Republic, Spain, Sweden, Switzerland, Turkey, the United Kingdom and the United States).

From Table 3.1, it is apparent that the countries with the highest number of people living below \$1 a day are mostly concentrated in East Asia and Pacific, South Asia and Sub-Saharan Africa. The developed economies have the lowest number of people living below \$1 per day.

### **3.4.2 Poverty in Africa**

According to the International Labour Organisation (ILO), five hundred million of the poorest people live in Africa (International Labour Organisation, 2009:1). The ILO further gives the following facts that serve as stumbling blocks to the continent from realizing its potential:

- There is a rapidly expanding urban informal economy, which exists alongside the agricultural sector which employs more than 70% of the population.
- Women and girls in Africa are disproportionately affected by poverty and are mostly found in the lowest paid and least skilled jobs.
- In most African countries, young people are at risk. For example, in some countries youth make up 60% of the unemployed people. In the 1990's, African youth had the highest rate of joblessness in the world.
- Almost twenty million African men and women are migrant workers. The ILO also estimates that by 2015, one in ten Africans will live and work in a foreign country.
- HIV and AIDS negatively affects the work force as deaths cause a high level of loss of labour.

Food 4 Africa (2009:1) also reveal the following facts about poverty in Africa:

- 315 million people in Sub-Saharan Africa survive on less than \$1 per day.
- 184 million people (which is the equivalent of 33% of the African population) suffer from malnutrition.
- Less than 50% of Africa's population has access to medical care (hospitals, doctors).
- In the year 2000, 300 million Africans did not have access to safe water.
- Only 57% of African children are enrolled in primary education.
- One in six children die before the age of 5. This number is 25 times higher in Sub-Saharan Africa (SSA) than in OECD countries.
- The African continent lost more than 5.3 million hectares of forest during the decade of the 1990's.
- Less than one person out of five has electricity.

The above facts clearly indicate that the African continent has widespread poverty, which is a huge challenge.

To shed further light on the issue of poverty in Africa, Chen and Syder (2006:15) show poverty maps of Africa which indicate that countries in the East and Central Africa have a higher percentage of underweight children, which is an indicator of poverty. Countries in North and Southern Africa appear to be much less affected.

### **3.4.3 Poverty in South Africa**

Although South Africa is classified as an upper-middle-income country, the majority of the country's citizens live in outright poverty or are vulnerable to becoming poor. The income and wealth distribution is also said to be amongst the most unequal in the world. According to Woolard (2002:1) this inequality means that hunger, poverty and overcrowding exists in the midst of wealth.

Because of the above, the South African government is committed to fighting poverty. The Reconstruction and Development Programme states that poverty is the single greatest burden of South Africa's people (African National Congress, 1994:14). This view is verified by Ramphele (2008:152) who postulates that "eradicating poverty in South Africa remains a stated focus of the post 1994 government". This is further confirmed by Gathiram (2005:1233) who notes that "a developmental approach has been adopted to fight poverty in South Africa and poverty alleviation programmes have been established in government departments and civil society organizations".

The fact that poverty is widespread in South Africa is confirmed by the Human Science Research Council (2004:1) when it states that "the proportion of people living in poverty in South Africa has not changed significantly between 1996 and 2001, except that poor households have sunk deeper into poverty and the gap between rich and poor people has become wider". The Human Science Research Council further indicates that "fifty-seven percent of people in South Africa were living below the poverty line in 2001, which was the same as in 1996". The provinces with the highest number of poor people during 2001 were Limpopo (77%) and the Eastern Cape (72%). The provinces with the lowest proportion of poverty were the Western Cape (32%) and Gauteng (42%). This is confirmation that South Africa is characterized by widespread poverty and the government has a challenge of coming up with strategies to reduce this phenomenon.

The differences in earnings per province have also more recently been confirmed by Statistics South Africa (2010). In a 2010 Statistics South Africa report, it is indicated that monthly earnings of people differ from province to province, and that Gauteng has the highest number of people who earn a high salary, whereas in Limpopo, Free State and the Northern Cape there are more people who earn less, as depicted in the table below.

**Table 3.2: Distribution of monthly earning by province South Africa**

	No. of employees	Bottom 5%	Bottom 10%	Bottom 25%	Median	Top 25%	Top 10%	Top 5%
	Thousand	Rand						
<b>South Africa</b>	<b>11 058</b>	<b>570</b>	<b>845</b>	<b>1 500</b>	<b>2 800</b>	<b>6 500</b>	<b>12 000</b>	<b>17 000</b>
Western Cape	1 617	950	1 200	1 733	2 700	5 500	11 000	16 000
Eastern Cape	1 064	470	600	1 200	2 000	5 200	11 110	15 000
Northern Cape	253	500	780	1 200	2 100	6 000	11 000	15 167
Free State	662	433	600	1 000	1 900	5 000	11 000	15 300
KwaZulu-Natal	2 055	470	700	1 200	2 487	5 900	11 000	15 000
North West	627	600	830	1 350	3 000	6 000	11 800	15 000
Gauteng	3 338	867	1200	1 950	3 683	8 500	15 000	20 000
Mpumalanga	733	600	800	1 300	2 777	7 500	13 000	18 000
Limpopo	710	400	500	900	1 800	4 500	11 000	14 000

**(Adapted From: Stats SA 2010 Monthly Earnings of South Africans )**

The above table indicates that in a total of 11058 employees, the median monthly earnings was highest for employees in Gauteng at R3 683, followed by North West at R3 000, Mpumalanga at R2 777 and Western Cape at R2 700. The 710 000 employees in Limpopo had the lowest median earnings, at R1 800, followed by Free State at R1 900 and Eastern Cape at R2 000. This clearly confirms that there are different levels of poverty and income in the provinces of South Africa.

The United Nations Development Programme (2010:36) also confirms the fact that poverty is one of South Africa's developmental challenges. Poverty in South Africa also has a rural bias: seventy percent (70%) of people in rural areas are poor, as opposed to thirty percent (30%) in urban areas (Zegeye & Macted, 2002:42). The rural bias of poverty is also corroborated by the African National Congress, which states that poverty affects millions of South Africans, the majority of whom live in the rural areas and are women (African National Congress, 1994:14). More recently, Strydom and Tlhojane (2008:34) also verify the rural bias of poverty in South Africa by stating that "the circumstances of the poor in rural areas in South Africa are worsening as they have no access to resources".

Woolard (2002:2) mentions that it is important to focus on the different aspects of poverty like hunger, unemployment, exploitation and lack of sanitation, health care and education, because poverty is multi-faceted.

The involvement of poor and rural people in defining the nature of poverty and its extent is very important, as demonstrated in the Participatory Rural Appraisal method discussed earlier. This method also indicates that a lot can be learnt from the rural people themselves. Woolard (2002:2) confirms this by quoting the Participatory Poverty Assessment (PPA) which included the poor people's perceptions, and explains that according to these perceptions, poverty in South Africa is characterized by the following:

- Alienation from the community. Poor people are often isolated from family and community. A relevant example is a single mother who does not get the support of the child's father.
- Food insecurity. Poor households experience the inability to provide enough food, or good quality food as a result of poverty. The children of poor households are malnourished or go hungry.
- Overcrowding in the home. The poor live in overcrowded homes which lack proper maintenance. Having too many children is also seen to be a cause of poverty.
- Use of basic forms of energy. Poor people have no access to safe and efficient forms of energy. For example, in rural areas, women travel long distances to gather wood to make fire. This increases the women's vulnerability to physical and sexual attacks.
- Lack of secure and adequately paid jobs. Lack of employment, low wages and lack of job security are factors contributing to poverty.
- Fragmentation of the family. In many poor households, families are fragmented. Family members sometimes live apart as a survival strategy.

The PPA also showed that wealth is perceived by poor households as good housing, the use of safe and efficient energy like gas and electricity, and ownership of household goods such as a television or fridge, and having

enough food (Woolard, 2002:2). This perception of wealth illustrates poor households' needs and emphasis on material assets.

From the discussion so far, it is thus clear that poverty in South Africa is closely linked to inequality and vulnerability in the sense that poverty is a result of inequality in society, and that makes the poor vulnerable. To understand this linkage better each aspect will be elaborated on.

- **Vulnerability**

The effect of poverty is that poor people are vulnerable. Vulnerability results from the negative outcomes of processes of change. These may be economic, social, environmental or political. They include shocks, long-term trends or they may be seasonal (Poverty and Inequality report, 1998:5). Qizilbash (2002:760) maintains that vulnerability relates to how close one is to being distinctly poor. The closer people are to being definitely poor, the more vulnerable they are. This vulnerability is closely linked to the assets that people have, as these can assist the poor to withstand the impact of threats or shocks. The more assets individuals, families or communities have, the less vulnerable they will be. If assets are largely eroded, people become vulnerable to poverty. Vulnerability is further characterized by a lack of assets, the inability to accumulate a portfolio of different assets and also an inability to come up with a proper coping strategy in a time of crisis (Poverty and Inequality report, 1998:5).

- **Inequality**

Inequality is closely linked to poverty in South Africa. Chen and Sydor (2006:14) define inequality as “the degree to which resources are concentrated: in a situation where everyone has the same amount of resources, there is zero inequality, but where the distribution of resources is unequal and more resources are concentrated within a small sector of the population, there are higher levels of inequality”. This is confirmed by the Taylor committee as cited by Zegeye and Maxted (2002:13) which states that “inequality is the unequal opportunities and benefits for individuals or groups

within society”. This is applicable to both the social and economic aspects, and is influenced by social class, gender, ethnicity and locality”.

South Africa has high levels of inequality. Netshitenzhe (2012:13) affirms that South Africa has extreme forms of inequality, with a Gini coefficient of 0.68, and is said to be the second highest in the world. Initially, inequality in South Africa was because of the gap in incomes of different racial groups, but the situation recently changed as Africans progressed into higher occupations, and also because of the increase in unemployment. Netshitenzhe (2012:13) maintains that between the years 1994 and 2004 inequality between the different race groups in South Africa decreased because some black people benefited from other opportunities, and inequality increased within racial groups, especially black Africans. When apartheid ended, the gap between the incomes of the employed and unemployed people was significant and it also became a major driver of inequality (Zegeye & Maxted, 2002:13). The poorest forty per cent (40%) of South Africans are African, female and rural. This means that there is a gender, racial and rural bias with regard to poverty in South Africa. The issue of inequality in South Africa is also confirmed by the National Planning Commission (2011:1) which maintains that whilst progress has been made in the reduction of poverty, insufficient progress has been made to reduce inequality, because many people are still unemployed and many people in working households live close to the poverty line. Triegaardt (2006:1) also emphasizes the issue of inequality, by stating that “poverty and inequality have existed in developed and developing countries, and that progress in eliminating these remains elusive”. The author further states that South Africa still remains one of the highest in the world in terms of income inequality.

The inequality situation of South Africa described above is confirmed by Schenck and Louw (2010:367) who contend that “South Africa is both a First World and Third World Nation and income inequality is growing fast”. The authors further maintain that the economic growth in South Africa conceals the growing unequal income distribution.

Zegeye and Maxted (2002:13) further explain that inequality in South Africa is not only between the rich and the poor people but also manifests itself in the form of unequal benefits and opportunities for different people in society.

In order to reduce inequality, Woolard (2002:7) suggests that there should be policies to ensure an increase in the number of jobs and also an improvement on the quality of jobs and earnings for the low paid workers.

Based on the fact that poverty is widespread in South Africa, the next section focuses on the impact of poverty in South Africa.

### **3.5 IMPACT OF POVERTY IN SOUTH AFRICA**

Poverty manifests itself in different ways. In South Africa, this can be seen through the lack of employment, inadequate housing, lack of water and inadequate health facilities.

These visible signs of poverty will now each be discussed briefly.

- **Unemployment.** Statistics South Africa (2008:10) quotes the International Labour Organisation (ILO) which defines unemployment as “an extreme situation of total lack of work”. In South Africa, unemployment is a widespread phenomenon. Klaasen and Woolard (2008:2) maintain that in 2004, South Africa had an unemployment rate of 28%. Statistics South Africa (2008:18) states that in 2008 the total number of unemployed persons in South Africa was 4.2 Million, with young persons between the ages of 15 – 34 years being in the majority. In the last quarter of 2012, unemployment in South Africa was 24.9% (Tradingeconomics, 2012:1). This is almost a quarter of the South African population. Although the 2012 unemployment rate is lower than in 2008, it still affects a huge section of the population. This paints a very grim picture, because unemployment and poverty are closely related. In this regard, Swanepoel and De Beer (2006:6) state that “unemployment is both a cause and a result of the poverty situation in which people find themselves”. This means that unemployment causes poverty, because without work, a person has no earnings and can therefore not afford to pay for basic human needs

like food, shelter, education and health care. Unemployment is also a result of the poverty situation in which people find themselves. People who are unemployed sometimes experience poor health as they cannot afford good nutrition and health care, and this will create a barrier for them to find employment.

- **Inadequate housing.** The lack of proper housing is also linked to poverty in South Africa. This is because people who are poor may not be in a position to afford the costs of building a proper house. Swanepoel and De Beer (2006:5) state in this regard that “poor people in urban areas build shacks in squatter or informal settlements”. These types of structures are mostly not adequate, they do not offer adequate space for the number of people who live in them. Jones and Datta (2000:1) assert that 18% of households in South Africa, which equaled 7.4 million people lived in squatter areas or backyard shacks, whilst about five hundred thousand people lived in hostels. Statistics South Africa (2008:24) states that in 2007 the percentage of people living in informal dwellings in South Africa was 14.4%. Although this signifies a decrease, it is still a significantly large section of the population. Most of the shelters built in informal settlements are a health hazard. This is confirmed by Swanepoel and De Beer (2006:5) who state that these shacks “leak rain and dust, and have bad or inadequate foundations”.

The lack of adequate housing has led to many service delivery protests in South Africa. Tshabalala (2012:2), for instance, reports that residents of Phomolong marched to the Union building at the end of August 2012 to hand over a memorandum to the President’s office. These residents live in an area where a water pipe burst, causing flooding to their shelters. The shacks they occupy also have narrow passages in-between, with no proper roads.

- **Lack of water.** According to Woolard (2002:2), poverty is multifaceted, and can be linked to many things, including lack of access to clean water and sanitation. Swanepoel and De Beer (2006:6) concur and add that the absence of clean drinking water is

one of the signs that people are poor. This is also a health hazard, because when people have no sanitation and use pit latrines, rain water can spill sewage into streams and stationary pools.

- **Lack of proper health facilities.** Many poor people have no access to proper healthcare facilities. In South Africa, the provision of health care has some shortcomings, which affect poor people negatively. In this regard, Benatar (2004:1) states that “new clinics and the district health system are not yet adequately functional because of the lack of personnel and finances, poor administration, and expanding demands”. This means that many poor people cannot access health due to lack of facilities or proper administration. This view is also supported by Swanepoel and De Beer (2006:6) who maintain that there is a gap in the provision of health in South Africa.

The above is confirmed by Shamase (2012:10) who reports that in the Limpopo Province, public hospitals are malfunctioning. The author states that “the radiology departments of some hospitals are not functioning, and in some cases the shortage of necessities results in some employees dipping into their own pockets to replenish supplies”. This has a negative impact on poor people, as it deprives them of access to health services.

### **3.6 STRATEGIES TO ALLEVIATE POVERTY IN SOUTH AFRICA**

The Presidency (2008:13) views poverty as a state of multiple deprivations, and as a result has developed an Anti-Poverty Strategy to address these needs. According to the Presidency (2008:6), the key strategies to address poverty in South Africa are:

- Economic interventions to create opportunities for employment and improvement of government’s ability to take the lead in job-creating industrial development.
- Provision of quality education and skills and health care.
- Promotion of access to assets including social capital and reducing vulnerability.
- Promoting social cohesion.

After the above broad strategies were identified, the government developed an anti-poverty framework to guide their implementation. The following are the pillars of the current South African anti-poverty framework (The Presidency, 2008:13).

### **3.6.1 Creation of economic opportunities**

In terms of this pillar, the economy should be able to create job opportunities so that poor families are in a position to earn an income. The EPWP forms part of this strategy, as it strives to fight poverty by creating jobs. According to the Presidency (2008:26) the strategies to reduce income poverty are ranked as follows:

- Full time jobs which pay a reasonable income and provide employment which is secure.
- Public employment programs (the EPWP falls under this category), which promote social integration, assist in building social capital and also provide income relief. According to the Presidency (2008:34) the EPWP has provided an equivalent of 100 000 full time job opportunities for one million people, and the social sector of the EPWP will increase the number to 300 000 full time employment opportunities.
- Support for sustainable livelihoods. Here households have a combination of low or insecure jobs with social grants and non-cash production.
- Direct government support through the issue of social grants and free social services and infrastructure.

### **3.6.2 Investment in human capital**

This pillar entails the provision of education and training as a long term solution to enable the citizens to benefit from democracy. It is in line with the Constitution of the Republic of South Africa (1996) which guarantees basic education to all citizens. When citizens have the necessary education and training, they are in a position to make use of economic opportunities which become available. The social sector of the EPWP also contributes to

education and training by providing participants with training opportunities in Early Childhood Development and Home Community-Based Care.

Since the inception of democracy in 1994, the following have been achieved to invest in human capital through education and training (The Presidency, 2008:29):

- The school system has been de-racialised, and the 17 different administrations have been consolidated.
- Educators have been re-distributed amongst the schools in an attempt to have equitable learner-teacher ratios.
- There have been a lot of resources allocated to schools infrastructure, enabling learners to access water and electricity in schools.
- The school curriculum has been revised to do away with racial bias.
- Feeding schemes have been established in schools. They provide important nutrition for poor learners and, as a result, there is an improvement in the learners' performance. The Department of Health runs nutrition programmes, for example the Integrated Nutrition Programme and the Primary School Nutrition Programme (United Nations Economic Commission on Africa, 2003:26).
- Industry-based skills development and a National Qualifications Framework have been instituted with the aim of increasing workers' skills, especially those who were previously excluded from formal training.
- The Joint Initiative for Priority Skills Acquisition (Jipsa) was set up to deal with the issue of skills blockages.

The EPWP is also contributing to the improvement in human capital because one of its programmes in the social sector of the EPWP is Early Childhood Development (ECD) programme which focuses on the provision on pre-primary school education.

### 3.6.3 Basic Income Security

Social security is the leading government-driven poverty reduction programme in South Africa (United Nations Economic Commission for Africa, 2003:20).

The ILO (2000:29) defines social security as:

“the protection which society provides for its members through a series of public measures, to offset the absence or substantial reduction of income from work resulting from various contingencies, to provide people with health care, and to provide benefits for families with children”

The above definition clearly indicates that social security is a poverty alleviation measure. In South Africa, the provision of social security is guided by the definition in *The White Paper for Social Welfare* (RSA, Ministry for Welfare and Population Development, 1997) which defines social security as

“Social security covers a wide variety of public and private measures that provide cash or in-kind benefits or both, first, in the event of an individual’s earning power permanently ceasing, being interrupted, never developing, or being exercised only at unacceptable social cost and such person being unable to avoid poverty and secondly, in order to maintain children. The domains of social security are: poverty prevention, poverty alleviation, social compensation and income distribution”.

The Committee of Inquiry into a Comprehensive Social Security system noted that in the absence of these cash transfers, fifty-eight percent (58%) of South African households would live below the subsistence level (United Nations Economic Commission on Africa, 2003:20).

Triegaardt (2005:1) confirms the above by stating that “social security has been accepted as policy throughout the developed and developing nations, and that it is important for poverty prevention”.

Kaseke (2010:162) maintains that “social security has traditionally taken a risk-based approach to social protection, and its aim is to prevent and reduce poverty”.

According to The Presidency (2008:33), providing income security to poor households is done by means of **social assistance** and **social insurance**.

According to the Southern African Development Communities (Southern African Development Communities, Sa:1), “**social assistance** is a form of social security which provides assistance in cash or kind to persons who lack the means to support themselves and their dependants”. **Social insurance**, on the other hand, “is a form of social security designed to protect income-earners and their families against a reduction of loss of income as a result of exposure to risks (Southern African Development Communities, Sa:1). In South Africa, social assistance is targeted and means-tested.

**Social assistance** in South Africa is given to children, the aged, persons with disabilities and caregivers who cannot work to earn a living. This is done by the provision of cash transfers in the form of social grants which serve as a safety net for the poor. This is done to ensure that vulnerability associated with poverty, age, and illness does not force poor households into destitution. According to Madonsela (2008:9), the following are social grants which are provided in South Africa:

- Old age grant. This is provided to men and women. The age threshold for the old age grant is now sixty (60) years for both men and women.
- War veterans’ grant. This grant is for people who have served in World War 2 or the Korean war.
- Disability grant. In order to qualify for this grant, a person has to submit a medical report, stating that s/he has a disability.
- Care dependency grant. This type of social grant is paid to caregivers or parents of children between the ages of 1 – 18

years who submit a medical report confirming that the person being cared for has a disability.

- Foster Child Grant. This grant is given to foster parents who have a court order indicating that foster children have been placed in their care.
- Child support grant. Children under the age of eighteen receive a monthly grant as income support if they come from poor households.

**Social insurance schemes** include contributions from employers and employed people so that they can be provided for when they cannot work (The Presidency, 2008:33). According to Madonsela (2008:18) the following are the Social Insurance Schemes in South Africa:

- Unemployment Insurance Fund (UIF). This fund is financed through the tax by employers and employees at the rate of 1% of total earnings.
- Compensation Fund. The compensation fund provides medical care and income to an employee who sustains injuries whilst on duty. In addition, it also provides support to people who develop occupational diseases and pays survivor benefits to families of victims who suffer fatalities whilst on duty.
- Road Accident Fund (RAF). The RAF pays compensation for loss of earnings, medical and funeral costs to victims of road accidents caused by third parties.

In emphasising the importance of social security, Kaseke (2008:3) maintains that access to social security is a basic human right which should be upheld by all Southern African Development Community member states. This right is also supported by the International Covenant on Economic, Social and Cultural Rights (ECLAC, 2006) by stating that everyone has a right to social security, including social insurance.

In order to supplement the social grants and social insurance, there are some short-term poverty relief programmes which also provide cash or in-kind benefits for the poor people (United Nations Economic Commission on Africa, 2003:22). These are:

- Social relief of distress. This is a temporary arrangement whereby assistance is provided to people in dire material need that makes them unable to provide basic needs to their families. The relief is issued monthly for a maximum period of three months (United Nations Economic Commission on Africa, 2003:22).
- Disaster relief. This programme gives income or in-kind support (usually blankets or food) to people who have been declared victims of natural disasters.
- Food relief programme. The aim of this programme is to improve household food security to mitigate food shortage and the rising price of food (United Nations Economic Commission on Africa, 2002:23). This programme involves the giving of food parcels to vulnerable people and in addition, support for food production to individual households and community production centres.

#### **3.6.4 Household services and housing**

This dimension of poverty reduction is promoted by ensuring that citizens have access to clean water, proper housing, sanitation and energy. This is important because improving access to other social services for poor people may improve other aspects of their life (United Nations Economic Commission on Africa, 2003:24).

The responsibility of providing housing, sanitation, clean water and energy is mostly the responsibility of local government /municipalities. The South African government, through the Consolidated Municipal Infrastructure Programme (CMIP), wants to assist municipalities to provide basic levels of services to low income households (United Nations Economic Commission on Africa, 2003:29). The South African government announced in 2001 that poor households would get a supply of free water, and also made a commitment to

a free electricity basic support services policy (United Nations Economic Commission on Africa, 2003:30). The provision of free water to indigent households is still being undertaken.

The above are critical services to ensure that people have a decent livelihood. According to the Presidency (2008:36) there has been an improvement in making these services accessible, but there are also serious concerns, some of which are indicated below: :

- Poor households cannot afford to pay for services.
- African communities still do not have the same infrastructure as historically white communities.
- Municipalities which have to cater for the poorest communities are the ones with the lower income.
- The migration of people from rural to urban areas has increased the demand for services.

### **3.6.5 Comprehensive Healthcare**

Comprehensive health care is the provision of preventative and curative services to ensure that poor people also remain healthy. The Presidency (2008:39) maintains that comprehensive healthcare is important in the fight against poverty, because if adults are well, they will be in a position to work and care for their families. The Department of Health oversees a Primary Health Care Programme (PHC). This programme provides free health care for some vulnerable groups, including pregnant women and children under the age of six years (United Nations Economic Commission on Africa, 2003:26). The same department is also involved in school nutrition programmes discussed previously. The following are steps which have been taken by the South African government in using access to comprehensive healthcare as a tool to fight poverty (The Presidency, 2008:39).

- Healthcare is de-segregated. This means that all citizens can access healthcare in the place of their choice.
- New clinics have been built, and Primary Health Care has been expanded.

- The HIV and AIDS and Sexually Transmitted Infections (STI) Strategic Plan for South Africa 2007-2011 is being rolled out. This will assist in fighting the scourge of HIV and AIDS pandemic, especially amongst the poor.
- Destitute households do not pay for health care.

### **3.6.6 Access to assets**

Facilitating access to assets promotes economic and social stability and a strong basis of income generation to fight poverty (The Presidency, 2008:41). This re-allocation of assets is an important part of South Africa's Poverty Reduction Strategy. United Nations Economic Commission on Africa (2003:32) identified the following as the key elements of this strategy:

- Land Reform. The land reform policies were made with particular focus on the interests of the rural poor and rural women. They emphasise land re-distribution, land restitution and tenure reform. Land re-distribution seeks to redress poverty by providing the disadvantaged and poor people with land for commercial or residential purposes. Land restitution is handled by the Land Claims Court. People who are eligible are those that were victims of forced removals. Tenure reform reviews current land policies and legislation in order to ensure that there is a more diverse form of land possession.  
All these programmes are made with a view to linking land reform to the creation of livelihoods for poor people and also to achieve sustainable improvements in income for new farm owners (The Presidency, 2008:41).
- Housing delivery. Good housing is an asset that can protect the poor against the harsh impact of poverty because it provides shelter, space and security. Good housing is also an important source of credit because it is recognized as collateral for loans (United Nations Economic Commission on Africa, 2003:34).
- Community infrastructure. These structures are an important asset for the poor, and they include schools, clinics and police

stations. The South African government is encouraging major social services to develop plans to target the poorest and remote areas.

### **3.6.7 Social cohesion and social capital initiatives**

According to The Presidency (2008:42) “social cohesion is the extent to which a society is coherent, united and functional, and provides an environment within which its citizens can flourish”. The initiatives for promoting social cohesion are the human development aspect and nation building. Human development aims at improving the living conditions of all citizens, whilst nation building promotes a national identity and pride in citizens of the country. The following are some of the government initiatives to promote social cohesion:

- The South African Constitution guarantees the rights of all citizens, including socio-economic rights.
- Several government departments (Department of Arts and Culture, Department of Sport and Recreation, Department of Social Development) are implementing programs that tackle the non-material side of human development.

### **3.6.8 Good governance**

The Constitution of the Republic Of South Africa (1996) provides a good platform for all citizens to enjoy their rights. For example, Section 26 of the Constitution makes provision for everyone to have access to housing. Section 27 of the Constitution makes provision for all citizens to have access to healthcare, food and water and social security which was discussed in the preceding section.

## **3.7 SUMMARY**

Poverty is a global issue, but it is more prevalent in developing countries. Poverty is also widespread in Africa. In South Africa, the majority of the population is poor, and this poverty is spread across all provinces,

manifesting itself in unemployment, lack of housing, lack of clean water and inadequate health care facilities.

In line with the Millenium Development Goals (MDGs), the South African government has made a commitment to alleviate poverty and has developed a number of strategies. One of the strategies used for poverty alleviation is the creation of jobs through The EPWP. This programme will be discussed in detail in the following chapter.

## **CHAPTER 4**

### **THE EXPANDED PUBLIC WORKS PROGRAMME WITH SPECIFIC EMPHASIS ON THE SOCIAL SECTOR**

#### **4.1 INTRODUCTION**

In the previous chapter, the focus was on poverty and strategies to alleviate poverty in South Africa. The discussion in this chapter focuses on the EPWP as one of the South African government's strategies of creating jobs, and thereby contributing to the fight against poverty and unemployment. The chapter begins with a general overview of Public Works Programmes. This is followed by a discussion of the Public Works Programme in South Africa and specifically the EPWP, which is the focus of this study.

#### **4.2 PUBLIC WORKS PROGRAMMES**

Public Works Programmes (PWP) are a means of providing employment to poor households affected by a crisis or disaster. This means that PWP are a safety net (Subbarao, Bonnerjee, Carvalho, Ezemenari, Graham & Thompson, 1997:65). Safety nets, according to Subbarao et al. (1997:8), are programmes that protect people or households against adverse outcomes, for example, chronic incapacity to work and earn or chronic poverty. The PWP also prevent a decline in this capacity from a marginal situation that provides minimal means for survival with few reserves, known as transient poverty. There are different types of safety nets, for example, in some societies there are informal community-based arrangements (private safety nets), or publicly supported safety nets such as PWP to help the vulnerable (Subbarao et al, 1997:8). Haddad and Adato (2002:1), agree with the above by stating that in the developing world, most best-practice national strategies to reduce poverty include PWP that involve the creation of physical assets in a labour-intensive manner to enable as many jobs as possible to be created. The value of PWP is also emphasised by Zegeye and Maxted (2002:92) who postulate that these programmes have been widely used in fighting poverty throughout Asia, Africa and Latin America. Lembani and Mandale (2006:1) concur, adding that Malawi, which is among the five poorest countries in the

world in desperate need of safety nets programmes, has implemented a PWP.

The World Bank (1997:1), stated as far back as 1997, that PWPs have been a popular policy instrument for poverty alleviation in developing countries. For example in India, these programmes have generated income gains to participants, ranging from seven to ten percent (World Bank, 1997:2). India is also said to have much experience, dating as far back as 1960, in experimenting with labour intensive PWPs (Dev, 2009:1). One of India's PWPs is known as the Employment Guarantee Scheme (EGS). The primary aim of the EGS is to provide gainful and productive employment in rural municipalities and the secondary objective is to contribute to the development of rural economy in the medium to long term through strengthening rural infrastructure (Dev, 2009:5). The EGS has contributed to the decline in unemployment, and is said to have shown a significant impact on incomes of participants (Dev, 2009:9).

Another example of a successful PWP in India is The National Rural Employment Guarantee, abbreviated as NREG (Dutta & O'Keefe, 2008:1).

The following are some defining features of the NREG:

- It has a rights-based framework.
- It emphasises community as opposed to the administrative control of the programme.
- There is an emphasis on accountability of the public service delivery system
- Female participation in the NREG is higher than in previous PWPs in India.
- It focuses mainly on the sectors of water conservation, roads and land development.

This is a clear indication that the NREG aims to empower the participants and communities. It also confirms that PWPs have been carried out with considerable gains in India.

According to Subbarao, Ahmed and Teklu (1996:29), the Philippines is another example of a developing country where PWPs were implemented to counter the effects of poverty and unemployment. The main objective of the PWPs were to create assets and generate employment. Subbarao et al. (1996:32) also mention that the Philippines government launched the nationwide Community Employment and Development Programme in 1986/87 to fight poverty by creating employment. The program financed projects mainly in road construction, irrigation systems and schools. The government later continued to launch the following projects as part of the PWP: Comprehensive Agrarian Reform Programme (CARP), Countryside Development Program, the Kabuhayan, Food-for-Work programme and the Second Rural Roads Improvement Project.

Some industrial or Western countries have also made use of PWPs as an intervention strategy (Subbarao et al, 1997:65). The authors state that some Western countries such as Germany used PWPs during the depression years of the 1930's and also during the mid 1950's.

Before the formal launching of PWPs, African countries such as Kenya also had a tradition of voluntary labour contributions to build schools, known as harambee (Subbarao et al., 1997:65). In Botswana between 1985/86, PWPs generated twenty-one percent of the labour force (Subbarao et al., 1997:65).

The above is testimony to the positive contribution, over many decades, of PWPs in poor people's lives. This view is shared by the United Nations (2009:352), which states that PWPs focus on infrastructure projects and target poor households. This is also emphasized by the United Nations Economic and Social Council (2004:2) which observes that PWPs generally strive to provide the poor with gainful manual employment in public works

schemes. This means that poor people are offered jobs in government projects.

PWPs are not carried out in a vacuum; they have specific objectives. In this regard, McCord (2002:26) contends that the clarification and prioritization of the objectives of a PWP is critical for successful implementation. The author further emphasises that poverty alleviation programmes are easier to manage as they create jobs and offer a financial transfer in return, whilst poverty reduction programmes tend to include micro-credit and/or training objectives. In this context, the South African PWP is a poverty alleviation strategy, because it includes skills training.

The United Nations (2009:6) also gives the following as primary, secondary and tertiary objectives of PWPs:

**Primary objective:**

- To generate gainful employment for unemployed men and women in rural and urban areas; to enable them to earn an income and escape the poverty trap.

**Secondary objective:**

- To create infrastructure that is expected to contribute to the welfare of the poor, by generating jobs. In PWPs, priority is therefore given to productive economic infrastructure rather than social infrastructure.

**Tertiary objectives:**

- To increase the empowerment of the poor by involving them in the process of designing and implementing PWPs.
- To increase the emphasis on providing employment to women and other socially disadvantaged sectors.
- To slow down the rural-urban migration by creating jobs where people live, so that there is no need to move to urban areas to access jobs.

From the above, it is evident that the EPWP of South Africa is in line with the above objectives of the United Nations PWP, as it strives to reduce poverty by creating jobs and skills training, and has set itself specific targets to empower women, youth and persons with disabilities (Departments of Education, Health and Social Development, 2004).

There are also different types of PWPs. According to the United Nations (2009:5) labour intensive PWPs can be divided into the following categories:

- Relief work in emergencies or employment programmes during economic crises. These are mainly aimed at supplementing or substituting sources of income that have been lost through natural or civil catastrophe, or as a result of an economic crisis.
- Long-term employment programmes which are designed to provide livelihoods for unemployed people.
- Programmes that supplement income by offering seasonal employment to augment below subsistence income.
- Low-cost, infrastructure programmes, where the greatest emphasis is placed on the assets constructed rather than on the income generation of participants.

These categories indicate that all aspects of PWPs focus on creating employment, which contributes to poverty alleviation, especially amongst vulnerable groups.

### **4.3 PUBLIC WORKS PROGRAMMES IN SOUTH AFRICA**

In South Africa, unemployment and poverty are major problems. According to Statistics South Africa (2011:29) approximately half (51%) of all South Africans live in households that fall below the poverty threshold, and nearly two-thirds (62,1%) of children lived in such households. This view is consonant with that of McCord (2004:3) who states that poverty and unemployment are the two key economic challenges in contemporary South Africa because, out of a total population of 45 million, up to 50% live in

poverty. Because of this situation, PWPs are a key component of the current social protection framework in South Africa, and it is the only form of social support for the able-bodied working-age population (McCord, 2004: 1). McCord (2002:34) also points out that the South African National PWP was originally conceptualized as an instrument for asset and employment creation, but because of successive policy shifts and changing priorities, the Department of Public Works has reduced the relative priority of employment creation through the labour intensification of infrastructural provision.

Since the 1990s the PWPs have been identified as a key area which can build the economy and at the same time meet the basic needs of citizens (African National Congress, 1994:18). The African National Congress declared the following regarding PWPs in South Africa:

- There must be a coordinated National Public Works Programme (NPWP) to provide infrastructure, to repair damage to the environment, and to contribute to the restructuring of industry and agriculture.
- PWPs must provide education and training, and must promote the empowerment of communities.
- PWPs must involve women and youth in the poorest rural households and most deprived regions. These programmes should have socio-economic benefits.
- PWPs must coordinate with and be linked to other job creation and labour-intensive construction programmes.
- A national coordinating agency should ensure that the PWPs are based on the capital programmes at central, provincial, and local levels. These programmes should give priority to job creation and training, and should target the most marginalized members of society.

The above criteria demonstrate that as a means of poverty reduction, PWPs are a priority in South Africa and that disadvantaged groups of people should benefit from these programmes. This view is also shared by Zegeye and Maxted (2002:90) who posit that labour-intensive PWPs are viewed as an

important part of efforts to alleviate poverty and unemployment in South Africa.

A NPWP was established in South Africa in 1994 based on the recommendations of the National Economic Forum (NEF). The latter was established by the South African government in 1994 to tackle the high levels of poverty amongst rural and urban communities, and was made up of representatives from labour, government, business and civil society (Zegeye & Maxted, 2002:90). The objectives of the programme were the following:

- to create, rehabilitate and maintain physical assets that meet the basic needs of the poor and promote economic activity.
- to reduce unemployment through the creation of productive jobs.
- to educate and train those on the program as a means of economic empowerment.
- to build the capacity of communities to manage their own affairs

The importance of having clear objectives when planning PWP is also highlighted by McCord (2003:6) who emphasizes that the clarification and prioritization of objectives of a PWP is critical for successful implementation. He notes that although objectives vary, they depend on a range of factors related to the following:

- the nature of the labour market crisis the program is designed to alleviate (chronic or acute).
- the intended beneficiary population (universal or targeted).
- the timescale of the intervention (long or short term).

Haddad and Adato (2002:30) contend that the South African PWP was unprecedented and the most innovative in the world because it had multiple objectives that include not only job creation, poverty reduction and infrastructure development, but also job training and community capacity building. This means that it was different from other PWPs as they were mainly focused on poverty alleviation by offering jobs and money. The South

African PWP was aimed at poverty reduction as it offered skills training so that beneficiaries could move out of the poverty trap.

The above is confirmed by Zegeye and Maxted (2002:93) who explain that what distinguishes the South African PWP from other PWPs were the following aims:

- the generation skills that enhanced the ability of the poor to secure employment after termination of the project.
- the implementation of projects with significant community involvement in that created the ability within communities to participate in wider political processes and as a result, to capitalize on the developmental impact of the programmes.

In terms of beneficiaries, McCord (2003:16) observed that women, youth and persons with disabilities were the official targets for PWPs. In each programme, 40% should be women, 20% youth and 2% should be persons with disabilities. This is an indication that the requirement was that in every PWP, these targeted groups have to be included.

As an extension of the NPWP established in 1994, the government introduced the EPWP which will be discussed in the next section.

#### **4.4 THE EXPANDED PUBLIC WORKS PROGRAMME (EPWP)**

As mentioned above, the EPWP is an extension of the NPWP in South Africa. According to the Human Science Research Council (2008:1), the EPWP was established in 2004/5 by the South African government with the overarching aim of generating one million work opportunities in the first five years. The expected work opportunities would be created by the following means:

- multiplying the labour intensity of government infrastructure projects.
- establishing environmental programmes, for example, the Working for Water programmes.

- Initiating Government social programmes, especially Home Based Community Care Programme and Early Childhood Development Programme.
- Increasing small businesses and co-operatives.

This programme was formally announced by President T.M. Mbeki, the then State President of the Republic of South Africa, as one of the efforts by the South African government to reduce poverty through the alleviation and reduction of unemployment (Department of Social Development, Education & Health 2004:7). The initiative is defined as “a nationwide program which will draw significant numbers of the unemployed into productive work, so that workers gain skills while they work, and increase their capacity to earn an income” (Department of Social Development, Education & Health, 2004:7).

The EPWP was launched in 2004 and will run up to 2014. It aims to promote economic growth and sustainable development through the provision of training and additional work opportunities in public and community services (Aidsbuzz, 2009:1). According to the Human Sciences Research Council (2008:1), the following are the key objectives of the EPWP:

- To draw considerable numbers of the unemployed into productive work.
- To offer unemployed people education and skills.
- To make certain that beneficiaries of the EPWP are either enabled to set up their own business or service or find employment once they leave the programme.
- To make use of government budgets to reduce and alleviate unemployment.

The EPWP is therefore an instrument for poverty alleviation and skills development. This means that it enables people to be involved in income generating activities whilst they are also acquiring important skills (McCord 2003:16). It is one part of the overall government strategy to reduce poverty through the alleviation and reduction of unemployment (Ramachela, 2005:4).

According to Biyase and Bromberger (2005:21) the EPWP consists of four sectors, namely:

- **Infrastructure sector:** The infrastructure sector is implemented by the Department of Public Works. It focuses on increasing the labour intensity of government funded infrastructure projects.
- **Environment sector:** The environment sector is implemented by the Department of Environmental Affairs. It is mainly concerned with public environmental improvement programmes.
- **Economic sector:** The implementation of the economic sector is done by the Department of Trade and Industry and looks at income-generating projects and programmes that could use government spending on goods and services. It also provides work experience for small enterprise learnerships and incubation programmes.
- **Social sector:** The social sector is implemented by the Departments of Social Development, Health and Education. It focuses on Home Community Based Care programmes and Early Childhood Development programmes.

Since the focus of this study is on the social sector of the EPWP, the following section will give a more detailed description of this sector.

#### **4.5 THE SOCIAL SECTOR OF THE EPWP IN SOUTH AFRICA**

The social sector of the EPWP focuses on Health, Social Development and Education. These three departments were the largest consumers of the government budget in 2005/2006 as they, together with other social services, jointly accounted for 59,5% of the national budget (Ramachela, 2005:6). Because most of the work of the departments in the social sector relies on the input of volunteers, these people are said to be suitable for the development of the EPWP (Department of Social Development, Education and Health, 2004:8).

In the following section, the goals, objectives and focus areas of the social sector of the EPWP will be discussed.

#### **4.5.1 Goals of the social sector of the EPWP**

Ramachela (2005:9) states that there are four goals of the social sector of the EPWP. These are:

- Societal goal. The social sector of the EPWP has a goal of strengthening social capital.
- System reform goal. The goal refers to the fostering of coherence, co-ordination and integration within the social sector.
- Delivery goal. The intention is to accelerate and improve social service provision.
- Developmental goal. This goal focuses on enhancing livelihood capacities.

#### **4.5.2 Objectives of the social sector of the EPWP**

According to Ramachela (2005:9) the following are the objectives of the social sector of the EPWP:

- To draw significant numbers of people who are unemployed into productive work so that they can earn an income within the first five years of the programme.
- To give jobless people workplace experience and skills training within the first five years of the programme.
- To ensure that people who participated in the EPWP are in a position to translate the experience into gainful employment and are enabled to start their own businesses or become employed.
- To use public sector budgets to reduce and alleviate unemployment.

The above goal and objectives clearly demonstrate that the social sector of the EPWP has a goal of developing and strengthening communities. This

goal is achieved through the provision of job opportunities to a significant number of citizens and empowering them through skills development.

In order to be implemented successfully, a programme should have measurable outputs. The following section will focus on the outputs stipulated for the social sector of the EPWP.

#### **4.5.3 Outputs of the EPWP with specific reference to the social sector**

According to the Department of Public Works (2004:17), which is the overall coordinating Department for the EPWP, the following are the outputs of the EPWP:

- **Participants will acquire work and income opportunities.** The overall goal of the EPWP is to generate work opportunities of a temporary nature to more than one million people. All people who participate in the EPWP will earn an income. In the social sector, the estimated number of jobs is 150 000.
- **Participants will acquire training, skills and information linked to exit strategies.** For each sector of the EPWP, exit strategies will be identified. These will identify possible ways of exiting the programme, for example, long term employment, being self-employed, or further education and training. In the social sector, it is estimated that an average of 30 days of training per participant will be offered.
- **Profit companies and non-profit organizations will engage in labour-intensive programmes.** As part of the EPWP, private sector emerging contractors, professionals and management agencies will be trained in labour-intensive contracting. This will add value to the sustainability of the programme. Because in the social sector non-profit organizations do most of the training in the sector, they will be targeted to deliver the training.

- **Public sector capacity will be developed to implement labour-intensive service delivery programmes according to set standards.** It is important that certain standards are maintained in the delivery of the EPWP labour-intensive programmes. This is very important as it is costly for the government to correct the mistakes that arise from services which are below standard. In the social sector, an estimated one hundred government officials will be trained to ensure that standards are adhered to.
- **Local communities should acquire needed goods and services according to quality standards.** In the EPWP, norms and standards will be determined and delivery targets are set for each sector. In the social sector, the specific outputs are that 2.9 million people will be able to access Home Community Based Care (HCBC) services and 400 000 children will be serviced by registered Early Childhood Development (ECD) sites and trained practitioners.
- **New opportunities and ideas for labour-intensive delivery should be engaged.** Different government departments involved in the EPWP are expected to identify more opportunities within the existing programmes and to come up with new ones. The EPWP has further built a relationship with the Business Trust to assist in facilitating new ideas and opportunities.

From the above, it is evident that the social sector of the EPWP will be delivered in partnership with non-profit and non-governmental organizations, who have a large number of volunteers.

The following section will discuss the focus areas of the social sector of the EPWP.

#### **4.5.4 FOCUS AREAS OF THE SOCIAL SECTOR OF THE EPWP**

The two focus areas of the social sector of the EPWP are HCBC and ECD. They were identified as they have the potential of creating job opportunities whilst at the same time addressing the backlog of service delivery

(Ramachela, 2005:10). Both the ECD and HCBC programmes are managed by provinces, but the actual delivery of these services is undertaken mainly by Non-Government Organisations (NGOs) through a model whereby government supplies part of the costs towards delivering a service and the remainder is paid for by the NGO concerned (Expanded Public Works Support Programme, 2009:2).

Altman (2009:23) observes that the social sector of the EPWP is likely to be the main source of jobs in the EPWP because it fills main delivery gaps and is labour intensive.

The two focus areas will now be discussed in more detail below.

#### **4.5.4.1 Home community-based care (HCBC)**

##### **Definition**

Home based care is defined by the World Health Organisation (WHO) as “the provision of health services by formal and informal caregivers in the home in order to promote, restore and maintain a person’s maximum level of comfort, function and health including care towards a dignified death” (Department of Health, 2008:1). Home Based Care Services may be preventative, therapeutic, promotive, rehabilitative, long-term maintenance or palliative care.

The social sector plan of the EPWP defines HCBC as “the provision of comprehensive services including health and social services, by formal and informal caregivers in the home” (Department of Social Development, Education and Health, 2004:8). This definition differs from the definition given by the World Health Organisation (WHO) in that it refers to comprehensive health and social services, whereas the WHO only refers to the provision of health services.

From the information on the Expanded Public Works Support Programme (2000:2), the HCBC programme is offered through two different provincial departments namely the Provincial Departments of Health and Social Development. On one hand, the HCBC that is offered by the Provincial

Health Departments is funded from an HIV/AIDS conditional grant in all provinces, and also by provincial income and donor funding. On the other hand, the HCBC programme run by the Provincial Departments of Social Development is funded by means of the equitable share formula in all provinces and donor funding in some provinces (Expanded Public Works Support Programme, 2009:2).

### **Motivation for Home Community Based Care**

The rationale behind the introduction of HCBC services is the high rate of HIV and AIDS in South Africa because many caregivers are needed to render services to those infected and affected by HIV and AIDS. According to the Departments of Social Development, Education and Health (2004:9), in South Africa in the year 2000, 25% of women tested at antenatal clinics were infected with HIV and AIDS. The government therefore endorsed the HCBC programme to counteract the impact of HIV and AIDS in communities. The HCBC programme is therefore seen as a cost-effective service as compared to hospital care and the EPWP is seen as contributing to the holistic HIV, AIDS and TB services (Department of Social Development, Education and Health, 2004:9).

According to the Department of Social Development, Education and Health (2004:8), the services of HCBC include the following:

- early identification of families in need, orphans and vulnerable children;
- addressing the needs of child-headed households;
- linking families with poverty alleviation programmes and services in the community;
- patient care and support linked to HIV and AIDS and other chronic conditions;
- information and education;
- patient and family counselling and support;

- addressing discrimination against, stigmatization and disclosures of chronic diseases;
- Family support and
- Involvement in income generating projects.

In delivering the HCBC services, there are challenges which have to be managed. These are explained in the following section.

### **Home Community Based Care Challenges**

The following are challenges that have been identified within the HCBC programme (Department of Social Development, Education and Health, 2004:10):

- **Working with Volunteers.** When workers are recruited for HCBC, there is a risk that all volunteers involved in the sector see themselves as entitled to a job in the EPWP. A need has therefore been identified to create awareness amongst the public about the different roles of the volunteers and roles of the EPWP. There is also a need to develop a Code of Good Conduct for volunteers and their organizations, as well as a need for orientation and training for EPWP employees. This would serve to clarify their responsibilities and give details of their employment contract.
- **Training Capacity.** A lot of work needs to be done in the training of HCBCs. The Health and Welfare Sector Education and Training Authority (HWSETA) should facilitate the development of learnerships. This includes having accredited trainers or service providers.

From the above list of services, it is evident that while HCBC is comprehensive and covers a wide spectrum of issues, it faces some challenges.

#### **4.5.4.2 EARLY CHILDHOOD DEVELOPMENT (ECD)**

##### **Definition**

ECD is another focus area of the social sector of the EPWP. The Education White Paper 5 on Early Childhood Education (2001:8) defines ECD as “a term that applies to processes by which children from birth to 9 years grow and thrive physically, mentally, emotionally, spiritually, morally and socially”. This definition includes consideration for a child’s health, nutrition, education, psycho-social and other environmental factors, including the family and the community. The Department of Social Development, Education and Health (2004:11) states that the focus of ECD in the EPWP will be from birth to 6 years, as children aged 7 to 9 years are primarily the responsibility of the Department of Basic Education.

##### **Motivation for Early Childhood Development**

The rationale for ECD was clearly stated by the Departments of Social Development, Education and Health (2004:12), as follows:

There are approximately 6,5 million children between the ages of 0 to 6 years of age; 59,2% of these children live in extreme poverty. If all these children were provided early childhood development, 60 000 ECD sites would be needed with an average of 5 ECD practitioners per site. Currently, the majority of children who are in ECD programmes are cared for in centres that neither have trained people nor the resources to facilitate the proper development of children. According to the Department of Social Development, Education and Health (2004:12), 23% of existing ECD caregivers have no training while the rest need further training. Most of these sites are also not subsidized, so their sole source of income is from parents, who, in some instances, pay less than R50 per month.

The Department of Social Development, Education and Health (2004:12) maintains the ECD programme in the EPWP and therefore aims to train 19 800 practitioners over 5 years. This will increase the ECD practitioners’ capacity to have an income and also contribute to the improvement to the care and learning environment of children.

According to the Expanded Public Works Support Programme (2009:1), ECD is funded through the equitable share formula by two provincial departments (Education and Social Development). The Provincial Education Departments deal with training of ECD practitioners and the Provincial Social Development Departments deal with child subsidies.

### **ECD challenges**

The following challenges for the implementation of the ECD have been identified by the Department of Social Development, Education and Health (2004:13):

- **Registration of ECD sites.** Many of the ECD sites that need to be registered do not have the management capacity to meet the requirements. The Department of Social development, through the Non-Profit Organization (NPO) directorate, is embarking on a registration drive.
- **Budget implications for subsidies from government.** When the capacity of the ECD service providers is increased, there will also be an increase on the subsidies paid by government. These amounts need to be budgeted for.
- **ECD learning materials.** Even if ECD practitioners are trained, most of them will not have the necessary learning materials. This challenge is being addressed through partnership between government, the Sector Education and Training Authority and donors.
- **Absence of an Integrated Framework.** There is no integrated framework of implementation between the various departments. Consequently, the Department of Social Development has come up with guidelines but their effectiveness has not been evaluated yet.
- **Capacity for training.** There are not enough training providers for the ECD qualification at NQF level 4 and level 5. There is also a need for more unit standards at levels 2 and 3. A partnership has been formed

between the Department of Labour and the Sector Education and Training Authority to address the need for training capacity.

The above discussion focused mainly on HCBC and ECD as the two elements of the social sector EPWP. Although these components are clearly defined, they still have some challenges to overcome.

#### **4.6 SUMMARY**

The social sector of the EPWP has two components: HCBC and ECD. The focus of this study is on evaluating the social sector of the EPWP to see how it empowers women, youth and persons with disabilities, because the national targets for all EPWPs in South Africa is the involvement of forty-percent (40%) women, twenty-percent (20%) youth, and two-percent (2%) persons with disabilities. The study will therefore focus on the sustainability of HCBC and ECD programmes to empower women, youth and persons with disabilities.

The following chapter will thus concentrate in detail on a discussion regarding the empowerment of women, youth and persons with disabilities.

## CHAPTER 5

### THE EMPOWERMENT OF WOMEN, YOUTH AND PERSONS WITH DISABILITIES

#### 5.1 INTRODUCTION

Empowerment is important in developing people and communities, and also in addressing the problem of poverty. This view is supported by The World Bank, which recognizes empowerment as one of the three pillars of poverty reduction (Alsop & Heinsohn, 2005:5). Empowerment is also an integral part of social work practice as social workers are involved in social change and the meeting of people's needs (Gutierrez, Parsons & Cox, 1998:xix). As mentioned in the previous chapter, the EPWP is one of the strategies adopted by the South African government to alleviate poverty and create employment. It strives to achieve this by, amongst others, the empowerment of women, youth and persons with disabilities. This is done by involving these groups in job creation and skills development projects.

The empowerment of women, youth and persons with disabilities is emphasized by the Constitution of the Republic of South Africa (Act 108 of 1996), which strives to eradicate discrimination and promote equality of all citizens. It is therefore important to ensure that groups which are vulnerable and which were previously marginalized like women, persons with disabilities and youth are involved in all programmes aimed at economic and social upliftment of the South African population.

Discrimination against women in South Africa is rooted in an oppressive system of government characterized by patriarchy and racism (Office on the status of women, 2000:3). Women were historically discriminated against through policies and laws which favoured men (Office on the status of women, 2000:6). This was evident in the low-paid jobs that women were given, and past discriminatory civil and traditional laws that have prevented women from owning land, accessing loans and property (Office on the status

of women, 2000: 11). One of the results of this exclusion and oppression is the feminization of poverty.

As far as disability is concerned, Statistics South Africa (2012:19) asserts that 5.2% of South Africans aged 5 years and older are classified as disabled. There is a slight gender difference regarding disability, as 5.4% of females were disabled as compared to 5% of the males. The prevalence of disability also differs between the different provinces in South Africa. The Northern Cape (10.2%), North West (7.7%) and Free State (6.7%) had more persons with disabilities as compared to other provinces. Despite this prevalence of disability, the majority have been excluded from mainstream political, social and economic activities (White paper on Integrated National Disability Strategy, 1997:6). This is said to be as a result of the inequalities of the past, social attitudes towards people with disabilities, and a discriminatory legislative framework.

The implication of the above for South Africa is that there is a higher proportion of disabled people amongst the poor than amongst other sections of the population, and also an increase in families living at the poverty level as a result of disability because of exclusion from economic activities (White Paper on Integrated National Disability Strategy, 1997:6). This is also confirmed by Statistics South Africa (2005:2) which states that a significant proportion of households headed by persons with disabilities live in traditional dwellings or huts and informal dwellings/shacks. The report further states that persons with disabilities are disadvantaged in terms of access to educational and employment opportunities (Statistics South Africa, 2005:2).

Young people in South Africa also need to be given special attention, because a significant number of young men and women were denied opportunities to develop their full potential. They also experienced poor housing conditions and limited access to education and employment. This led to high levels of crime and violence amongst youth and the disintegration of their social networks (National Youth Commission, 1998:1). This view is also supported by the National Youth Policy (2009 – 2014:7) when it states

that “disadvantaged youth must be empowered to overcome conditions which disadvantaged them and marginalized youth and those that have fallen out of the economic mainstream must be re-integrated through second-chance measures and other supportive actions”. This means that youth development and empowerment are important, and youth should be part of government’s programmes to promote social and economic development. Currently youth empowerment is one of the South African government’s priorities as youth development is at the core of the government’s development agenda, as it will determine the future of South Africa as a country (National Youth Policy, 2009 – 2014:6).

At present all three groups, namely, women, youth and persons with disabilities receive a high level of recognition by the South African Government. Up to May 2009, the Office on the Status of Women, the Office on the Status of Persons with Disabilities and the Office on the Rights of the Child, were located in the Presidency. As from May 2009, these three offices are a Ministry, with their own Cabinet Minister known as the Minister of Women, Children and People with Disabilities. This Ministry is an indication of the South African Government’s very high level of political commitment to address the issues of these three vulnerable groups.

In order to facilitate a clearer understanding of the empowerment of women, youth and the persons with disabilities as vulnerable groups in South Africa and in the context of the EPWP and this specific study, this chapter will focus on the meaning of empowerment and the empowerment of women, youth and persons with disabilities globally and in the South African context.

## **5.2 THE MEANING OF EMPOWERMENT**

In social work, empowerment is often perceived as a value, a philosophy, a general paradigm and a framework for practice (Parsons, 1998:204). Gutierrez, as cited by GlenMaye (1998:35) states that “empowerment is a process of increasing personal, interpersonal and political power so that people can take action to improve their lives.” This definition implies that the more power people have, the more they are able to take responsibility for

their own lives. This helps to bring about improvement in their standard of living.

According to Charkraborty (2004:96), the equal distribution of power is central to the definition of empowerment. The author postulates that “empowerment implies the equal distribution of power amongst those that have more and those that have less power”. In the context of this study, it would imply that more power should be shifted to women, youth and persons with disabilities because in the past they were deprived of it and as a result became vulnerable.

Swift and Levin (cited by GlenMaye, 1998:35) see empowerment as “the development of a state of mind, where people have a sense of power and competence. This then leads to the modification of structural conditions to enable power to be reallocated”. This definition places emphasis on the mental state of empowered people. It means that when people feel competent, they are in a position to act to bring about positive change to their lives which then may lead to change in their conditions.

Empowerment is also linked to the choices that people have. Alsop and Heinsohn (2005:5) define empowerment as “enhancing an individual’s or group’s capability to make effective choices and convert these choices into actions and outcomes”. This means that people have, through empowerment, power to decide which choices they make, and to take this further by exercising their choices to improve their conditions. In other words it means that if a person or group is empowered, they possess the capacity to make effective choices. This further implies that they can turn their choices into desired actions and outcomes. According to Alsop and Heinsohn (2005:6), the capacity to make these choices is influenced by the following two factors:

- *Agency structure.* Agency is used here to refer to the person’s capacity to consider different options and then to make a meaningful choice. This can be measured by using psychological,

informational, organizational, material, social, financial or human capital.

- *Opportunity structure.* Opportunity structure is shaped by the presence and operation of formal and informal institutions (Alsop & Heinsohn, 2005:9). They are laws, regulations, customs and norms that determine whether individuals or groups will have access to assets.

According to Alsop and Heinsohn, (2005:10), degrees of empowerment can be measured by assessing the following:

- Whether an opportunity to make a choice exists.
- Whether a person actually uses the opportunity.
- Whether the choice resulted in the desired result.

The above definition of empowerment is in line with the gist of this study, which is to evaluate to what extent the EPWP has empowered women, youth and the persons with disabilities as part of its target groups. In other words, has the capacity to make choices been enhanced, and did these designated groups experience more opportunities to improve their lives?

The idea of empowerment is aligned with the strengths perspective, because it does not stress people's shortcomings or pathologies, but it focuses on the challenges and opportunities presented by situations (Patel, Triegaardt & Noyoo, 2005:160). According to the strengths perspective, all people have a natural power within themselves that can be released (Weick & Chamberlain 2002), as quoted by Miley et al., (2007:81). This view is also highlighted by Parsons (1998:207) who states that working from an empowerment/strengths perspective, social workers need to make fundamental shifts in their professional role. One way of doing this is by changing the view of service recipients in terms of deficit, blame and pathology to focusing on their strengths, goodness and hopes. In dealing with clients or communities, it implies they do not assume the role of experts who know more than the clients and who make choices for them. They need to view the knowledge

that they possess simply as being different from that of clients. They need to utilize clients' norms, goals and knowledge and assist them to assume responsibility over their lives by making their own choices and decisions.

Empowerment is also seen to be an inclusive process. In this regard, Dawson (1998:190) mentions that "it is bringing people who are excluded from decision-making into the process of decision making". This means that such an approach will open doors for women, youth and persons with disabilities to communicate with political structures, be involved in formal decision-making and have access to markets and income. These processes in turn will help them in economic decision-making. In the context of this study, this means that women, youth and persons with disabilities will be included in processes of decision making, be able to participate in political structures and be in a position to earn an income. This explanation of empowerment supports the notion of the EPWP as a strategy to alleviate poverty by involving women, youth and the disabled in economic activities.

Based on the above definition, an evaluation of the EPWP was done to see whether women, youth and persons with disabilities developed a sense of power, whether they felt competent, whether opportunities to make choices existed for them, whether they made use of these opportunities, whether their choices resulted in a positive change in their lives, and whether the process was inclusive. The indicator for positive change can be assessed by looking at the following: human, informational, material, social or organisational capital.

In order to understand the empowerment of women, youth and persons with disabilities per se, each target group will briefly be discussed in the following sections.

### **5.3 EMPOWERMENT OF WOMEN**

The empowerment of women is important to the social work profession, because one of its values is social justice (Miley et al., 2007:6). Social justice is also one of the principles of the social development approach and, when

applied, there is no discrimination; women will be treated as equal to other groups in society. This view is also supported by GlenMaye (1998:29), who maintains that many women live with discrimination and lack of power and social work has to be involved in their empowerment to fulfill its practices of striving for a just society. Whilst the empowerment of women is important for social work, it is also important for international development (Malhotra, 2003:2). According to Malhotra (2003:2), women's empowerment, like the empowerment of other disadvantaged or socially excluded groups, includes the expansion of freedom of choice, but also has the following unique elements:

- Women are not just one group amongst several disempowered groups, they are a crosscutting category of individuals that overlaps with all other groups. This means that women are found for example amongst the poor and amongst minorities.
- The household and interfamilial relations are a central locus of women's disempowerment in a way that is not true for other groups. This means that the disempowerment of women is being perpetuated in households and in families. Accordingly, efforts to empower women should take note of broader policy implications on the households.
- Empowerment in general requires institutional transformation, whilst women's empowerment requires systemic transformation in all institutions that support patriarchy.

The above clearly demonstrates that whilst women were disempowered like many other groups in society, there are distinctive features of their disempowerment, and specific factors contributing to their disempowerment.

### **5.3.1 Factors contributing to women disempowerment**

There are certain issues which contribute to the oppression of women and their subsequent disempowerment. According to GlenMaye (1998:31), the following are three important conditions that contribute to this situation:

### 5.3.1.1 Alienation from the self

Under this condition, women have internalized feelings of inferiority due to trauma, violence and other negative conditions of oppression. This means that women have experienced trauma and violence against them and, as a result, they lack self knowledge and have low self esteem. They view themselves as inferior and incapable of making any meaningful contribution. According to GlenMaye (1998:31) the three most common modes of oppression leading to alienation from the self are:

- *Stereotyping.* This is determined by culture and history, and serves to uphold the inferiority and deficiency of women. These stereotypes include thoughts of proper female behaviour. For example, where culture prescribes that women cannot occupy certain roles or perform certain tasks.
- *Cultural domination.* Because many societies are patriarchal, they portray women in a degraded or distorted form. Males are always viewed as superior, and women do not have a voice or contribution to make.
- *Sexual objectification.* Emphasis is laid on the woman as a sexual being in her functions and role, and this is extended to all situations. For example, a woman may be regarded as someone whose role is to bear children.

The above is also confirmed by the World Bank (2007:106), where it states that gender inequality can be seen in three domains:

- *In the household:* Here more resources are allocated to men than women. More household tasks are also allocated to women, so that they do not have the time to work outside the home.
- *In the market:* Here gender inequality is evident in the unequal access to credit, land and technology.
- *In the society:* Here women's participation in civic and political activities are limited.

### **5.3.1.2 The double-bind situation of women**

According to GlenMaye (1998:31) another contributing factor to women disempowerment is the fact that women constantly find themselves in a no-win situation and this ultimately affects their decision-making. For example, a woman who receives a social grant but decides to find a job to be self-supporting may be criticised for leaving her children for lengthy periods and not giving them enough attention. Another example is a woman who decides to stay at home to raise her children. She is regarded as a lazy and inferior person. These situations make it difficult for women to make choices and this leads to feelings of guilt and inadequacy.

### **5.3.1.3 Institutional and structural sexism**

The third factor that contributes to women disempowerment is institutional and structural sexism. Historically, in most societies, men have power over women. This is evident in past and present laws in some societies and has contributed immensely to the oppression and disempowerment of women (GlenMaye, 1998:31). An example is the African Customary Law in South Africa which was based on the Black Administration Act (Act 35 of 1927), which disinherits women.

The above factors strongly advocate for the empowerment of women as they point out how women reached a situation of disempowerment. The existence of these conditions strengthens the view that efforts have to be made to empower women as groups or as individuals on both international and national levels.

### **5.3.2 Empowerment of women on an international level**

On an international level, the empowerment of women has received recognition in high-ranking organisations such as the United Nations. The Universal Declaration of Human Rights adopted by the United Nations in 1948 states that “everyone is entitled to all the rights set forth in this Declaration, without distinction of any kind, such as race, colour, sex...” (UN/NGO Group on Women and Development, 1995: 122). This clause

clearly indicates that women are included in the promotion of human rights and are viewed as equal to all human beings.

The United Nations (UN/NGO Group on Women and Development, 1995:122) also established the following mechanisms for the promotion of women interests:

- *The Commission on the Status of Women (CSW)*. It is an intergovernmental body which prepares reports and makes recommendations on women's rights in the political, economic, civil, social and educational fields.
- *The Division for the Advancement of Women (DAW)*. This body serves as the secretariat for the Commission on the Status of Women. It is also a research centre and a contact point for women in national governments.
- *Convention on the Elimination of all Discrimination Against Women (CEDAW)*. This convention is binding on all governments which are its signatories, and compels them to work towards eradicating all forms of discrimination against women in their countries.

In order to address the issues of women disempowerment, the United Nations General Assembly created UN Women. This is a unit which has the main focus of women empowerment and gender equality. According to the United Nations, (2011:1) the main roles of this unit are:

- To support the Commission on the Status of Women and other inter-governmental bodies in developing norms and standards and policies
- To facilitate the implementation of these standards.
- To monitor the implementation of these standards.

The UN/NGO group identifies two approaches to the empowerment of women in a study conducted in South Asia (UN/NGO Group on Women and Development, 1995:109). The first approach is empowerment through

economic interventions, which increases the women's economic conditions through provision of jobs, income generating projects and also making credit accessible to women. The second approach focuses on integrated rural development programmes, where the economic aspect is only one part of the empowerment process, the other parts being education, literacy, provision of basic needs and fertility control.

The issue of gender and poverty also brings to light inequalities which necessitate the empowerment of women. Goel (2004:ix) notes that the status of women in terms of economic growth has not improved because many efforts at helping women focused mainly on protecting them from negative influence, for example, family violence. This does not necessarily lead to the empowerment of women as more needs to be done to achieve this, for example, offering them opportunities for economic development.

The empowerment of women should focus on their socio-economic development and capacity development through training which is one of the tested tools for humans to improve their performance through upgrading their knowledge and skills (Goel, 2004:281). This is especially important given the fact that many households are headed by women.

Chakraborty (2004:97) cites the United Nations Development Programme, South Asia Human Development Report (2000), which maintains that empowerment in the context of women encompasses increased power in the economic, social and political domains, which also includes the involvement of women in the identification of their own problems and needs. This means that if women are empowered, they will have greater participation in economic, social and political activities of their communities, and this will enable them to lead more fulfilling lives.

The above discussion demonstrates the importance of women empowerment on an international level. This should also be the case in the South Africa. Therefore the following section focuses on the empowerment of women in South Africa.

### 5.3.3 Empowerment of women in South Africa

Women in South Africa face the same issues faced by women in different parts of the world. Due to this situation, the Constitution of South Africa (Act 108 of 1996) endeavours to protect the rights of all citizens, including women. This fact is articulated in Chapter 2 of the Constitution, which is the Bill of Rights. It states that “everyone is equal before the law” and “the state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender .....”. (Constitution of the Republic of South Africa, 1996:7). This means in South Africa, the protection of women’s rights is recognized at the highest level, as the Constitution has non-sexism as one of its core values.

However, having a clause in the Constitution does not in itself automatically lead to the empowerment of women. This issue is highlighted by the fact that the Beijing plus 10 report on South Africa (The Presidency, 2005:2) states that “although all discriminatory laws and policies were abolished, there was still socio-economic marginalization of women in South Africa”. Many women were still living in poverty despite the economic gains made by South Africa (Hames, Koen, Handley & Albertyn, 2006:4).

The following two main strategies are adopted by the government to support the empowerment of women in South Africa:

- Specific institutional structures.
- Specific legislation.

Each will now be briefly discussed.

#### 5.3.3.1 Specific institutional structures to empower women

To show its commitment to the promotion of women’s empowerment, South Africa, together with the Heads of State of the Southern African Development Community (SADC) in 1997 signed a declaration committing their governments and countries to:

- Embed gender firmly into the agenda of the SADC Programme of Action and Community Building Initiative.
- Ensure the equal representation of men and women at all levels of decision-making structures of member states as well as in SADC structures.
- Promote women's access to and control over productive resources.
- Repeal and reform all laws and changing social practices which subject women to discrimination.
- Enhance access to quality education by women and men and remove gender stereotypes from the curriculum, career choices and professions.
- Make reproductive and other health services more accessible to men and women.
- Protect and promote the human rights of women and children.
- Recognize, protect, and promote the reproductive and sexual rights of women and the girl child.
- Take urgent measures to prevent and deal with the increasing levels of violence against women.
- Encourage the mass media to disseminate information and materials in respect of the human rights of women (Office on the status of women, 2000:4).

By committing itself to the above, the South African government has indicated that it is committed to the empowerment of women.

South Africa is also one of the signatories of the United Nations *Convention on the Elimination of Discrimination against Women (CEDAW)* having ratified the Convention in 1996. CEDAW is an international agreement developed by

the United Nations, binding countries that are signatories to it to ensure that they put mechanisms in place to eradicate all forms of discrimination against women. This convention is therefore binding on Parliament and the Executive to work towards the empowerment of women (Office on the status of women, 2000:4).

Because of its ratification of CEDAW, the South African Government has put in place the National Gender Machinery as outlined in South Africa's National Policy Framework for Women's Empowerment and Gender Equality (2000). This policy outlines the principles of government that enable it to achieve the mainstreaming of Gender Equality (Hames et al; 2006:48). The facilitative bodies of this National Gender Machinery include the former Office on the Status of Women (OSW) in the Presidency which is now part of the Ministry Women, Children, and Persons with Disabilities, Commission on Gender Equality (CGE), and the Joint Monitoring Committee on the Improvement of the Quality of Life and Status of Women. Since the government's main strategy for the empowerment of women is gender mainstreaming, (Hames et al., 2006:3), it is expected of all government departments, agencies and even civil society to include issues of gender and women empowerment in all their development efforts.

These facilitative bodies of the National Gender Machinery are discussed briefly below.

- **Office on the Status of Women (OSW)**

The former Office on the Status of Women was established in 1997, and was situated in the President's Office (Hames et al., 2006:50). Since May 2009, it is now part of the Ministry of Women, Children, and Persons with Disabilities. According to Hames et al., (2006:59) the roles of this office include the following:

- Development and implementation of a national policy on gender, and to support government departments to mainstream gender in all policies and programmes.

- Organizing gender training for government departments.
- Monitoring and evaluation of government programmes by developing indicators.

As can be seen from the above, the Office of the Status of Women was the highest point in government, driving women empowerment and gender mainstreaming.

- **The Commission for Gender Equality (CGE)**

The Commission for Gender Equality was established in terms of Chapter 9 of the Constitution of the Republic of South Africa (1996:99), to monitor and defend the principle of gender equality as stated in the Constitution. The functions of the Commission include the following:

- Monitoring and evaluation of private and public institutions' policies regarding gender equality.
- Making recommendations to government on ways to promote gender equality.
- Resolving gender related disputes.
- Investigating gender inequality practices (Hames et al., 2006:51).

- **Joint Monitoring Committee on the Improvement of the Quality of Life and Status of Women**

This is a joint standing committee of Parliament of the Republic of South Africa. Its main role is to oversee the implementation of the Convention of Elimination of all forms of Discrimination Against Women (CEDAW) and the Beijing Platform for Action (BFPA) (Hames et al., 2006:51).

### 5.3.3.2 Legislation to promote the empowerment of women

In addition to the abovementioned institutional structures, there are laws in South Africa which have an impact on the lives of women. These are summarized in Table 5.1 below.

**Table 5.1: Legislation Impacting Women's Lives**

LEGISLATION	SUMMARY
Constitution of the Republic of South Africa (Act 108/1996)	The constitution contains several provisions that advance gender equality, for example the equality clause in the Bill of Rights (Chapter 2 of the Constitution).
Maintenance Act 99 of 1998	This law makes provision for an employer to deduct maintenance from an employee's salary (the father). It also allows the court to appoint officers to trace the father's whereabouts.
Domestic Violence Act 116 of 1998	This act affords women protection against actual or threatened physical violence, sexual, emotional, verbal, psychological and economic abuse.
Recognition of Customary Marriages Act 120 of 1998	The act abolishes the minority status of women married under customary law and does away with marital powers of husbands as guardians.
Unemployment Insurance Contributions Act 4 of 2002	The act makes provision for domestic workers (who are mainly women) and seasonal workers and their employers to contribute 1% by both to the Unemployment Insurance Fund; it also makes it mandatory for the employer to register the employee.
Promotion of Equality and Prevention of Unfair Discrimination Act 4 of 2000	The act deals with prevention of unfair discrimination, redress for discrimination, the promotion of equality and progressive eradication of discrimination. (Women were discriminated against in the past in different ways).
South African Citizenship Act 88 of 1995	The act stipulates that citizenship may not be lost or gained due to marriage. (Women will not lose their citizenship due to marriage).

(Source: Hames et al., 2005:55)

Table 5.1 clearly demonstrates that South Africa has put in place a legislative framework to protect women and to advance their empowerment. It indicates a clear commitment from the South African government to promote the empowerment of women which is viewed as a priority especially in the area of poverty eradication.

In the following section, the discussion will focus on the empowerment of youth.

#### **5.4 EMPOWERMENT OF YOUTH**

The United Nations (2007:6) defines youth as “all those people who are between 15 and 24 years of age”. Youth empowerment, like women empowerment, is also internationally recognised as an important issue. The United Nations (2009:1) has a World Programme of Action for Youth, which has identified ten priority areas in 1995. They are:

- Education. The focus is on addressing illiteracy and ensuring that young people attend school. Skills and vocational training are also emphasized.
- Employment. In this area, emphasis is on creating opportunities for youth to be employed, or to create their own employment.
- Hunger and poverty. The UN focuses on hunger and poverty to fight malnutrition and to encourage young people to join the agricultural sector so that they can produce food.
- Health. The emphasis in this area is on access to health services, the fight against HIV and AIDS, and health education in general.
- Environment. The integration of environmental education into all training programmes and curricula is very important, as well as sharing knowledge on environmental issues.
- Drug Abuse. The drug abuse programme focuses on the prevention of drug abuse and stopping the illicit selling of drugs.
- Juvenile delinquency. The focus on youth criminality and preventative programmes are very important in addressing juvenile delinquency.

- Leisure time activities. The focus is on games, sports and cultural activities which are important for the balanced development of young people.
- Girls and young women. Education, health and fighting discrimination against young girls and women is very important.
- Participation. In this area, the stress is on access to information by young people, promoting youth organizations and teaching youth about their rights in society.

In 2007, five additional issues were adopted by the United Nations General Assembly (United Nations, 2009:1), namely:

- Globalisation.
- Information and communications technology.
- HIV/AIDS.
- Youth and conflict.
- Intergenerational relations.

The above indicates clearly that youth issues are taken seriously even at an international level.

In Africa, the empowerment of youth is also critical, as young people are the future leaders and make up a significant section of the population. According to the World Bank (2009:1), 200 million people in Africa are aged between fifteen and twenty-four years, which is twenty percent of the African population. The World Bank (2009:1) states the following facts about young people in Africa:

- Youth make up 37% of the working-age population, but comprise 60% of the unemployed.
- Youth unemployment is more prevalent in urban areas.
- Rural youth attached to agriculture are disadvantaged as compared to those in non-farm activities.

- Youth experience high levels of unemployment and underemployment and there are more youth in the informal sector than adults.
- Young women work more hours than young men, are more likely to be underemployed, and more likely to be out of the labour force.
- The youth start to work early (a quarter of children 5 – 14 years are working) especially in rural areas.
- Among the youth, females and the rural youth face particularly stronger challenges especially because of early motherhood and lack of educational and job opportunities.

The above facts are a clear indication that youth as a segment of society needs special attention as they are faced by huge social and economic problems and challenges.

In order to enhance the empowerment of the youth, the UN World Youth Report 2007, makes the following recommendations regarding the education, employment and poverty of youth (United Nations, 2007:4):

### **Education**

- That there should be an improvement in technical, secondary and higher education;
- That cultural heritage and diversity should be preserved.
- That there should be an increase in vocational, professional and life-skills training.
- The transition from school to work should be facilitated.
- That skilled guidance and vocational counselors should be trained.

### **Employment**

- Microfinance should be increased and entrepreneurship programmes should benefit young people.
- Vulnerable and marginalized groups should be targeted.
- Youth-led and youth-run voluntary service projects should be encouraged.
- Youth employment should to be promoted.

## Poverty

- Young people should be empowered as key contributors in poverty reduction strategies.
- Decent work with social protection schemes should be promoted.
- There should be an increase in vocational training and employment opportunities.
- Rural development should be promoted to include youth in strengthening food security and sustainable agriculture.

The World Bank (2009:2) argues that it is important to invest in young people and develop them because if there are no policies in place and resources allocated for youth development, reinforcement and perpetuation of youth poverty will occur. This body further states that investing in youth development is also key to achieving several Millennium Development Goals (MDGs). According to the World Bank (2009:2), its role in terms of empowering young people is:

- To support quality education.
- To support the acquisition of life-long learning and youth healthy behaviours.
- To support youth employability and employment.
- To support, where feasible, the development of a comprehensive National Youth Policy.

From the above, it is clear that empowering the youth is an important international goal.

But what is the situation regarding the empowerment of youth in the South African context? The following section addresses this issue.

### 5.4.1 Empowerment of youth in South Africa

The National Youth Commission Act, 10 of 1996 (1996:2) refers to youth as “young males and females aged from 14 to 35 years who require social, economic and political support to realize their full potential”. This is different from the United Nations (2007:6) definition which stated that “youth are

defined as between 15 and 24 years of age”. The definition of youth by the National Youth Commission has been criticized as a serious error, as youth are usually seen as people between 16 – 24 years, and also because of the fact that 14 year olds cannot vote or legally earn a living (Everatt, 2001:311). Because this study is carried out in the South African context, it adopts the definition of youth as males and females between 18 – 35 years.

South Africa is committed to the empowerment of youth as evident in the fact that South Africa is a signatory to the International Convention on the Rights of the Child (ICRC). This is a convention of the United Nations that binds all countries which are its signatories to protect and enhance the rights of children up to eighteen years. This age group includes those who are defined as youth in South Africa. The commitment to empower youth is further evident in the fact that youth affairs are also part of the new Ministry for Women, Children, and Persons with Disabilities which was formed in May 2009 (SA Government, 2009).

The National Youth Commission (1998:67) defines youth empowerment as “the process of increasing personal, inter-personal and political power to enable young women, men or groups of young people to improve their life situation. It requires full participation of young people in the formulation, implementation and evaluation of decisions determining the function and well-being of the society.” This definition emphasises participation and increase in power.

One of the reasons that encourage South Africa’s commitment to youth empowerment is the fact that young people have been in the forefront of bringing about change in society. Everrat (2001:293) explains that the uprisings that took place in South Africa from 1976 to the beginning of negotiations in the 1990s were led by young people who were trying to make the country ungovernable. After the unbanning of political organisations and liberation movements in 1990, the situation changed and youth non-governmental organisations began attacking the media, academics and others who referred to them as a lost generation (Everrat, 2001:293). The

author further states that it is during this period that the Joint Enrichment Project (JEP) led a strategy of organising young people around development issues, involving churches and other important role players, and also conducting research and involving the media.

South Africa's commitment to youth empowerment and development is also contained in the Reconstruction and Development Programme (RDP) (African National Congress, 1994) which states, amongst others, the following about youth empowerment:

- The high level of youth unemployment requires special programmes.
- Youth development must focus on education and training, job creation and enabling young people to realize their full potential.
- The National Youth Programme should involve young people in the reconstruction of society through involvement in literacy, welfare and infrastructure projects.
- There should be a national institution to co-ordinate all youth programmes in consultation with other sectors.
- Government departments must represent youth interests.
- The government must support the International Convention on the Rights of the Child, and its Plan of Action.

The South African government's commitment to youth empowerment and development is further strengthened by, as in the case of the empowerment of women, specific institutional structures and legislation. The nature of these institutional structures and legislation will be discussed in the following sections.

#### 5.4.1.1 Specific institutional structures to promote youth empowerment

The most important institutional structures to promote youth empowerment in the South African context are the National Youth Commission, National Youth Policy 2009 – 2014, the Umsobomvu Youth Fund and the National Youth Development Agency. Each of these institutional structures will be described briefly:

- **National Youth Commission (NYC).** The National Youth Commission was formed as a statutory body to formulate youth policy, and to coordinate and implement this policy so as to ensure that young men and women are given meaningful opportunities to reach their full potential (National Youth Commission, 1998:3). The NYC reported directly to the Presidency, and this is a strong indication of the political commitment to youth issues.
- **National Youth Policy, 2009 -2014**

The goal of National Youth Policy 2009-2014 is stated as:

“To intentionally enhance the capacities of young people through addressing their needs, promoting positive outcomes, and providing integrated coordinated package of services, opportunities, choices, relationship and support necessary for holistic development of all young people particularly those outside the social, political and economic mainstream”.

From the above, it is clear that the capacity building of young people is central to the National Youth Policy.

The objectives of the National Youth Policy 2009-2014 are to:

- integrate youth development into the mainstream of government policies, programmes and the national budget;
- ensure that mainstream policies function effectively and curb the marginalisation of young people;

- strengthen the capacity of key youth development institutions and ensure integration and coordination in the delivery of youth services;
- strengthen the capacities of young people to enable them to take charge of their own wellbeing through building their assets and ultimately realising their potential to the fullest;
- strengthen a culture of patriotic citizenship among young people and help them to become responsible adults who care for their families and others;
- support prioritised youth groups and ensure that they have every opportunity to play their part in the development of our country;
- foster a sense of national cohesion, while acknowledging existence of diverse circumstances and needs by providing opportunities to address these;
- inculcate the spirit of patriotism by encouraging visible and active participation in different youth initiatives/projects and nation building activities;
- promote the culture of treating all races in South Africa with dignity as well as embracing the African values, such as “ubuntu” at all times;
- create a wider range of learning pathways to provide young people with multiple routes and exit opportunities for making the transition from youth to adulthood smoother;
- design and implement interventions that seek to provide a wide variety of opportunities for needy young people; and

- create a safe environment free from discrimination, abuse, in which young people are protected from being exposed to forced or voluntary participation in crime and violence.

- **Umsobomvu Youth Fund (UYF)**

The Umsobomvu Youth Fund (UYF) was formed in 2001 as a Section 21 Company and funded from the Demutualisation Levy Act of 1998 (National Youth Development Agency Act, 2008:4). The UYF was mainly concerned with implementing Youth Service Programmes by partnering with government and other organizations to promote career guidance, entrepreneurship and other programmes to empower the youth.

The UYF no longer exists, as it was merged with the National Youth Commission to form the National Youth Development Agency.

- **The National Youth Development Agency (NYDA).** The National Youth Development Agency (NYDA) was formed through the National Youth Development Act (Act 54 of 2008). The Act also served to repeal the National Youth Commission Act (Act 19 of 1996). The NYDA is a merger between the National Youth Commission and the UYF. The aims of the NYDA are to:

- develop an Integrated Youth Development Plan and Strategy for South Africa;
- develop guidelines for the implementation of an Integrated National Youth Development policy and make recommendations to the President;
- initiate, design, co-ordinate, evaluate and monitor all programs aimed at integrating the youth into the economy and society in general;
- facilitate economic participation and empowerment, and achievement of education and training;

- initiate programs targeting poverty alleviation, urban and rural development, combating of crime and substance abuse;
- promote interests of young people, especially those with disabilities (National Youth Development Agency , 2008:4).

In order to achieve the above objectives, the NYDA has specific functions to establish competencies and capabilities in its operations including the following:

- national youth service and social cohesion;
- economic participation;
- policy, research and development;
- governance, training and development;
- youth advisory and information services;
- National Youth Fund

(National Youth Development Agency, 2008:6).

The above-mentioned South African mechanisms are the most relevant structures that are in place to deal with youth affairs and to promote their empowerment. The critical issue is also to have legislation in place to promote the empowerment of youth. This legislation is discussed in the following section

#### **5.4.1.2 Legislation to promote the empowerment of youth in South Africa**

As mentioned previously, it is critical to have laws which promote the empowerment of young people. Table 5.2 gives an indication of these laws and policies put in place to advance the empowerment of youth in South Africa.

**Table 5.2: Policies and laws that support Youth Empowerment in South Africa**

<b>Legislation or Policy</b>	<b>Relevance to Youth</b>
The Constitution of the Republic of South Africa (Act 108 of 1996)	The Constitution serves the interests of youth in that it ensures that all citizens are equal and that there should be no discrimination against any group.
National Youth Policy 2009 - 2014	The policy provides a framework for enhancing the capacity of young people through addressing their needs.
National Youth Development Agency Act (Act 54 of 2008)	The Act makes provision for the establishment of a National Youth Development Agency which will cater for the needs of youth.
The White Paper on Social Welfare, 1997	The White Paper emphasizes the needs and challenges of youth and provides specific interventions to address these needs.
The Reconstruction and Development Programme 1994	The RDP makes commitment to the empowerment of youth.

The above laws and policies clearly indicate the commitment of government to the empowerment of youth in South Africa. They provide the framework for youth empowerment, and ensure that South African youth are not excluded from any opportunities for their development.

The third vulnerable group which is targeted in the EPWP are persons with disabilities, which will be discussed in the next section.

## **5.5 EMPOWERMENT OF PERSONS WITH DISABILITIES**

According to Rentz-Beaulaurier (1998:73), over centuries, persons with disabilities were treated badly. The author states that ‘in pre-industrial societies, persons with disabilities were treated in a harsh manner by practicing infanticide especially for disabilities discovered at birth or those that appeared to be physically limiting. These disabilities were often attributed to supernatural causes”.

The industrial revolution is said to have brought the first major changes in the way persons with disabilities were treated. Institutions were built to force persons with disabilities to work and to prevent begging. Warehouses were created to segregate persons with disabilities from society, and they were situated far from cities. Sterilization was practiced in the sense that persons with disabilities were housed in prison-like institutions to protect society from their genes. The involvement of these persons in economic activities was introduced by having special training schools, which aimed at vocational rehabilitation (Renz-Beaulaurier, 1998:74).

In order to facilitate the empowerment of persons with disabilities, The United Nations developed, as far back as 1983, a World Programme of Action for Disabled Persons (United Nations, 1983:1). The main aim was to promote effective measures for prevention of disability and rehabilitation. It also aimed at ensuring that persons with disabilities participate fully in social life (United Nations, 1983:7)

In 1993, the United Nations facilitated the drafting of the *Standard Rules for the Equalisation of Opportunities for Disabled Persons*. The aim was to provide governments with guidelines on addressing the situations of persons with disabilities (UN Standard Rules on the Equalisation of Opportunities for Persons with Disabilities, 1993:1). These standard rules state the following:

- That all actions in the field of disability should be informed by adequate knowledge and experience of the conditions and special needs of persons with disabilities.
- That every aspect of the organization of society should be accessible to all people to promote socio-economic development.
- That there should be national mechanisms for close collaboration amongst governments, United Nations agencies and other Non-Governmental Organisation dealing with persons with disabilities.

The guidelines also provide models for political decision-making processes required to attain equal opportunities (White Paper on Integrated National Disability Strategy, 1997:18).

It is clear from the above that the empowerment of persons with disabilities is a priority, over many years, for many governments of the world. In the following section focus will be on empowerment of persons with disabilities specifically in South Africa.

### **5.5.1 Empowerment of persons with disabilities in South Africa**

As in the rest of the world, South Africa is committed to the empowerment of persons with disabilities. According to Statistics South Africa (2005:2), persons with disabilities are disadvantaged as far as access to educational and employment opportunities are concerned.

The *White Paper on the Integrated National Disability Strategy* (1997:6) states that the majority of people with disabilities in South Africa have been excluded from the mainstream of society and have thus been prevented from accessing fundamental social, political and economic rights. The White paper also states that the key forms of exclusion responsible for the cumulative disadvantage of persons with disabilities are poverty, unemployment and social isolation. The need to improve the lives of persons with disabilities led to formulation of the following aims of the Integrated National Disability Strategy (1997):

- to facilitate the integration of disability issues into government developmental strategies, planning and programmes;
- to develop an integrated management system for the coordination of disability planning; and
- to create a programme of public education and awareness-raising aimed at changing attitudes and prejudices in the South African society.

In addition to the *White Paper on the National Disability Strategy* (1997), the following are examples of SA Government initiatives to support persons with disabilities:

- Revision and introduction of several acts which directly and indirectly address persons with disabilities
- Introduction of initiatives such as 'International Day of Persons with Disabilities' African initiatives: Co-founder of The African Decade of persons with disabilities
- International: Signing of the UN Convention on the Rights of Persons with Disabilities (Ministry of women, youth and persons with disabilities, 2009).

Due to the fact that the disabled population is a significant portion of the population, specific institutional structures have been put in place to ensure the empowerment of these people..

#### **5.5.1.1 Specific institutional structures to empower persons with disabilities**

Specific institutional structures have been set up to facilitate the empowerment of persons with disabilities in South Africa. They are the following:

- **The Convention of the Rights of Persons with Disabilities and its Optional Protocol** is a United Nations agreement aimed at protecting and ensuring the full and equal enjoyment of all human rights by persons with disabilities. South Africa ratified the convention and its optional protocol (UN Convention on the Rights of Persons with Disabilities, 2008). The implication is that South Africa is bound by the convention and has to abide by all its articles.

The purpose of the Convention of the Rights of Persons with Disabilities is to promote, protect and ensure the full and equal enjoyment of all human rights by all persons with disabilities, and to promote their dignity (Office of the

Status of Disabled Persons, 2008:4). This includes persons who have long term physical, mental, intellectual or sensory weaknesses which may hinder their participation in society. The following are the general principles of the Convention of the Rights of Persons with Disabilities (Office of the Status of Disabled Persons, 2008:5):

- Respect for dignity, individual autonomy, including the freedom to make choices and be independent.
- Non-discrimination.
- Inclusion in society and full participation.
- Respect for difference and acceptance of persons with disabilities as part of diversity and humanity.
- Equality of opportunity.
- Accessibility.
- Equality between men and women.
- Respect for the evolving capacities of children with disabilities and respect for the right of children with disabilities to preserve their identities.

By ratifying the Convention of the Rights of Persons with Disabilities, the South African government agrees to the above principles and is obliged to ensure their implementation. This is a clear indication of the extent of the commitment of the South African Government to the empowerment of persons with disabilities.

- **Office on the Status of Persons with Disabilities.** South Africa established an Office on the Status of Disabled Persons which was located in the Presidency. Since May 2009, the office has become part of the Ministry of women, children, and persons with disabilities, and is responsible for all issues affecting persons with disabilities.

### **5.5.1.2 Legislation to promote the empowerment of persons with disabilities.**

In addition to ratifying the Convention on the Status of Persons with Disabilities and having a Ministry which attends specifically to persons with disabilities, the South African Government also has numerous policies and laws in place to advance the empowerment of people with disabilities. These are summarized in Table 5.3 below.

**Table 5.3: Acts and policies relevant to the empowerment of Persons with Disabilities**

<b>LEGISLATION/POLICY</b>	<b>RELEVANCE TO DISABILITY</b>
The Constitution of the Republic of South Africa (Act 108 of 1996)	Guarantees the fundamental human rights and equality of persons with disabilities.
The Mental Health Care Act (Act 17 of 2002)	Provides for the care, treatment and rehabilitation of persons with mental disabilities.
National Health Act (Act 61 of 2003)	Provides a framework for a uniform health system to unite elements of the health system, to improve access to quality health services for everyone, including persons with disabilities.
National Land Transport Transition Act (Act 22 of 2000)	Gives guidance to transport planning and delivery by all spheres of government. This facilitates access to transport for persons with disabilities.
National Road Traffic Act (Act 93 of 1996)	Regulates National Road Traffic Matters, to facilitate traffic. This enhances the lives of persons with disabilities
Road Accident Fund Act (Act 56 of 1996)	Provides for the establishment and management of a road accident fund. This benefits persons disabled by accidents.
Housing Act (Act 107 of 1997)	Section 2 of the Housing Act compels all spheres of government to give priority to the needs of the poor in respect of housing, and to ensure that there is a wide choice of housing. This facilitates access to housing for persons with disabilities.
Education: South African Schools Act (Act 84 of 1996)	The Act provides for a uniform system for the organization, governance and funding of schools.
Higher Education Act 101 of 1997	Regulates Higher Education in South Africa.
Further Education and Training Act (Act 98 Of 1998)	Regulates further education and training in South Africa.

<p>Adult Basic Education and Training Act (Act 52 of 2000) and White Paper 6 of 2001 on Special Needs Education</p>	<p>Provides for an inclusive education system.</p> <p>(All the Acts above ensure that everyone, including persons with disabilities, has access to education).</p>
<p>Labour: Occupational Health and Safety Act (Act 85 of 1993)</p>	<p>Provides for the health and safety of persons at work and in relation to hazards connected to persons at work.</p>
<p>Unemployment Insurance Act (Act 63 of 2001)</p>	<p>Provides for the establishment of the Unemployment Fund and unemployment benefits for all people including persons with disabilities.</p>
<p>Compensation for Occupational Injuries and Diseases Act (Act 130 Of 1993)</p>	<p>Provides for compensation for disablement or death caused by occupational injuries or diseases sustained or contracted by employees in the course of their employment. Provides for the management of health, safety and diseases in Mines.</p>
<p>Mines Health and Safety Act (Act 29 Of 1996) and Occupational Diseases in Mines and Works Act (Act 60 of 2002)</p>	<p>Provides guidance on labour relations practices and protects both the employee (including employees with disabilities) and employer.</p>
<p>Employment Equity Act (Act 55 of 1998)</p>	<p>Determines employment equity quotas as they apply to the employment of persons with disabilities in the private and public sector.</p>
<p>Skills Development Act (Act 97 of 1998) and Skills Development Levy Act (Act 9 of 1999)</p>	<p>Provides for learnerships to develop skills of the South African workforce. It aims to improve the employment prospects of persons who have been previously disadvantaged, such as persons with disabilities</p>

Preferential Procurement Policy Framework Act (Act 5 of 2000).	The act mentions disability as a category of persons historically disadvantaged by unfair discrimination.
Social Assistance Act (Act 13 of 2004)	Provides for social grants (also for persons with disabilities) by the Department of Social Development.
National Building Regulations and Building Standards Act (Act 103 of 1977)	The act provides specifications for accessible buildings, but makes no reference to the constitutional rights of persons with disabilities to equal access.
Promotion of Equality and Prevention of Unfair Discrimination Act ( Act 4 of 2000)	Prevents and prohibits unfair discrimination, harassment and hate speech.

(Office of the Status of Disabled Persons, 2008).

The various policies and Acts indicate that the South African government is committed to empowering persons with disabilities. This is also confirmed by the disability grant system in South Africa. Disability Grants are provided to people who are unable to provide for themselves as a result of mental or physical disability, and if they pass a specific means test (Nattrass, 2006:3). This contributes to the economic empowerment of persons with disabilities.

## 5.5 SUMMARY

The issue of the empowerment of women, youth and persons with disabilities is not only confined to South Africa. It is also regarded as very important by the international community, as can be seen by the various international conventions focusing on these groups.

South Africa has also not lagged behind in the empowerment of women, youth and persons with disabilities. It is a signatory to international conventions which aim to empower these targeted groups, and has put in place specific structures, laws and policies to empower and protect them.

The issue of empowerment is also relevant to the EPWP which is aimed at addressing social and economic issues in communities. In line with government policies to empower vulnerable groups, women, youth and persons with disabilities are mentioned as target groups in the EPWP.

In line with the goal of the study, the following chapter will outline the research methodology that was followed to evaluate the sustainability of social sector of the EPWP to empower women, youth and persons with disabilities.

## CHAPTER 6

### RESEARCH METHODOLOGY

#### 6.1 INTRODUCTION

In the previous chapter, attention was paid to the empowerment of women, youth and persons with disabilities, which is in line with the study as it aims to evaluate the sustainability of the social sector of the EPWP to empower women, youth and persons with disabilities in the Gauteng Province. This chapter will focus on how the study was conducted to achieve its goal and objectives.

#### **Goal of the study**

The goal of this study was formulated as follows: **to evaluate the sustainability of the social sector of the Expanded Public Works Programme to empower women, youth and persons with disabilities.**

#### **Objectives of the study**

In order to attain the goal, the following objectives were formulated:

- To conceptualise theoretically the phenomenon of poverty as well as the relevant strategies to alleviate poverty in South Africa.
- To explore and describe theoretically the content of the EPWP with specific emphasis on the social sector of the programme.
- To investigate whether the EPWP is based on the needs of the specific target groups, namely women, youth and persons with disabilities.
- To explore whether the benefits of EPWP projects for women, youth and persons with disabilities will continue beyond government's intervention.
- To explore the strategies in place to empower women, youth and persons with disabilities regarding sustainability of the social sector of the EPWP .

- To make recommendations for policy makers regarding the sustainability of the social sector of the EPWP for women, youth and persons with disabilities.

Against this background the following research question guided the study:

**How sustainable is the social sector of the Expanded Public Works Programme to empower women, youth and persons with disabilities?**

Below is a detailed description of the research methodology followed in this study.

## **6.2 RESEARCH APPROACH**

The mixed methods research approach was utilised for this study. According to Fouche and Delpont (2011:66) a mixed methods research approach builds on both quantitative and qualitative research approaches. Both quantitative and qualitative methods were utilised to complement each other and to facilitate a more in-depth comprehension and analysis of the sustainability of the social sector of the EPWP to empower women, youth and persons with disabilities.

## **6.3 TYPE OF RESEARCH**

In the context of applied research, this study utilized program evaluation as the appropriate type of research. Patton (2002:10) maintains that programme evaluation is “the systematic collection of information about the activities, characteristics and outcomes of programmes to make judgment about the programme, improve its effectiveness or influence decisions about the future of the programme”. This is confirmed by Rossi, Lipsey and Freeman (2004:16) who define programme evaluation as “making use of social research methods to systematically investigate the effectiveness of social intervention programmes and is designed to inform social action to improve social conditions”.

This type of research was applicable due to the fact that the researcher wanted to evaluate the sustainability of the social sector of the EPWP in Gauteng to empower women, youth and persons with disabilities, as these are the official target populations of the EPWP. Information was gathered to evaluate the activities and outcomes of the programme, in order to enhance the effectiveness of the social sector of the EPWP in Gauteng and to inform future decisions regarding this programme.

## **6.4 RESEARCH DESIGN AND METHODOLOGY**

### **6.4.1 Research Design**

There are different research designs, for example exploratory, explanatory and embedded designs. For purposes of this study the researcher utilised the triangulation mixed methods research design to achieve the stated objectives. Delport and Fouche (2011:442) explain that in the triangulation mixed methods research design, “the researcher employs qualitative and quantitative methods during the same period and with equal importance to grasp the object of study”. Both these methods were utilised to complement and support each other. Although there are several forms of triangulation, like data and theoretical triangulation, only data triangulation was utilised for this study.

Quantitative data was collected by distributing a questionnaire amongst officials in the Departments of Health, Social Development and Education involved in the implementation of the social sector of the EPWP. Qualitative data was collected by conducting focus group interviews with women, youth and persons with disabilities who are beneficiaries of the EPWP.

### **6.4.2 Population, sample and sampling method**

#### **Population**

“A population is a set of entities in which all the measurements of interest to the practitioner or researcher are represented” (Powers as cited by Strydom, 2005:193). The population for this study comprised of:

- (i) All officials on the databases of the Departments of Education, Social Development and Health involved in the implementation of the social

sector of the EPWP in Gauteng who were five hundred and twenty three (523) in total , as well as,

- (ii) All women, youth and persons with disabilities who are beneficiaries of the social sector of the EPWP in Gauteng.

### **Sample and sampling method**

Arkava and Lane, as cited by Strydom (2005:194), postulate that “a sample consists of elements of the population which are considered for actual inclusion in the study”. The aim of sampling is to produce a representative selection of population elements.

To select a sample of officials in the Departments of Education, Social Development and Health who were involved in the implementation of the social sector of the EPWP, a combination of stratified and systematic random sampling was utilized. In stratified random sampling, the population was divided into a number of strata which were mutually exclusive (Strydom, 2005:200). The three strata in the selection of the sample of officials, were the Departments of Social Development, Education and Health in the Gauteng Province. Within these three strata, systematic random sampling was used to select fifty officials in each stratum. Strydom (2005:2000) states that “in systematic sampling, the first case is selected randomly and all subsequent cases are selected according to a particular interval”. The first respondent was selected randomly from a list of officials in each stratum and thereafter every 10<sup>th</sup> person until 50 respondents in each stratum were selected.

In total one hundred and fifty (150) respondents in Gauteng Province who were implementers of the social sector of the EPWP were selected. Based on this selection, after distributing the questionnaires, a response rate of sixty per cent (60%) was obtained.

In order to increase the response rate to a higher level, the researcher looked at how many responses had been received from each of the three participating Provincial Departments in the Gauteng Province (Health, Education and Social Development). The researcher then again utilised

systematic sampling within each of the three strata of Education, Health and Social development to select more respondents. Respondents were randomly selected to ensure that each department had an equal representation. The final sample comprised of one hundred and fifty-two respondents, comprising fifty-two respondents from Social Development, and fifty each from Education and Health.

For the qualitative part of this study, a combination of purposive and availability sampling was used within the strata and sub-strata of the population for the study. The strata for the study were women, youth and persons with disabilities who were beneficiaries of the social sector of the EPWP in Gauteng, and the sub-strata were the urban and rural areas of the Gauteng Province. Strydom and Delport (2011:392) maintain that “in purposive sampling, the researcher must first think critically about the parameters of the population and then choose the sample accordingly”. In this study, women and youth who were beneficiaries of the social sector of the EPWP were chosen to participate in the focus groups because they could purposefully contribute to the understanding of the research problem. Five focus groups, with a total of thirty-six participants were conducted as follows:

- one focus group with youth (six participants) in the rural area of Winterveld,
- One focus group with youth (seven participants) in the rural area of Hammanskraal;
- One focus group of women (seven participants) in the rural area of Hammanskraal;
- One focus group of youth (ten participants) in Atteridgeville, which is an urban area.
- One focus group of women (six participants) in Atteridgeville, which is an urban area.

The focus group participants were a group of people who were already involved in the EPWP project and who were available to participate in the focus group.

Persons with disabilities, although stated officially as beneficiaries of the social sector of the EPWP, were not recruited by all three departments (Education, Social Development and Health) to participate in the HCBC programme and the ECD programme.

### 6.4.3 Data collection methods

As the study utilised the triangulation mixed method research design, data was collected both quantitatively and qualitatively.

#### 6.4.3.1 Quantitative data collection method

In order to evaluate the sustainability of the social sector of the EPWP from a quantitative perspective, officials in the Departments of Education, Health and Social Development who were implementers of the social sector of the EPWP, were asked to complete a questionnaire. According to Kanjee (1999:293), a questionnaire is defined as “a group of written questions used to gather information from respondents, and it is regarded as one of the commonest tools for gathering data in the social sciences”.

The questionnaire was compiled based on a thorough literature review, The questionnaire also had a section which collected the biographical data of respondents (Section A). Section B of the questionnaire focused on the following aspects of the social sector of the EPWP:

- (i) **Theoretical framework** . The aim of this section was to explore the respondents’ knowledge of the strengths perspective and the social development approach based on literature.
- (ii) **Socio-economic needs** on which the social sector of the EPWP is based. The purpose of this section was to find out on whose socio-economic needs the social sector of the EPWP is based.
- (iii) **Sustainability of the social sector of the EPWP**. This section focused on whether the social sector of the EPWP is sustainable.
- (iv) **Poverty reduction**. This section sought to find out if the social sector of the EPWP has made a contribution to poverty reduction.
- (v) **Job creation**. The intention of this section was to find out whether the social sector of the EPWP created jobs.

- (vi) **Skills development.** The object of this section was to see if the social sector of the EPWP has contributed to skills development.
- (vii) **Empowerment of women.** As women are official targets of the social sector of the EPWP, this section investigated if the social sector of the EPWP contributed to the empowerment of women.
- (viii) **Empowerment of youth.** This section explored whether the social sector of the EPWP contributed to the empowerment of youth as official targets.
- (ix) **Empowerment of persons with disabilities.** As persons with disabilities are also official targets of the social sector of the EPWP, the aim of this section was to examine if the social sector of the EPWP contributed to the empowerment of persons with disabilities.

The questionnaire utilised a five point Likert scale. This was appropriate for this type of study as Neumann (2006:207) states that “a Likert scale is used in situations where respondents express attitudes or other types of responses in terms of ordinal level categories.(e.g. strongly agree, strongly disagree)”. An ideal Likert scale should contain four to eight categories (Delport & Roestenburg, 2011:206). The questionnaire in this study contained nine categories as described above.

After the questionnaire had been developed, a pilot test was executed by distributing the questionnaire to five respondents who were not part of the main study, to see if it was collecting the data that it was supposed to collect, and to see if respondents understood its content. After piloting, changes or modifications were made where it was necessary. This is supported by Bless and Higson-Smith (1995:50) who confirm that pilot testing of the data collection instrument enables the researcher to “identify any difficulty with the method or materials and to investigate the accuracy and appropriateness of any instrument that has been developed”. The final questionnaire used to collect the data is attached hereto as Appendix 4.

In order to collect data which is accurate, the questionnaire used as a data collection instrument has to be valid and reliable. Delport and Roestenburg

(2011:173) assert that validity refers to “an instrument actually measuring the concept in question, and the concept being measured accurately.” The researcher ensured that the questionnaire had content validity. The different sections of the questionnaire had multiple items to measure the same concept. This is confirmed by Delpont and Roestenburg (2011:173) who maintain that “the measuring instrument has to provide an ample sample of items that represent the same concept”. The instrument also had construct validity, as the statements for the different sections of the questionnaire were based on a thorough literature review to describe the various constructs. Although construct validity was done by means of a literature review, it was not empirically established.

In terms of reliability, Cronbach’s Alpha coefficient was used to measure the reliability of the questionnaire developed. The overall reliability of the measuring instrument consisting of all 62 items in the nine (9) sections of the questionnaire had a reliability of 0.951. This means that the questionnaire had high reliability, as Delpont and Roestenburg (2011:177) explain that “a score closer to 1 generally indicates a highly reliable scale”.

Questionnaires were delivered by hand to selected officials in the Departments of Health and Social Development, through the district co-ordinators. Questionnaires for respondents in the Department of Education were posted as there are no district co-ordinators for the social sector of the EPWP in Gauteng. All the questionnaires had a covering letter explaining the purpose of the research, the contact details of the researcher in case respondents needed further information, as well as the deadline for returning the questionnaire. A self-addressed stamped envelope was included with each questionnaire to ensure that respondents incur no costs in returning the questionnaire to the researcher.

#### **6.4.3.2 Qualitative data collection method**

In order to further evaluate the sustainability of the social sector of the EPWP, focus group interviewing with women and youth who are beneficiaries of the social sector of the EPWP, was conducted. Persons with disabilities did not

form part of the focus groups as the departments involved in the social sector of the EPWP had not met the target of recruiting 2% of people with disabilities. Greeff (2005: 299) states that “focus groups are group interviews, aimed at a better understanding of how people feel or think about an issue, product or service”. The aim of the focus group interviews in this study was to gather information on the perceptions and experiences of women, youth and persons with disabilities as beneficiaries of the EPWP about the sustainability of the social sector of the EPWP in Gauteng.

A focus group interview schedule, based on the literature review, was utilised to guide the focus group discussions. The focus group interview schedule consisted of open-ended questions concentrating on the following issues: socio-economic issues, sustainability of the social sector of the EPWP, poverty reduction, job creation, skills development and empowerment. Biographical data was also collected from the focus group participants.

A focus group interview was pilot-tested with one group of five beneficiaries of the EPWP members who were not part of the study. Here attention was paid to the formulation of the focus group questions as well as the relevant research procedures. At the end, the participants had the opportunity to evaluate the process and the relevance and appropriateness of the questions that the researcher had asked. The schedule was refined so that the language level could be understood by the participants.

Five focus groups consisting of two groups of women and three groups of youth were facilitated by the researcher. Thirteen (13) women and twenty-three (23) young people participated in the focus group interviews. No persons with disabilities participated in the focus group interviews, as they had not been recruited by the Departments of Education, Social development and Health to participate in the social sector of the EPWP, although they are official targets. Three groups (one group of women and two groups of youth) were from rural areas of Hammanskraal and Winterveld and two groups (one group of women and one group of youth) were from an urban area in the Atteridgeville township. One focus group consisted of ten participants, two

had seven participants each and two had six participants each – in total thirty-six participants. This is in line with what Greeff (2005:305) stipulated, namely, “that groups of this size allow everyone to participate, while still eliciting a range of responses”. A focus group interview schedule (Appendix 5) was used to guide the interviews. Each focus group was recorded by a voice recorder and the researcher also took notes of observations. The focus groups were conducted in offices of the organisations which employed the participants.

#### **6.4.4 Data Analysis**

Because of the dual nature of the data collected, both quantitative and qualitative processes were followed in the analysis.

##### **6.4.4.1 Quantitative data analysis**

In describing data analysis, Mark (1996:300) mentions that “it is the process of taking a large set of numbers and reducing it to a small set of numbers”. This was applicable to the quantitative data collected by means of questionnaires. The quantitative data was analysed through statistical procedures, using the statistical package for social sciences (SPSS) to analyse, summarise and describe major characteristics of the study.

##### **6.4.4.2 Qualitative data analysis**

Barbour and Kritzinger (1999:16) maintain that qualitative data analysis involves drawing together and comparing discussion of similar themes and examining how these relate to the variation between individuals and between groups. The qualitative data was analysed by grouping the data according to themes.

The researcher analysed the qualitative data following the procedure described by Cresswell (cited by De Vos, 2005:336):

- **Collection and recording of data.** The researcher recorded and documented the focus group interviews.

- **Managing data.** Data was managed in such a way that it was retrievable. The researcher created an inventory of all the data collected. Each focus group was properly labelled using dates, names of places, and description of participants.
- **Generating categories, themes and patterns.** The researcher made a transcription and translation of each focus group interview. Based on a thorough analysis of each transcript, categories, themes and sub-themes were identified
- **Writing the report.** Tables, figures and descriptions were used to present information in order to create a visual image.

Schurink, Fouche and De Vos (2011:419) quote Lincoln and Guba (1999) who assert that the following are important criteria to assess the trustworthiness or quality of qualitative information:

- **Credibility/Authenticity.** The goal of credibility or authenticity is to reveal that the study was conducted in a way that guarantees that the research subject has been correctly identified and described. Credibility/authenticity in this study is ensured by the fact that the participants in the focus groups were all beneficiaries of the social sector of the EPWP. They were all in a position to give authentic information due to their personal involvement and experience of the EPWP. The participants were identified from the list of organisations obtained from the departments involved in the social sector of the EPWP. Furthermore, tape recordings of interviews were used to ensure authenticity of information.
- **Transferability.** Transferability is concerned with the transfer of research findings from one specific situation to another.

The findings of the study are to a certain extent transferable due to the fact that the researcher used more than one data collection method, and data was collected from two different sources, namely officials and beneficiaries.

- **Dependability.** In determining dependability, the researcher needs to check if the process is well-documented and logical.

The focus group interviews conducted were recorded by using a digital voice recorder, transcribed and translated into English. The study is therefore dependable.

- **Confirmability.** Confirmability is concerned with whether the findings of the study could be confirmed by another person.

The findings of the study can be confirmed since the recordings of the focus groups exist.

- **Peer-debriefing.** During the course of the data analysis, the researcher consulted members of the NGOs for feedback. This was done to ensure trustworthiness.

## 6.5 SUMMARY

This chapter explained in detail the research methodology that was followed to evaluate the sustainability of the social sector of the EPWP to empower women, youth and persons with disabilities. In the following chapter, the empirical results of the study will be presented.

## CHAPTER 7

### EMPIRICAL RESULTS

#### 7.1 INTRODUCTION

This chapter will give the results, analysis and interpretation of the data collected in the study.

Chapter one gives the background, goal and objectives of the study. It was clearly indicated that poverty affects many people in South Africa, and one of the programmes initiated by the South African government to alleviate this scourge is the EPWP. Furthermore, it was highlighted that all PWPs in South Africa target women, youth and persons with disabilities as official beneficiaries and that the social sector of the EPWP focuses on Home Community-Based care and Early Childhood Development (Department of Social Development, Department of Education and Department of Health, 2004). However, due to the fact that no formal evaluation of the social sector of the EPWP has been done yet, the goal for this study was to evaluate the sustainability of the social sector of the EPWP to empower women, youth and persons with disabilities. The objectives were as follows:

- To conceptualize theoretically the phenomenon of poverty as well as the relevant strategies to alleviate poverty in South Africa.
- To explore and describe theoretically the content of the EPWP with specific emphasis on the social sector of the EPWP.
- To investigate whether the EPWP is based on the needs of the specific target groups, namely women, youth and persons with disabilities.
- To explore whether the benefits of EPWP projects for women, youth and persons with disabilities continue beyond government's intervention.
- To explore the strategies in place to empower women, youth and persons with disabilities regarding sustainability of the social sector of the EPWP .

- To make recommendations for policy-makers regarding the sustainability of the social sector of the EPWP for women, youth and persons with disabilities.

Against this background the following research question guided the study:

**“How sustainable is the social sector of the EPWP to empower women, youth and persons with disabilities?”**

Chapters two to five of the study focused on literature which is relevant to the study, and chapter six detailed the research methodology followed in conducting the study.

Within the context of a mixed methods research approach (Fouche & Delpont, 2011:66) the researcher utilised the triangulation mixed methods research design. This is a design where the researcher utilized quantitative and qualitative methods in the same time frame to best understand the phenomenon being studied. Both qualitative and quantitative methods carried an equal weight (Delpont & Fouche, 2011:442).

A quantitative study was first conducted, using questionnaires to collect data from officials involved in the implementation of the social sector of the EPWP in Gauteng. Thereafter, five focus groups were conducted with beneficiaries of the social sector of the EPWP. The intention was to gather data on the beneficiaries' perceptions and experiences of the program.

An analysis of the quantitative data will be presented first, analysing the demographic characteristics of respondents and thereafter the variables that were part of the measuring instrument. Thereafter the qualitative information will be analysed by dividing and discussing the information according to identified themes.

## 7.2 QUANTITATIVE RESULTS

### 7.2.1 Introduction

The questionnaire, which was the quantitative data gathering instrument, was divided into ten sections, namely sections A – J. The aim of section A was to gather the biographical information of the respondents, whilst sections B - J were aimed at measuring the following identified dimensions:

- Theoretical framework of the social sector of the EPWP
- The socio-economic needs on which the social sector of the EPWP is based.
- The sustainability of the social sector of the EPWP
- The social sector of the EPWP as a strategy to reduce poverty
- The social sector of the EPWP and job creation
- The social sector of the EPWP and skills development
- Empowerment of women
- Empowerment of youth
- Empowerment of persons with disabilities.

Each section was divided into a number of items, which comprised the different aspects of each dimension in the section. Each item was measured by means of a five point Likert scale. Throughout the instrument, the indices for the Likert scale ranged from 1 to 5, with “1” representing strongly disagree, “2” representing disagree, “3” representing neutral, “4” representing agree and “5” representing strongly agree.

In order to make the data more presentable, all the ratings of strongly disagree and disagree (1 and 2) were combined to form a new rating of disagree, and the ratings of strongly agree and agree (4 and 5) were combined to form a new rating of agree. This means that an item analysis of three ratings, namely : “agree”, “neutral” and “disagree” will be displayed in table format.

The quantitative data was analysed using SPSS versions 19 and 20. Descriptive analysis were used to determine the patterns and trends of the

respondents' views on the items in the different sections of the questionnaire. The frequencies, modes and means in respect of each of the measures within the scales were calculated. This allowed the researcher to find out the general views of the respondents regarding the different variables in terms of agreement levels.

The reliability of the measuring instrument was measured through Cronbach's alpha reliability coefficient. Cronbach's alpha coefficient is the most common measure of reliability. It measures how closely related a set of items are as a group. It is most commonly used when a researcher utilises multiple Likert questions in a questionnaire that form a scale and the researcher wants to determine if the scale is reliable. A "high" value of alpha is often used as evidence that the items measure an underlying construct (George & Mallery, 2003). George and Mallery (2003:231) provide the following rules of thumb in determining the reliability of a measuring instrument:

- > .9 – Excellent.
- > .8 – Good.
- > .7 – Acceptable.
- > .6 – Questionable.
- > .5 – Poor.
- < .4 - Unacceptable .

In this study Cronbach's alpha coefficient was used to determine the reliability of the following sections in the questionnaire which focused on the dimensions identified from the literature review:

- Section B – Question 8 (13 items) - Theoretical Framework of the social sector of the EPWP.
- Section C – Question 9 (5 items) - The socio-economic needs on which the social sector of the EPWP is based.
- Section D – Question 10 (6 items) - The sustainability of the social sector of the EPWP.

- Section E – Question 11 (9 items) - The social sector of the EPWP as a strategy to reduce poverty.
- Section F – Question 12 (7 items) - The social sector of the EPWP and job creation.
- Section G – Question 13 (4 items) - The social sector EPWP and skills development.
- Section H – Question 14 (6 items) - Empowerment of women.
- Section I – Question 15 (6 items) - Empowerment of youth.
- Section J – Question 16 (6 items) - Empowerment of persons with disabilities.

The Cronbach alpha coefficient of the measuring instrument utilised for this study showed that it was a reliable questionnaire. The overall reliability of the measuring instrument consisting of all 62 items had a reliability of 0.951 which is excellent, according to George and Mallery (2003:231).

The quantitative research results will now be described in two parts, namely, part 1, which will present the demographic profile of the 152 respondents and part 2, which will present the descriptive analysis of the variables which formed part of the measuring instrument.

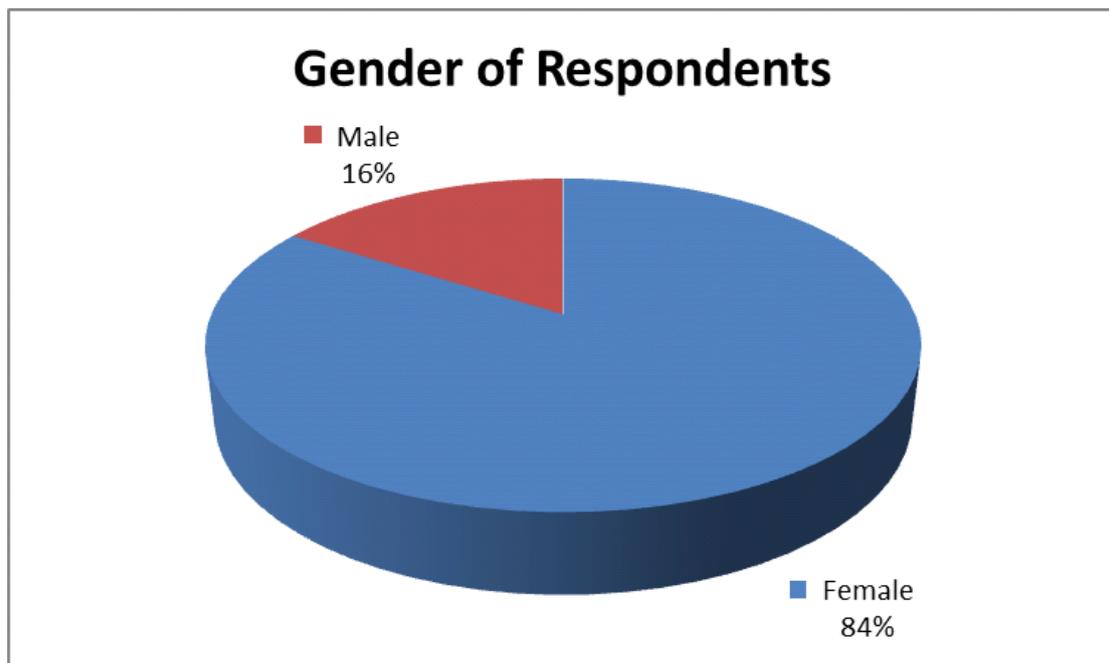
## **Part 1**

### **7.2.2 Demographic profile of respondents**

The demographic profile of the 152 respondents (officials involved in the implementation of the social sector of the EPWP) is made up of their gender, race, home language, qualifications, job position, government department and the district of the Gauteng Province in which they are employed. Each variable will be presented in the following section.

### 7.2.2.1 Gender

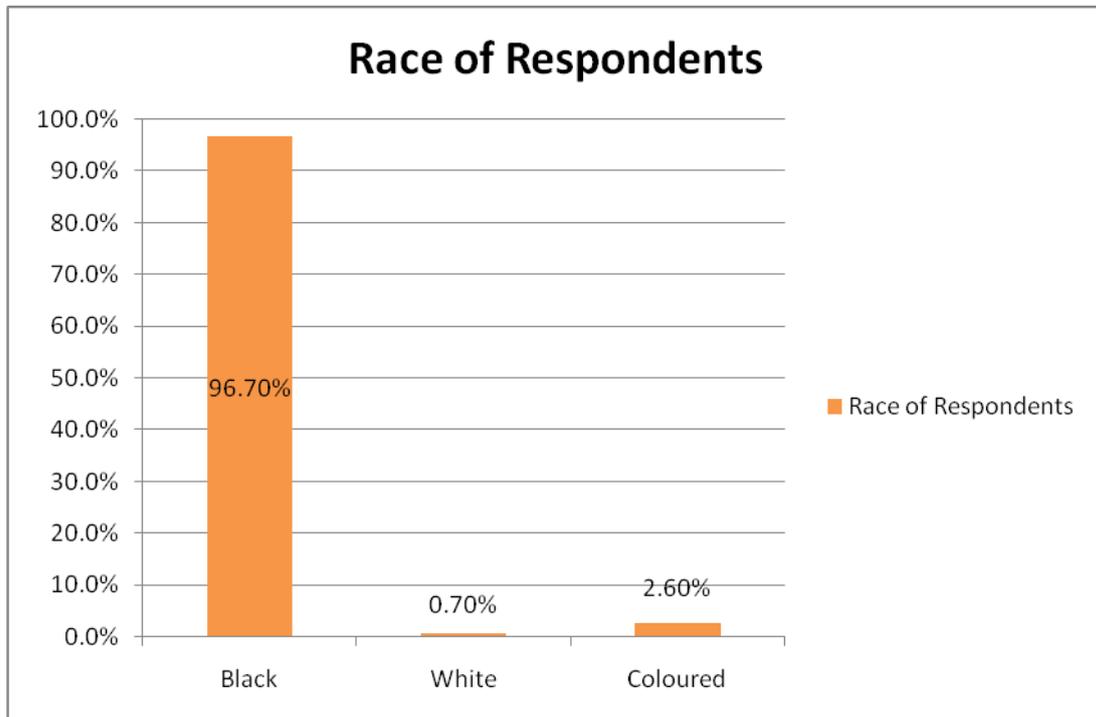
Eighty four percent (84%) of the respondents were female and 16% were males. The ratio of males to females may be attributed to the fact that the field of social services in South Africa is mainly dominated by females. This is also stated by Khunou, Pillay and Nethononda (2012:122) who report that women make up 85% of the social work profession in South Africa. Figure 7.1 below indicates the gender ratio.



**Figure 7.1: Gender of respondents (n = 152)**

### 7.2.2.2 Race of respondents

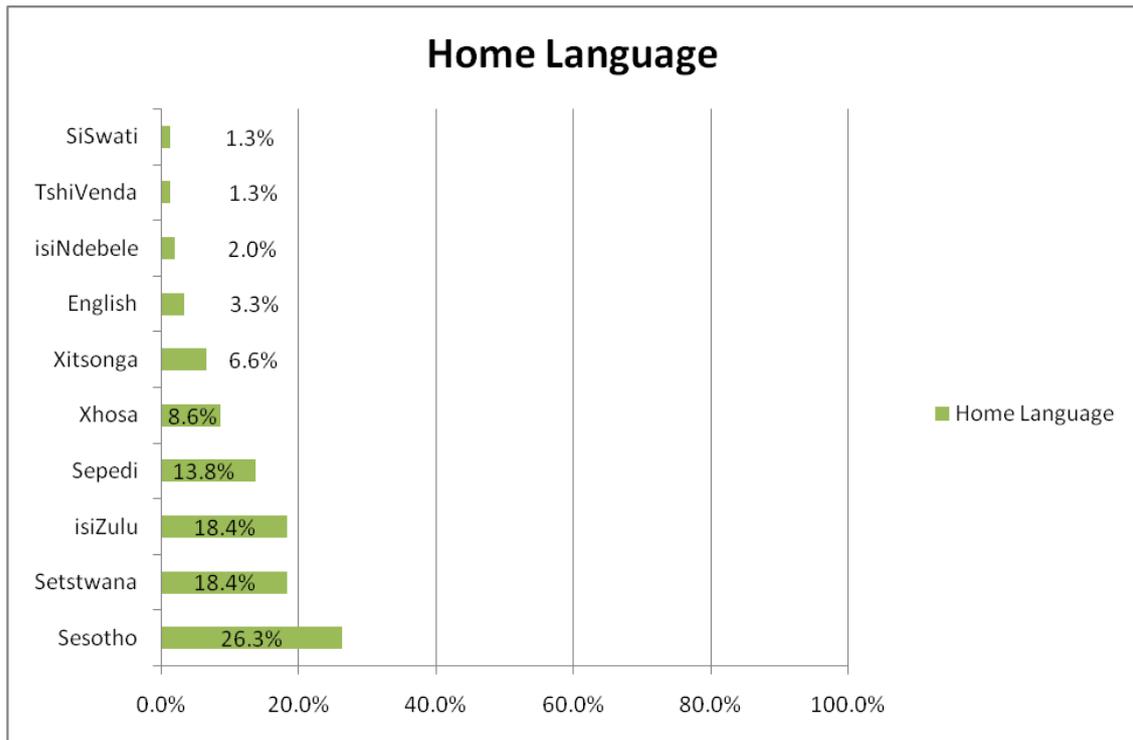
In terms of race, 96.7% of the respondents were black, 2.6% were coloured whilst only 0.7% were white. These statistics are depicted in Figure 7.2 below.



**Figure 7.2 : Race of respondents (n=152)**

### 7.2.2.3 Home language of respondents

The languages spoken by the respondents were diverse. They are shown in Figure 7.3 below.

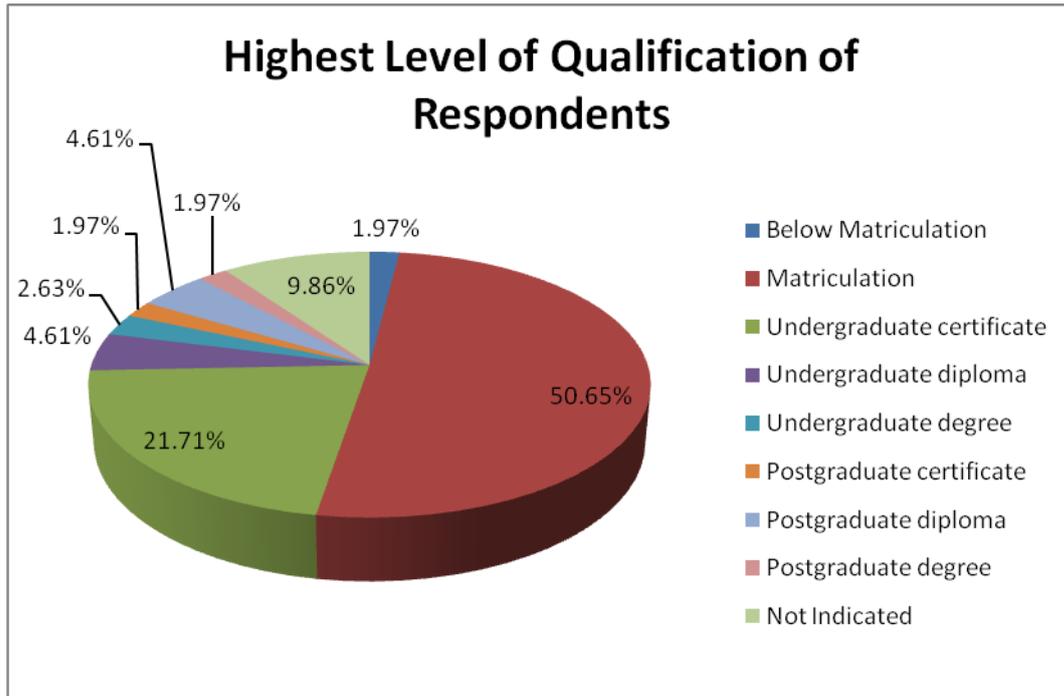


**Figure 7.3: Home language of respondents (n=152)**

Most of the respondents spoke Sesotho (26.3%), Setswana (18,4%) and IsiZulu (18,4%). These are languages which are predominantly spoken in the Gauteng Province. This can also be attributed to the fact that most of the respondents were black Africans.

#### **7.2.2.4 Level of education of respondents**

The respondents' level of education ranged from below matriculation to postgraduate qualifications. A summary of these qualifications is given in the Figure 7.4 below.



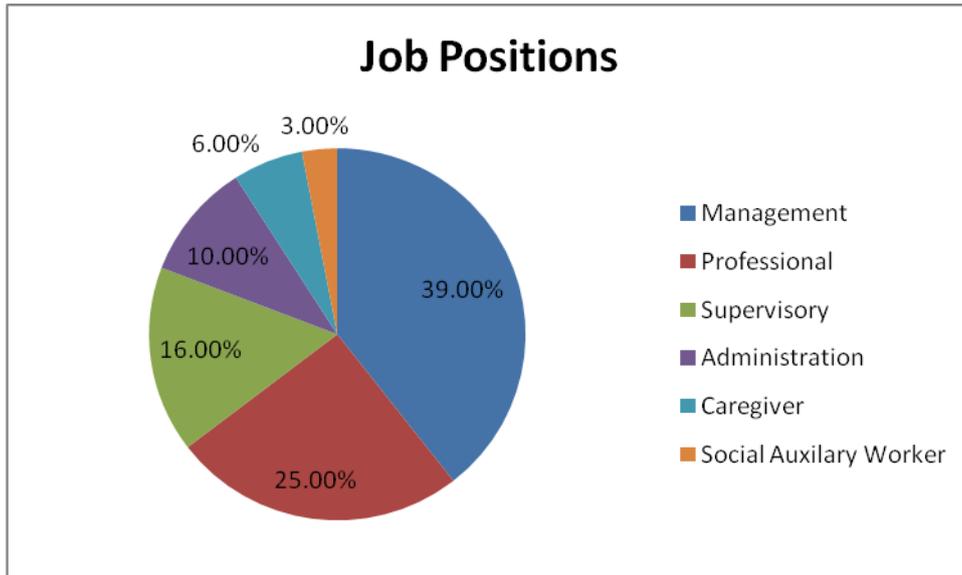
**Figure 7.4: Highest qualifications of respondents (n = 152)**

The majority of the respondents (50.65%) had a Matriculation certificate, whilst 21.71% had an undergraduate certificate, and 4.61% had an undergraduate diploma. 8.55% of respondents also have a postgraduate qualification (postgraduate certificate, postgraduate diploma and postgraduate degree).

This indicates a high level of literacy amongst the respondents.

#### 7.2.2.5 Job position of respondents

The respondents occupied a range of job positions, including management, professional, supervisory, administration, caregiver and social auxiliary worker. These job positions of the respondents are presented in Figure 7.5 below.

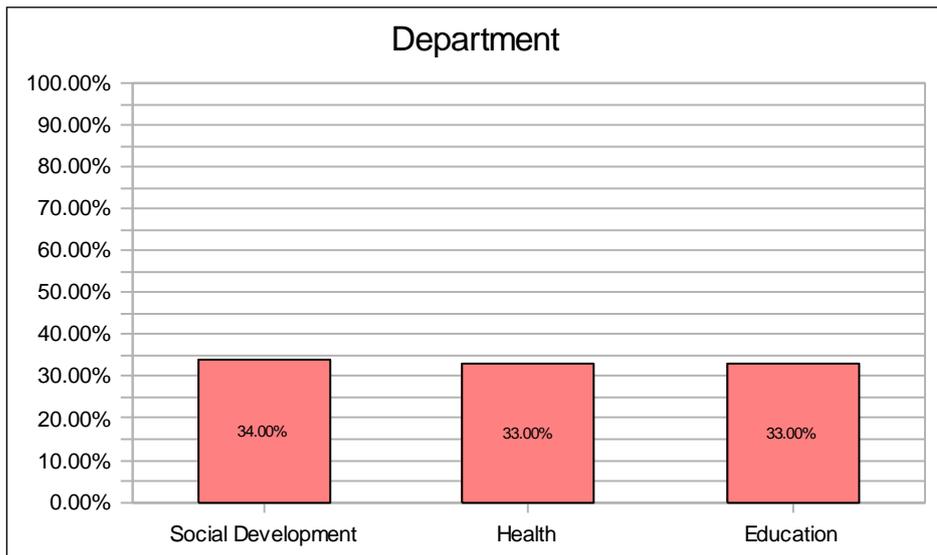


**Figure 7.5 : Job position of respondents (n = 152)**

Thirty nine percent (39%) of the respondents were in management positions, 25% were professionals and 16% were supervisors. This indicates that the majority of the respondents were in senior positions, whilst the minority were administration (10%), caregivers (6.0%) and social auxiliary workers (3.0%)

#### **7.2.2.6 Department under which respondents are implementing the EPWP**

The respondents are implementing the EPWP under three departments in the Gauteng Province, namely, the Departments of Health, Education and Social Development. The distribution of respondents per department is reflected in Figure 7.6 below.

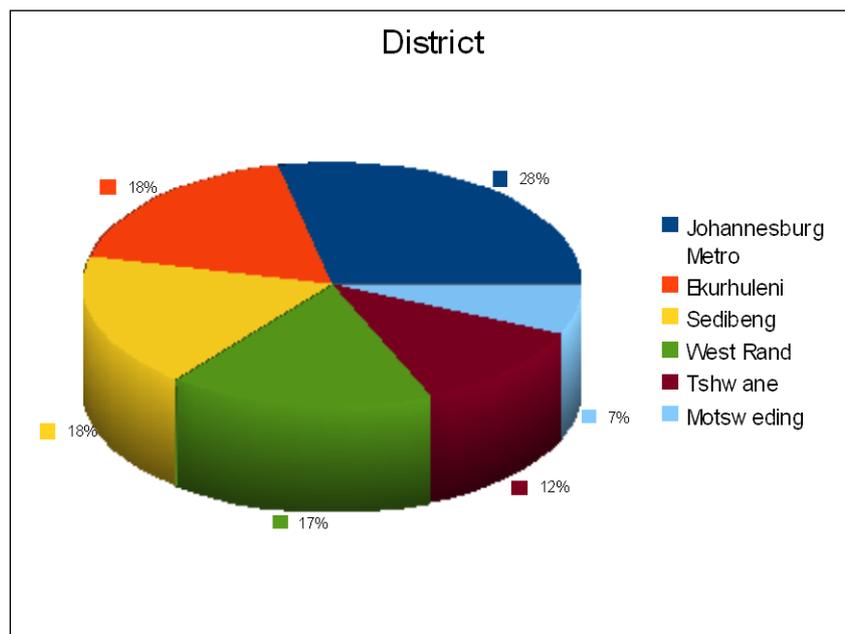


**Figure 7.6: Department under which the EPWP is implemented (n = 152)**

In terms of the departments, 34% were from the Department of Social development, 33% were from Education and 33% were from Health. These are the three sectors involved in the social sector of the EPWP.

#### **7.2.2.7 Districts in which the EPWP is implemented**

The social sector of the EPWP in the Gauteng Province is implemented in the six districts into which the province has been divided. The majority of the respondents (28.5%) were working in Johannesburg Metro. The remaining respondents were more or less equally distributed throughout the five other districts, except in the Motsweding district, which had the least number of respondents, namely 7%. This distribution is displayed in Figure 7.7 below.



**Figure 7.7: Districts in which the EPWP is implemented ( = 152)**

## Part 2: Descriptive analysis of quantitative data

### 7.2.3 Theoretical Framework of the social sector of the EPWP

The respondents were asked to comment on the theoretical approach on which the EPWP is based. The Strengths Perspective and the Social Development approach were selected as the two approaches which underpin the social sector of the EPWP, as described in Chapter 2. The Social Development approach focuses on the social and economic development of people (Midgley, 1995; Patel, 2005), and the Strengths Perspective emphasises people’s strengths, not their weaknesses (Saleeby, 1997). The Social Development approach is specifically critical due to the fact that South Africa, as a country, has adopted a developmental welfare approach which focuses on social and economic development of individuals, families and communities (National Planning Commission, 2011).

The respondents were requested to complete a 13 item, five point Likert scale. The indices were combined as explained in paragraph 7.2 above to form a 3 point scale.

Table 7.1 below presents the frequency distribution of the respondents' responses towards different items of the theoretical framework of the social sector of the EPWP as depicted in the 13 point Likert scale.

**Table 7.1: Theoretical framework of the social sector of the EPWP**

Statement	Level of Agreement (%)			Mode	Mean
	Agree	Disagree	Neutral		
The social sector of the EPWP aims to empower people by providing skills	93.4%	2.0%	4.6%	5	4.55
The social sector of the EPWP is implemented at community level to enhance the empowerment of communities	88.8%	2.6%	8.6%	5	4.4
The social sector of the EPWP is collaboration between beneficiaries and the government	82.9%	4.6%	12.5%	5	4.23
The social sector of the EPWP incorporates different departments	82.1%	5.3%	12.6%	5	4.18
The social sector of the EPWP offers beneficiaries with an opportunity to demonstrate their ability to overcome difficulties	79.3%	5.3%	15.3%	4	4.09
The social sector of the EPWP aims at improving the lives of people by giving them opportunities to earn an income	78.0%	8.0%	14.0%	5	4.14
The social sector of the EPWP provides beneficiaries with an opportunity to feel that they belong	77.3%	8.7%	14.0%	4	4.05
The social sector of the EPWP emphasises the strengths of participants	73.3%	5.3%	21.3%	4	4.01
The social sector of the EPWP is based on the rights	71.8%	8.7%	19.5%	5	4.02

of the people					
The social sector of the EPWP is implemented at an individual level to enhance the human growth	67.8%	14.8%	17.4%	5	3.82
The social sector of the EPWP provides jobs	65.3%	12.0%	22.7%	4	3.79
The social sector of the EPWP provides beneficiaries of programme with the opportunity to make choices in participation	58.7%	10.0%	31.3%	4	3.69
The beneficiaries of the EPWP are consulted in planning the programme	47.7%	18.5%	33.8%	3	3.41

An analysis of the responses in Table 7.1 shows that there is an 93.4% agreement with the statement that the EPWP empowers people by providing skills. The mean for this item is 4.55, also indicating that there is a high level of agreement. The item stating that the EPWP is implemented in the communities to empower them has an agreement level of 88.8% and a mean of 4.4. The next highest item was the one indicating that the EPWP is a collaboration between beneficiaries and the government. It had an agreement level of 82.9% and a mean of 4.23. The item about the social sector of the EPWP incorporating different departments had an agreement level of 82.1% and a mean of 4.18

These responses confirm what Lombard and Du Preez (2004) state, that when the social development approach is adopted, there is a partnership between government, non-government organisations, and community based organisations.

The respondents' high level of agreement with the abovementioned items is also an indication that the social development approach and the strengths perspective underpin the EPWP, as these items focus on economic

development, collaboration between beneficiaries and government, empowerment and collaboration between various sectors or departments.

The items with lower levels of agreement (67.8% - 58.7%) are the ones focusing on the implementation of the EPWP at an individual level, the provision of jobs and the opportunity to make choices. This may imply that not enough emphasis is placed on these issues in the implementation of the EPWP. Only one variable, “the beneficiaries of the EPWP are consulted in planning the programme” had an agreement level less than 50% (47.7%). This means that a possibility exists that some the beneficiaries of the social sector of the EPWP are not involved in programme planning which is a limitation in the context of programme implementation.

#### **7.2.4 The socio-economic needs on which the social sector of the EPWP is based**

The respondents were asked to complete a 5 point Likert scale comprising of 5 items relating to the socio-economic needs on which the social sector of the EPWP is based. The summary of responses is given in Table 7.2 below.

**Table 7.2: Socio-economic needs on which the social sector of the EPWP is based**

Statement	Level of Agreement (%)			Mode	Mean
	Agree	Disagree	Neutral		
The social sector of the EPWP is based on the socio-economic needs of communities	87.3%	3.3%	9.3%	5	4.36
The social sector of the EPWP is based on the socio-economic needs of participants in the programme	79.9%	4.7%	15.4%	4	4.05

The social sector of the EPWP is based on the socio-economic needs of South Africa	78.0%	4.7%	17.3%	5	4.17
The social sector of the EPWP is based on the socio-economic needs of families	66.7%	12.0%	21.3%	4	3.82
The social sector of the EPWP is based on the socio-economic needs of the government	54.0%	19.3%	26.7%	4	3.45

The item regarding the social sector of the EPWP being based on the socio-economic needs of communities had an 87.3% agreement level, and the one stating that the social sector of the EPWP is based on the socio-economic needs of participants in the programme had an agreement level of 79.9%. The means for both items are 4.36 and 4.05 respectively, indicating a high level of agreement. A breakdown of the responses on all items in this section indicated that they had agreement levels above 50%, indicating that the majority respondents were in agreement.

It seems thus as if the social sector of the EPWP is based on the socio-economic needs of people and communities. In this regard it is important to note that EPWP is designed to meet the needs of people and communities, not those of government. This is confirmed by Biyase and Bromberger (2005) who argue that the EPWP is a program which makes use of public sector budgets to alleviate unemployment and by implication to meet the socio-economic needs of people in the community. The need for employment is a need felt by community members.

## 7.2.5 The sustainability of the social sector of the EPWP

Regarding the sustainability of the social sector of the EPWP, the respondents were requested to complete a five point Likert scale with 6 items. The responses obtained on the individual items are reflected in Table 7.3 below.

**Table 7.3: Sustainability of the social sector of the EPWP**

Statement	Level of Agreement			Mode	Mean
	Agree	Disagree	Neutral		
The social sector of the EPWP is managed in an organised manner	75.7%	6.1%	18.2%	4	4.03
The social sector of the EPWP has led to an improvement in the income of participants	72.7%	10.0%	17.3%	4	3.89
The social sector of the EPWP is a long term programme	65.8%	12.8%	21.5%	4	3.81
The social sector of the EPWP is feasible	57.2%	6.2%	36.6%	3 & 4	3.68
The benefits of the social sector of the EPWP will continue after the government's programme have terminated	52.3%	19.5%	28.2%	4	3.47
There are resources available to continue with the social sector of the EPWP	49.7%	12.1%	38.3%	3	3.48

The summary of responses show that the items with the highest scores (75.7%, 72.7% and 65.8%) are the ones which concern the social sector of the EPWP and its management, the improvement in the income of participants and the fact that it is a long term programme. The respective means for these items are 4.03, 3.89 and 3.81.

The items regarding the feasibility of the EPWP, its continuation after government's intervention and the availability of resources had the lowest scores (57.2%, 52.3% and 49.7% respectively). From an analysis of these

last three items, it appears as if there is ambivalence on whether resources are available to continue with the social sector of the EPWP beyond government’s intervention. It therefore means that whilst the social sector of the EPWP is managed in an organised manner and has led to improvement in income, there is no clear agreement on whether the programme will move beyond government’s intervention. This fact is also underlined by McCord (2003) who explains that because of the chronic nature of unemployment in South Africa and the lack of ability of the labour market to create sustainable work, many people become unemployed after participating in short term public works programmes.

### 7.2.6 The social sector of the EPWP as a strategy to reduce poverty

To gauge responses regarding the social sector of the EPWP as a poverty reduction strategy, the respondents were asked to give their level of agreement on a five point Likert scale with nine items. The responses are displayed in Table 7.4 below.

**Table 7.4: Social sector of the EPWP as a strategy to reduce poverty**

Statement	Level of Agreement			Mode	Mean
	Agree	Disagree	Neutral		
The social sector of the EPWP enabled participants to access education	87.4%	5.3%	7.3%	5	4.3
The social sector of the EPWP contributes to the reduction of unemployment	83.1%	5.4%	11.5%	5	4.24
The social sector of the EPWP enabled participants to access healthcare	72.8%	11.9%	15.2%	5	4.01
The social sector of the EPWP contributed to the reduction of illiteracy	72.0%	6.7%	21.3%	5	4.00

The social sector of the EPWP contributed to the alleviation of oppression	65.8%	8.7%	25.5%	4	3.79
The social sector of the EPWP enabled participants to access food	62.7%	16.0%	21.3%	5	3.75
The social sector of the EPWP is re-distributing resources to reduce inequality	61.3%	10.7%	28.0%	4	3.67
The social sector of the EPWP slows down the migration of people from rural to urban areas by creating jobs	55.3%	13.3%	31.3%	3	3.63
The social sector of the EPWP is contributing to the reduction of vulnerability by enabling participants to have more assets	55.3%	12.0%	32.7%	4	3.57

The responses, as reflected in Table 7.4, indicate that the majority of respondents agreed on all the items. The following items had the highest levels of agreement: the social sector of the EPWP enabled participants to access education (87.4, % and a mean of 4.3), the social sector of the EPWP contributed to the reduction of unemployment ( 83.1% and a mean of 4.24.), the social sector of the EPWP enabled participants to access healthcare and contributed to the reduction of illiteracy (72% each with means of 4.01 and 4.00 respectively).

These responses signify that the participants in the social sector of the EPWP are empowered through having access to education and employment. In this regard, McCord (2003) states that the empowerment of participants in PWP's through training is one of the important objectives of these programmes. This is because the HCBC and ECD programmes both include training of participants, hence the emphasis on access to education and the reduction of unemployment .

The items with the lowest levels of agreement were: the social sector of the EPWP slows down the rural-urban migration by creating jobs (55.3% and a mean of 3.63) and the social sector of the EPWP is contributing to the reduction of vulnerability by enabling participants to have more assets (55.3% and a mean of 3.57). These may be suggesting that there are not enough opportunities in rural areas to prevent people from moving to urban areas, and that the income earned in participating in this programme is not enough to put participants in a position where they can acquire more assets to reduce their vulnerability.

### 7.2.7 The social sector of the EPWP and job creation

To see if the social sector of the EPWP was contributing to job creation, the respondents had to indicate their opinion on a five point Likert scale with seven items. Table 7.5 below gives an indication of the responses regarding job creation and the social sector of the EPWP.

**Table 7.5 : Social sector of the EPWP and job creation**

Statement	Level of Agreement			Mode	Mean
	Agreee	Disagreeee	Neutral		
In the delivery of Home Community Based Care, partnerships have been formed with Non Profit Organisations to deliver training	91.4%	2.6%	6.0%	5	4.40
The jobs created in the social sector of the EPWP provide an opportunity for participants to gain skills	90.7%	0.7%	8.6%	5	4.52
In the delivery of Early Childhood Development, partnerships have been formed with Non Profit Organisations to deliver training	85.4%	4.6%	9.9%	5	4.27
The jobs created in the social sector of the EPWP	63.3%	13.3%	23.3%	4	3.70

are labour intensive jobs					
The jobs created in the social sector of the EPWP are distributed equally in the six (6) districts in the Gauteng Province	58.4%	14.8%	26.8%	5	3.68
There is an exit strategy for all participants employed in the social sector of the EPWP	53.7%	8.2%	38.1%	3	3.65
The jobs created in the social sector of the EPWP last twenty four months and less	41.8%	21.2%	37.0%	3	3.34

All the items in this section, except one, had agreement levels of more than 50%. The majority of respondents agreed that partnerships have been formed with non profit organisations (NPOs) in the delivery of HCBC and ECD. The agreement levels for these variables were 91.4% and 85.4% respectively, with means of 4.4 and 4.27, which is very high. This is supported by the National Development Plan (National Planning Commission: 2011) which asserts that to offer HCBC and ECD, NPOs can apply for support to cover daily labour costs.

The issue of skills development was again confirmed by the 90.7% of respondents agreeing that the jobs created provided them with an opportunity to gain skills. It therefore seems that there is a correlation between the fact that the EPWP appears to be forming good partnerships with NPOs which delivered training, and the jobs created which allowed participants to gain skills. This is in line with the South African Anti-Poverty strategy which emphasises that the struggle against poverty requires support, not only from government, but also from the business community, NGOs and others who are not poor (Presidency, 2008).

The items stating that EPWP jobs are labour intensive had an agreement level of 63.3%, and the item stating that the jobs created are distributed evenly in all districts in the Gauteng Province had an agreement level of 58.4%. This is confirmation that EPWP jobs, like HCBC and ECD are relatively labour intensive and are implemented in all the six districts in the Gauteng Province.

The item regarding the exit strategy of the EPWP had the second lowest agreement level, indicating that there is no clear exit strategy for the programme. Only one item (the jobs created in the EPWP last twenty four months and less) had an agreement level of below 50% (41.8%). This indicates that the participants may view the jobs in the EPWP as lasting for a shorter period, which might be a limitation of the EPWP.

### 7.2.8 The social sector of the EPWP and skills development

A five point Likert scale with four items was used to get responses concerning the social sector of the EPWP and skills development. The levels of agreement are given in Table 7.6.

**Table 7.6: The social sector of the EPWP and skills development**

Statement	Level of Agreement			Mode	Mean
	Agree	Disagree	Neutral		
The social sector of the EPWP has contributed to skills development	90.1%	2.0%	7.9%	5	4.48
The skills gained in the social sector EPWP will help to reduce unemployment	86.8%	3.3%	9.9%	5	4.36
The skills that have been acquired through the social sector of the EPWP will enable participants to find own jobs	78.1%	6.0%	15.9%	5	4.17
The skills that have been gained through the social sector of the EPWP will enable participants to create their own jobs	77.0%	6.6%	16.4%	5	4.10

According to the information displayed in Table 7.6, the social sector of the EPWP is contributing to skills development. Proof of this is the fact that all items had high agreement levels of more than 77%, and means above 4.

The social sector of the EPWP is therefore contributing to skills development, which will enable participants to reduce unemployment and to either find or

create their own jobs. Skills development through Public Works Programmes is also stressed by the African National Congress (1994) which maintains that Public Works Programmes must provide education and training, and promote the empowerment of communities.

The above is also corroborated by item 2 in Table 7.6, which indicated that respondents agreed that the jobs in the EPWP offered participants an opportunity to gain skills.

### 7.2.9 Empowerment of women

Since women are one of the target groups of the EPWP, the respondents were asked to give their opinion on six items on a five point Likert scale relating to empowerment of women. The responses are reflected in Table 7.7.

**Table 7.7: Empowerment of women**

Statement	Level of Agreement			Mode	Mean
	Agree	Disagree	Neutral		
The social sector of the EPWP has strategies to empower women	87.2%	3.4%	9.4%	5	4.27
In the social sector of the EPWP, women are actively recruited to participate	85.9%	5.4%	8.7%	5	4.28
Female participants in the social sector of the EPWP developed a sense of power	75.8%	6.0%	18.1%	5	4.06
In the social sector of the EPWP, women are given preference when participants are recruited	73.8%	9.4%	16.8%	4	3.96
Female participants in the social sector of the EPWP gained a source of income	73.2%	7.4%	19.5%	5	4.05
Women in the social sector of the EPWP were given opportunities to make choices regarding their participation	60.5%	10.2%	29.3%	4	3.72

Based on the responses indicated in Table 7.7, one can conclude that the social sector of the EPWP is empowering women by providing employment. All items in this section had high agreement levels between 87.2% and 60.5%. The agreement levels regarding the item stating that the EPWP has strategies to empower women had the highest agreement level (87.2% with a mean of 4.27) and the item stating that women are actively recruited to participate in the EPWP (85.9% and a mean of 4.28) had the second highest agreement level. This confirms McCord's (2003) view that the Public Works Programmes in South Africa target to include 40% women. The item on female participants in the EPWP gained a source of income had an agreement level of 73.2%, confirming the fact that participants were earning a living because of their participation in the EPWP. The fact that women participants in the social sector of the EPWP were given opportunities to make choices (60.5%) is also an indication that they were empowered.

### 7.2.10 Empowerment of youth

To gauge the empowerment of youth in the social sector of the EPWP, respondents were asked to indicate their responses on a five point Likert scale with six items. The results are shown in Table 7.8 below.

**Table 7.8: Empowerment of Youth**

Statement	Level of Agreement			Mode	Mean
	Agree	Disagree	Neutral		
The social sector of the EPWP has strategies to empower youth	92.6%	3.4%	4.0%	5	4.44
In the social sector of the EPWP, young people are actively recruited to participate	88.4%	3.4%	8.2%	5	4.37

In the social sector of the EPWP, youth are given preference when participants are recruited	79.7%	4.1%	16.2%	5	4.16
Young people who participated in the social sector of the EPWP developed a sense of power	76.4%	4.7%	18.9%	5	4.14
Youth who participated in the social sector of the EPWP gained a source of income	72.8%	10.9%	16.3%	4	3.96
Youth in the social sector of the EPWP were given opportunities to make choices regarding their participation	67.3%	8.2%	24.5%	4	3.89

As in section 7.2.9, the agreement levels for this section were very high, ranging from 92.6% to 67.3%. There was no agreement level below 60%.

The agreement levels which were the highest were those regarding the strategies to empower youth (92.6% with a mean of 4.4), that young people are actively recruited (88.4% with a mean of 4.37); that youth are given preference when participants are recruited (79.7% with a mean of 4.16) and young people who participated in the EPWP developed a sense of power (76.4% with a mean of 4.14). The EPWP is also enabling youth to earn an income, as this was evident with an agreement level of 72.8% and a mean of 3.96. The item with the lowest score (67.3% and a mean of 3.89) was the one regarding the fact that youth are given opportunities to make choices. This may suggest that youth are not always given an opportunity to make choices regarding their participation in the programme.

The empowerment of youth through the EPWP is also emphasised by the National Planning Commission, which states that the empowerment of youth is critical in South Africa, as they make up 25% of the total population (National Planning Commission, 2011). The large percentage of young people in the country's population can be viewed as an opportunity for

development as Asian countries who had a similar demographic profile experienced economic growth (National Planning Commission, 2011).

### 7.2.10 Empowerment of persons with disabilities

Regarding the empowerment of persons with disabilities, the respondents were asked to indicate their views on a five point Likert scale with six items focusing on the empowerment of persons with disabilities. The results are presented in Table 7.9 below.

**Table 7.9: Empowerment of persons with disabilities**

Statement	Level of Agreement			Mode	Mean
	Agree	Disagree	Neutral		
The social sector of the EPWP has strategies to empower persons with disabilities	64.0%	12.7%	23.3%	5	3.87
In the social sector of the EPWP, persons with disabilities are actively recruited to participate	56.7%	13.3%	30.0%	3	3.72
In the social sector of the EPWP, persons with disabilities are given preference when participants are recruited	56.4%	15.4%	28.2%	4	3.63
Persons with disabilities who participated in the social sector of the EPWP gained a source of income	53.3%	19.3%	27.3%	3	3.57
Persons with disabilities who participated in the social sector of the EPWP developed a sense of power	51.4%	16.9%	31.8%	3	3.63
Persons with disabilities who participated in the social sector of the EPWP were given opportunities to make choices about their participation	51.3%	15.3%	33.3%	3	3.56

The levels of agreement on the different items about empowerment of persons with disabilities are not very high in comparison with those on the empowerment of women and the youth. Only the item about the social sector of the EPWP having strategies to empower persons with disabilities had a 64% level of agreement, and a mean of 3.87. The rest had agreement levels that had proportions that range from 51.3 % to 56.4%.

This section also has high levels of respondents who are “neutral” compared to the sections on the empowerment of women and youth . The levels of “neutral” responses ranges from 23.3% to 33.3%, indicating that there is a lot of uncertainty on the part of the respondents regarding the empowerment of persons with disabilities.

The average levels of agreement and neutrality to the question on the empowerment of people with disabilities indicates that their empowerment is not being adequately addressed in the social sector of the EPWP.

It should be noted that much as some respondents agreed on certain items that persons with disabilities are being empowered, a contrast was found during the qualitative part of the study when it became clear that no persons with disabilities had been recruited to participate in the social sector of the EPWP programmes, and could thus not be included in the focus group discussions. This may suggest that there are strategies on paper to empower persons with disabilities, but they are not being implemented. For the Gauteng province, it means that the social sector of the EPWP has not met its target of including two percent (2%) of persons with disabilities as beneficiaries.

### **7.2.12 DISCUSSION OF QUANTITATIVE RESULTS**

In order to collect quantitative data, a questionnaire was compiled, based on a thorough literature review, focusing on nine aspects, namely: the theoretical framework of the social sector of the EPWP, the socio-economic needs on which the social sector of the EPWP is based, the sustainability of the social sector of the EPWP, the social sector of the EPWP as a strategy to reduce poverty, the social sector of the EPWP and job creation, the social sector of the EPWP and skills development as well as the empowerment of women, empowerment of youth and empowerment of persons with disabilities.

The social development approach emphasises the well-being of people, including economic development. This approach is linked strongly to a nation's macro-economic policies and job creation. Another distinct factor of the social development approach is that it is inter-sectoral and includes sectors such as health, education and economic development. It is also implemented at the micro and macro levels.

The strengths perspective focuses on people's strengths and subscribes to the notion that all human beings have strengths and capabilities within themselves which can be released. This approach also emphasises the empowerment of people and utilisation of their strengths in their own development.

The study revealed that the social development approach and the strengths perspective are applicable to the social sector of the EPWP, due to the intersectoral characteristic of the EPWP and its aim of empowering people by focusing on their strengths and economic development.

The socio-economic needs of participants, communities and the broader South African society have to be addressed if the social sector of the EPWP is to make a meaningful contribution.

The study also indicated that the programme is based on the socio-economic needs of participants and communities.

Regarding the sustainability of the social sector of the EPWP, there is agreement that the programme has improved the life of participants. There was, however, no high levels of agreement regarding the programme's continuation beyond government's intervention. This suggests that the programme is not sustainable in the long term.

The social sector of the EPWP has made a contribution to poverty reduction, job creation and skills development for those who participated in the programme, enabling them to access education and health care. Participants have gained a broad range of skills as they were exposed to various training programmes.

Women and youth have been empowered through the social sector of the EPWP, as they were recruited to participate in the programme. Although respondents in the quantitative study have a perception that persons with disabilities were empowered, this was disproved by the qualitative study.

It is clear from the quantitative data that the social sector of the EPWP contributes to poverty reduction, job creation and skills development, and that it contributes to the empowerment of women and youth. The empowerment of persons with disabilities is to be lacking, as there were no high levels of agreement regarding this aspect, and a lot of respondents who chose to remain neutral.

### **7.3 QUALITATIVE FINDINGS**

In the qualitative part of the study, five focus groups were conducted with participants who were beneficiaries in the social sector of the EPWP to understand their thoughts, experiences and feelings about the social sector of the EPWP.

Since the social sector of the EPWP targets women, youth and persons with disabilities, an attempt was made to include all three strata as participants. However, it emerged that the target of “persons with disabilities” was not met by the three government departments involved in the social sector of the EPWP. The researcher had telephonic and email communication with the officials in the Departments involved in the implementation of the social sector of the EPWP in Gauteng Province, and the responses received were that this target group was not reached as beneficiaries in the HCBC and ECD, which form part of the social sector of the EPWP (see Appendix 8). As a result this target group did not participate in the focus group interviews.

A total of 36 participants were involved in five focus groups, made up of three groups of youth and two groups of women. The participants were from rural based communities and urban based communities. The women and youth were part of the strata that were identified to form part of the sample as discussed in Chapter 6.

The participants in the focus groups were from the following Non Profit Organisations (NPOs), as indicated in Table 7.6 items 1 and 3 which state that in the delivery of HCBC and ECD, partnerships have been formed with NPOs:

- Winterveld Community Project (Youth, rural based);
- Tshepong Fountain Home-Based Care Group (Youth, rural based);
- Halalelang Caregivers (Women, rural based);
- Children on the Move (Youth, urban); and
- Children on the Move (Women, urban)

An interview schedule (see Appendix 5) was utilised during the focus group interviews, and it covered the following themes:

- The EPWP and the socio-economic needs of participants
- The sustainability of the EPWP
- The EPWP and poverty reduction

- The EPWP and job creation
- The EPWP and skills development
- The EPWP and empowerment of beneficiaries.

The identification of the themes was based on a thorough literature study conducted before the commencement of the qualitative study.

The data collected in this qualitative study was analysed using thematic analysis.

The qualitative research findings will be presented in two sections, namely:

- Part A: Biographical profile of participants; and
- Part B: Discussion of identified themes.

## Part A:

### 7.3.1 Biographical profile of focus group participants

The focus group participants were selected from the abovementioned five NPOs which are beneficiaries of the social sector of the EPWP. A summary of the composition of the focus groups is given in Table 7.10 below. Three organisations were rural-based, and two were urban-based.

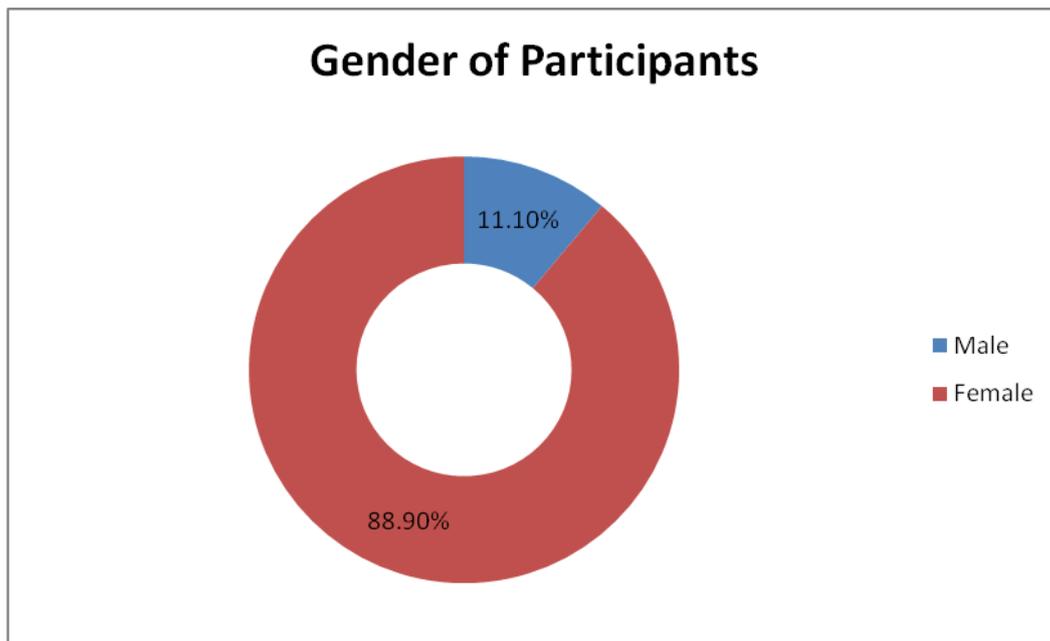
**Table 7.10 : Focus groups summary**

Group name	Sector represented	Location	Number of participants
Winterveld Community Project	Youth	Rural	6
Tshepong Fountain Home Based Care Group	Youth	Rural	7
Halalelang Caregivers	Women	Rural	7
Children on the move	Women	Urban	6
Children on the move	Youth	Urban	10
<b>TOTAL NUMBER OF PARTICIPANTS</b>			<b>36</b>

The following biographical information of the focus group participants will be presented and discussed namely: gender, language, race, age and educational level.

### 7.3.1.1 Gender of participants

The gender of participants is depicted in Figure 7.8



**Figure 7.8 Gender of focus group participants (n = 36)**

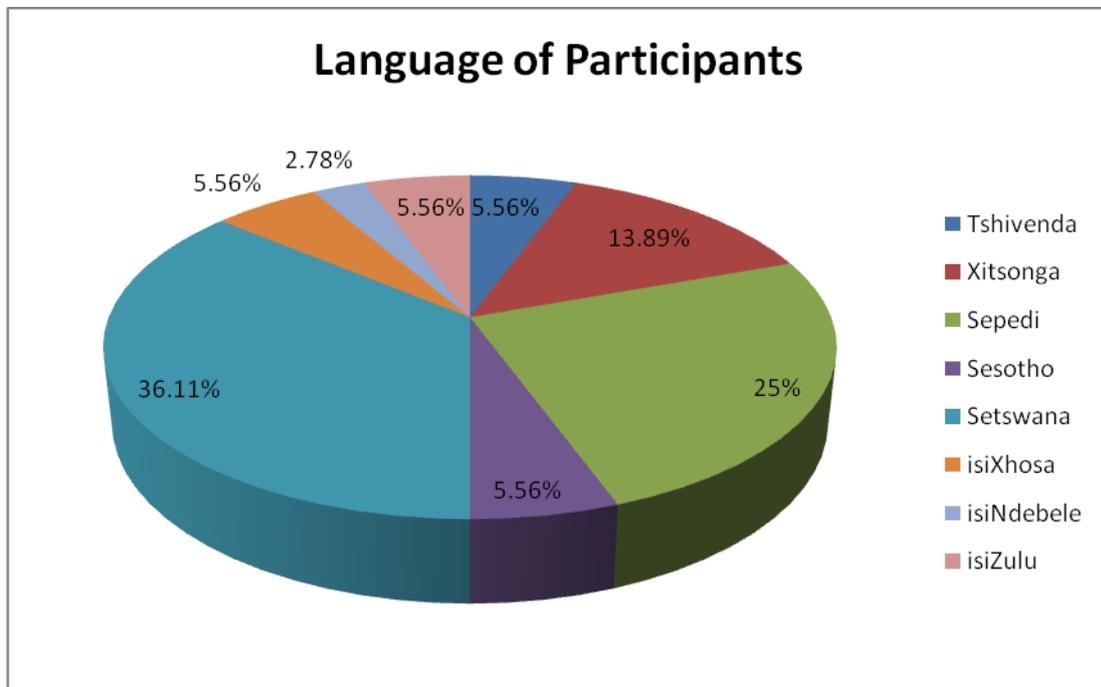
As is evident from Figure 7.8 above, the majority of participants (88,9%) were female while 11,1% were male. This may be attributed to the fact that the EPWP targets women to be 40% of the beneficiaries, that is why they are in the majority.

### 7.3.1.2 Race of participants

All participants (100%) in the focus group discussions were black Africans. This is because the focus group discussions were conducted in historically black residential areas, where the Home Community Based Care and the Early Childhood Development programmes are implemented as part of the social sector of the EPWP.

### 7.3.1.3 Language of participants

The participants were from diverse language groups, which are illustrated in Figure 7.9 below.

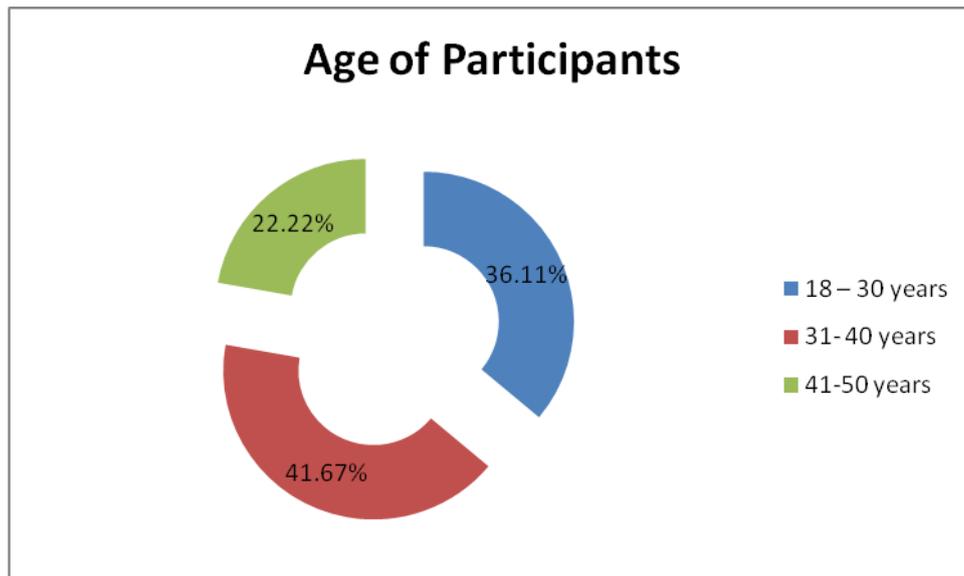


**Figure 7.9 Language of focus group participants (n = 36)**

From Figure 7.9 it is clear that the participants in the focus groups spoke eight different languages. The majority of the participants (36.11%) spoke Setswana, followed by Sepedi (25%) and Xitsonga (13.89%). The rest of the other five languages had more or less an equal distribution. The range of languages is a reflection of the South African context.

### 7.3.1.4 Age of participants

The age of the participants ranged from 18 years to 50 years, as portrayed in Figure 7.10 below.

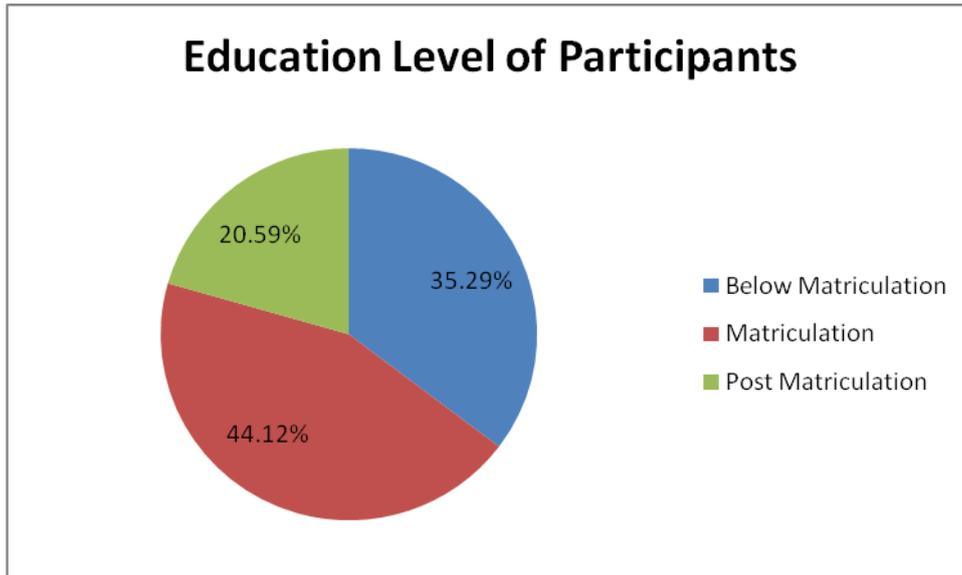


**Figure 7.10: Age of focus group participants (n = 36)**

Both young people and adults participated in the focus group interviews, as the target groups were women and youth. However, the majority of participants (41.67%) were between the ages of 31 and 40 years, followed by age 18 – 30 years (36.11%). The minority was between the ages of 41 and 50 years (22.22%).

### **7.3.1.5 Educational level of participants**

The participants' educational level was either below matriculation, matriculation or post matriculation. The breakdown of these educational levels is given in Figure 7.11 below.



**Figure 7.11 Educational level of focus group participants (n = 36)**

The majority of participants in the focus groups had a matriculation certificate (44.12%) or post matriculation qualification (20.59%). This is a total of 64.71%, indicating that there is a high level of literacy amongst the people who are beneficiaries of the social sector of the EPWP.

The demographic profile of the participants illustrates that youth and women participated in the focus groups. Because no persons with disabilities were participating in the EPWP programme they could not be part of the focus groups. Evidence of this is attached in the emails received from the Departments of Health and Social Development, stating that they had no persons with disabilities participating in the social sector of the EPWP. (See Appendix 8).

**Part B:**

**7.3.2 QUALITATIVE INFORMATION ACCORDING TO THEMES AND SUB-THEMES**

Various themes were identified by analysing qualitative information collected through focus group interviews. This is in line with what Fouche and De Vos (2011:91) state that in the qualitative style of research, thematic analysis is the method of choice.

The qualitative findings are presented according to the following identified themes and sub-themes as displayed in Table 7.11.

**Table 7.11: Identified themes and sub-themes**

<b>Themes</b>	<b>Sub-themes</b>
1. Socio-economic needs of participants	1.1 Social needs 1.2 Economic needs
2. Sustainability of the social sector of the EPWP	
3. Poverty reduction	3.1 Poverty reduction at community level 3.2 Poverty reduction at an individual level
4. Job creation	
5. Skills development	
6. Empowerment	

Each theme and sub-theme will now be discussed in detail and will be supported by narratives from the transcribed focus group interviews and further complemented by a literature control.

### **Theme 1: Socio-economic needs of participants**

The first theme that emerged from the focus group discussions was the socio-economic needs of participants. During discussions with participants, it became apparent that there were actually two sub-themes that were emerging, namely, the social needs of participants, and their economic needs. Each sub-theme will now be discussed.

#### **Sub-theme 1.1 : Social needs of participants**

The participants indicated that their involvement in the EPWP offered them an opportunity (on a social level) to interact with people and to learn about their challenges. Because of the diversity of people they meet (people who speak different languages and have different cultural practices), they have learnt a

lot about other people's way of life. This is echoed in what was said by a participant from Atteridgeville: *“ If I may speak, as an individual, it helps because we are from different families and when we come to work - it gives us an opportunity to know those that are living around us and how they live through communication.”*

The same sentiment was aired by a participant from Winterveld: *“Again, socially it also helps us to work with people and learn how to interact or communicate well. I mean, say for example we live with other people at home, we are very impatient with each other when we have no one to take care of. But this year, since I've come here, I've learnt how to treat people. We learn that from meeting with other people, we know what to do when they complain about this and that, we learn to be patient, advice them”.*

The importance of focusing on social needs when working in programmes to alleviate poverty is supported by Lombard and Strydom (2011:331) when they assert that “poverty is both a social issue and an economic phenomenon ..... it is important to focus on the social issues also when empowering impoverished communities”. Lombard and Strydom (2011:333) further emphasise the importance of social issues when working with communities when they quote Sen (2008) who points out that “social, and not just economic development, is important to the development of humanity.”

The participants also indicated that they felt a sense of empowerment as they have also gained knowledge about diseases, e.g. HIV and AIDS, diabetes and high blood pressure, and they could pass this information on to others, thus helping to encourage them.

### **Sub-theme 1.2: Economic needs**

Regarding their economic needs, participants indicated that they are not permanent employees, but volunteers, and they all receive a monthly stipend, which is not a lot of money. On the average they receive R990.00 per month. There were mixed reactions regarding the stipend they received. Some participants indicated that it is too little, as some of them are breadwinners in

their families. They have to pay for transport to come to the project, some are also studying and have to pay their fees, they have to pay rent, electricity, school fees, and other expenses.

The above is confirmed by what a participant from Hammanskraal said: “..., *it’s a stipend, it does not cover all expenses, only a bit, like if you look at the bigger picture, only 5%.*”

On another level, participants appreciated the fact that the stipend they receive assists them to afford the basic necessities and to be able to provide for themselves and their dependants. Participants expressed the feeling that although a stipend does not meet all of their economic needs, it is better than just staying at home with no income.

This sentiment is expressed by a participant from Hammanskraal: “*Well, for me, it’s not much but I’m okay with that because I can do a bit with that money. It’s very little, but it’s not like I’m just sitting at home doing nothing.*”

A challenge that the participants identified regarding their stipends is that at the beginning of the financial year, they go for months without receiving any payment as the government officials are busy “preparing papers”. This appears to be linked to project performance because participants stated that the government officials look at how the project performed and then make a decision regarding the release of funds for the next financial year. They refer to this period as a “dry season”. The positive aspect is that when a decision is made to release the money, they will also receive payment retrospectively. The view above was expressed by a participant from Winterveld: “*at times, there comes a time we like to call ‘dry season’. There are months that we do not get any money. It’s because at the department they are busy preparing the papers. There are times that they say it’s the end of the year and they’re starting a new one.*”

The economic development of people is important when the social development approach is adopted, as discussed in Chapter 2 of this study. Midgley (1995:25) endorses this by stating that “the welfare of people should be promoted together with economic development”.

## **Theme 2: The sustainability of the social sector of the EPWP**

It was imperative that the study should determine the participants' views regarding the long-term continuation of the programme linked to the social sector of the EPWP.

Participants expressed different views regarding this issue. Some participants indicated that it would be difficult for the programme to continue in the long term if government withdrew its support. The participants mentioned that they are expected to render assistance to others in the community and this will be jeopardised if they do not have money to pay for transport, food or to get the supplies that they use to help the needy. They also voiced the opinion that without government financial support, they may be de-motivated, and this may pose a danger to community members as they may abuse them out of frustration. This view is highlighted by a participant from Atteridgeville: *"I think even if it does continue, it would be difficult to meet needs and wants of the people and the community because, firstly, there are some poor families. So we need this programme to help them. So if we do not receive anything from the government, we will not be able to support and assist them. Because you find that we also have nothing. Like, HIV positive people take medication with food, so if there is no money, there is no food"*.

Another view was that the EPWP project may continue even beyond government intervention. This will be possible if the participants identify potential sponsors or donors. This is endorsed by the statement of a participant in Atteridgeville; *"Maybe eh, we can look for – what do you call them again? Sponsors. So that we can look after the patients.. .. : Especially since we mind children that come here..."*

Some of the participants were also of the opinion that they are serving the communities well, and when potential donors see the work they are doing, they will not hesitate to partner with them and give financial support. However, if donor funding is obtained, there needs to be strong leadership and strict monitoring to avoid corruption. This is confirmed by a participant

from Atteridgeville who stated *“It would be difficult because there is most likely to be some corruption and the programme would not last ..... So, it needs people who are strong leaders. Strong leadership – someone to monitor that it will succeed. But we as a community are lay-men and sooner or later there will be a childish disagreement and what would suffer”*.

A third view was that since the participants in the social sector of the EPWP are volunteers and not permanent employees; the programme will therefore continue for a long time, with or without government financial support. This is so because the participants have been working with communities voluntarily. Accordingly, they will continue to volunteer their services, as this is what they love doing. They are serving communities out of empathy, and most of them were engaged for many months in the programme without receiving any stipend; they were paid a stipend much later. This view is maintained by a participant from Hammaskraal : *“When we started here, we came because we were volunteers. Sometimes we get paid, sometimes we don’t. Mmm, so whether there is a stipend or not, we go there with empathy, because we want to help”*.

From the above, it is obvious that the issue of sustainability is important, and one way of ensuring this is to involve participants more in different aspects of the project planning and implementation. This view is supported by Mansuri and Rao (2004) who state that “community driven development can lead to improvement in delivery and strengthen the capacity of citizens to undertake self-initiated projects”.

Participants also expressed the view that the programmes adds value to their lives as they learn a lot, so they will continue with their involvement in the long term because the information they gain enriches their lives. For example, some home-based caregivers are HIV positive themselves, so they learn how to care for themselves and their health. They also extend the knowledge and skills to their own family members who are sick because they have learnt how to take care of them. This view is expressed by a participant from Hammanskraal: *“For example, I’m HIV positive... So, the information that I get*

*here helps me and I can also help others and it helps us in our families like say someone is sick, we now know how to take care of them and handle the situation”.*

The above confirms that Home Community Based Care builds capacity and promotes the autonomy of participants. It also builds the independence of individuals, families and caregivers (Department of Health, 2008).

### **Theme 3: Poverty Reduction**

As the EPWP is one of the South African government’s strategies to reduce poverty (Presidency, 2008), it was essential that the participants’ stance on the EPWP and poverty reduction be heard.

The participants view poverty reduction from two perspectives, implying two sub-themes, namely:

- Poverty reduction on community level and
- Poverty reduction on own individual level.

These two sub-themes will now be discussed below.

#### **Sub-theme 3.1: Poverty reduction on community level**

The participants were of the view that as beneficiaries of the EPWP, they are involved in poverty reduction at the community level when they deal with poor children in informal settlements in their communities. They assist them to reduce poverty in communities through short-term interventions where they give them food parcels whilst they look at other long-term strategies.

As a long term strategy to promote food security, participants assist communities to establish food gardens. This is an attempt to reduce poverty by ensuring that families have food. This is also more sustainable than handing out food parcels. In this regard, one participant in Hammanskraal stated: *“We also encourage them to start a food garden, because there is no one working in the household. So, with a vegetable garden they can just pick food and cook it and eat.”*

Some participants also highlighted the fact that they assist to reduce poverty in communities by promoting education so that community members can gain skills, and they also provide children with school uniforms. This is stated by one participant from Atteridgeville: *“If you go to the village that side at the squatter camp, the children from there can come here and get some food parcels.... Mmm, then they can also get some school uniform. Somehow this reduces poverty”*.

The contribution to poverty reduction through education is also confirmed by the Presidency (2008) when it mentions that one of the strategies to reduce poverty in South Africa is to enhance access to education.

### **Sub-theme 3.2 : Poverty reduction on an individual level**

The participants also revealed that though the stipend they receive is not a lot of money, it has enabled them to do different things to reduce poverty:

They are able to afford basic necessities for themselves and their families, for example, food, transport and education. One participant from Atteridgeville stated: *“Like as I said, first, I'm finishing matric. So this programme helps me raise funds for school and transport to school. It also helps me buy some groceries at home. Waking up every day and doing this work brings something, at least, at the end of the month.”*

Participants also became creative and found ways to increase their income by buying goods, e.g. socks and other items of clothing and selling them for a profit. A participant in Atteridgeville stated the following in this regard: *“Like for example selling socks. We buy them at Marabastad in bulk because they're cheaper that way... And then we come here to sell them, just to have another form of income”*.

Participants also assert that communal food gardens are a means of generating income, as they jointly produce vegetables and sell them to shops to make money. This is explained by a participant from Winterveld: *“We find*

*that there are women and men but they are doing nothing, they do not contribute anything so we encourage them to start a garden. Yes, and to sell some of their products. When the products are ready, we sell it and get some money at least and then there is a project like Oom Piet's in Pretoria North which sells vegetables."*

They have also formed social clubs where they each contribute a set amount of money monthly and the money benefits all the participants. This was pointed out by one participant from Atteridgeville: *"We also form groups where we each take out R200... And the pot goes to this one, one month and another, the next... We at least can earn more than R1000 some months."*

Participation in the EPWP also had a snowball effect as it led to other opportunities to reduce poverty. For example, as volunteers, during elections they were approached by Independent Electoral Commission (IEC) officers to assist and got an opportunity to earn extra money.

The issue of poverty alleviation is a global concern. This is backed by the fact that the first Millenium Development Goal (MDG) is to eradicate extreme poverty and hunger (Republic of South Africa, 2010). Therefore the activities of the EPWP programme to reduce poverty are supporting Goal 1 of the Millenium Development Goals.

#### **Theme 4: Job creation**

The creation of jobs is vital if poverty is to be reduced.

The participants shared several issues regarding the EPWP and job creation:

They stated that they are "volunteers" and receive a monthly stipend. There was a difference of opinion on whether they are working or volunteering. This view is expressed by a participant from Winterveld: *"This is an NGO, right? So we are basically volunteers, so when I do get a job, I move on up"*.

Another sentiment expressed is that they are also hopeful that because they received training in home-based care, counselling, TB awareness, Early Childhood Development and other areas, if permanent positions are created in government or private institutions, they will be considered first as they have gained a lot of experience. A participant from Hammanskraal pointed out that: *“As we volunteer, they see that we’ve been working for a long time and they might make us permanent workers. And then we can get something”*.

Public works programmes in South Africa target women, youth and persons with disabilities in order to provide income and thereby reduce poverty (Hunter, May & Padayachee, 2003:38). The EPWP has created temporary or “volunteer” jobs, where participants earn a stipend. This may lead to the finding of permanent jobs as the participants have been trained in some skills. There is also a risk for the sustainability of the programme because if participants find permanent work, they will leave the programme at short notice.

The jobs created in the social sector of the EPWP may not meet the description of decent work as explained by the ILO. It emphasises the following regarding creating decent work:

The goal is not just the creation of jobs, but the creation of jobs of acceptable quality. The quantity of employment cannot be divorced from its quality. All societies have a notion of decent work, but the quality of employment can mean many things. It could relate to different forms of work, and also to different conditions of work, as well as feelings of value and satisfaction. The need today is to devise social and economic systems which ensure basic security and employment while remaining capable of adaptation to rapidly changing circumstances in a highly competitive global market. (ILO, 2012)

The fact that the participants in the focus group were volunteers with only a stipend and no other benefits (e.g leave, medical aid, etc.) may mean that it does not satisfy the notion of decent work as described by the International Labour Organisation.

## **Theme 5: Skills development**

The participants saw the issue of skills development as one of the most important benefits for them and one of the factors that motivates them to continue to participate in the EPWP. The participants revealed that most of the participants have undergone the following training:

**Basic training in home-based care which takes 69 days.** During this training, they were taught the basics of caring for patients, how to administer medication, dressing wounds, taking blood pressure, basics of HIV and AIDS, Sexually Transmitted diseases, Tuberculosis.

**HIV and AIDS Counselling.** Regarding counselling, a participant from Winterveld mentioned the following: *“Eh, they taught us how to counsel people and also that when a person comes to you with a problem, firstly we should identify with the person...we should not judge them and say things like ‘this one is an idiot, s/he is annoying therefore s/he must do things this way’ And we must also be free to speak to the people and look them in the eye...mmm. And we were taught that our counselling rooms should be welcoming and friendly and not dull. Because when the people come here, they are already down and when they are counselled in a dull surrounding, they become even more demotivated”.*

**TB Awareness.** Here they became aware of TB, how it is treated and its prevalence.

**Voluntary Counselling and Testing.** They were taught how to counsel HIV positive people before and after they do an HIV test.

**How to run support groups.** Regarding support groups, a participant from Hammanskraal commented: *“We have an HIV support group, we share ideas. There can be that one person who is in denial about their illness, and think that they are alone, that they are the only one going through this. But before they accept their condition, they must go through the motions.. go through the stages”*

A participant from Winterveld confirmed the value of support groups by stating: *“They give a lot of support, because I've seen that most of the people that come to the support groups come from families that discriminate against them. Here, they can be strong and stand against that discrimination”*

The value of support groups is also emphasised by Toseland and Rivas (2011) when they state that support groups assist members to deal with stressful life events (e.g. HIV and AIDs) and they also assist group member to develop coping abilities.

**Caring for the caregiver: stress management.** About stress management and caring for the caregiver, a participant from Winterveld mentioned: *“We are part of the care of the carers programme Uhm, it's every first week of the month, we meet with other NGO's where we have some activities like swimming, discussion on how to relieve stress, for example. And then also as an NGO we have our own activities... We put on plays, play some football and stuff. Some days we do other things to also relieve stress”*.

**Report writing.** One participant from Atteridgeville remarked about the training on report writing: *“Right, like I came here without a matric certificate, and I didn't know how to write a report, but now, I know how to write a report and when even a person who has matric, the people that have matric, I can also help them.”*

They also received training in the following: Trauma de-briefing, how to refer clients to social workers, ancillary Health Care for NQF levels one, two and three, ECD, how to take care of children, parent-child communication, how to treat children in a day care centre and children's safety.

Skills development is and integral part of the EPWP. One of the outputs identified for the EPWP is that participants will acquire training, skills and information linked to exit strategies (Department of Public Works, 2004). This is evident in the range of training received by participants in the EPWP.

## Theme 6: Empowerment

The participants' views regarding their empowerment were sought. This is vital as the study focuses on the empowerment of women, youth and persons with disabilities. Participants stated that they have been empowered on a practical level and on a psychological level. On the practical level, they feel empowered because:

Firstly, they have gained concrete things, for example, a lot of knowledge from training. Secondly, they have gained practical skills such as caring for others. Regarding this, a participant from Hammanskraal explained : "*We help others and we find that we can help our families when we come across similar problems*".

Thirdly, they have gained information on diseases. A participant from Atteridgeville shared that: "*For me yes. I have been empowered, eh especially, like when I came here, I didn't know that much about HIV, umm. Now I can see I know a little bit and how to encourage someone to go to a clinic to get tested and again to know how to live with others*".

Fourthly, they facilitate workshops for children and youth on HIV and AIDS prevention, they are now able to write reports and communicate better, they can engage in problem-solving, and they have knowledge regarding meetings and the meeting procedures as they attend and participate in these gatherings.

On the psychological level, the participants mentioned that their self-esteem has improved, they have gained self confidence, they have gained leadership status in communities, they have certificates for the training they have completed, they feel a sense of power as they help others. A participant from Hammanskraal commented regarding empowerment: "*We get a stipend and we get a sense of relief from helping others.*"

They also mentioned that they have confidence to engage in public speaking.

The relationship between empowerment and poverty reduction is asserted by The World Bank, which recognizes empowerment as one of the three pillars of poverty reduction (Alsop & Heinsohn, 2005:5).

### **7.3.3 DISCUSSION OF RESEARCH FINDINGS**

Qualitative data was collected by means of focus groups, focusing on different aspects, like socio-economic needs, empowerment, skills development, job creation, sustainability and poverty. Quantitative data was collected by means of a questionnaire, focusing on the same aspects. The following is an integrated discussion of both qualitative and quantitative research findings.

#### **Socio-economic needs**

This aspect addressed the issue of the respondents' socio-economic needs and whether the EPWP was helping them in this regard.

The findings of the qualitative study regarding this issue partly confirmed the findings of the quantitative study. In the quantitative study, the agreement levels regarding the socio-economic needs of communities and participants are very high. In the qualitative study, the beneficiaries made a distinction between social and economic needs, whereas in the quantitative study they were addressed jointly. The focus group discussions revealed that the social needs of beneficiaries are met, but their economic needs are only partially met. This is maintained by a participant in one of the focus groups who stated “...it is a stipend, it does not cover all expenses, only a bit, like if you look at the bigger picture, only 5%”.

What emerged in the focus groups is that the beneficiaries' social needs are met, but their economic needs are not adequately addressed. The mixed methods research approach therefore added value in that issues which did not surface in the quantitative study emerged in the focus groups.

The above confirms that the social sector of the EPWP is underpinned by the social development approach, as it stresses the link between social and economic development (Patel, 2005).

The issue of socio-economic needs is connected to objective number three of the study, which focused on investigating whether the EPWP is based on the needs of the target groups.

### **Sustainability**

Regarding sustainability, there is a correlation between the findings of the quantitative and qualitative study.

Whilst the respondents in the quantitative study indicated that the social sector of the EPWP is well managed, there was ambiguity on whether it was sustainable. The agreement level on the question of whether there are resources to continue with the social sector of the EPWP were only 49.7%, which is an indication that the majority of the respondents were not convinced that the programme is sustainable.

The same sentiments as above were expressed by beneficiaries of this programme who participated in the focus groups. One participant stated that the issue of lack of strong leadership may jeopardise the sustainability and continuation of the programme. The participant said: *“It will be difficult, because there is most likely to be some corruption and the programme would not last ....so it needs people who are strong leaders. Strong leadership – someone to monitor that it will succeed.”* The consequence of this is that the issue of sustainability of the social sector of the EPWP is questionable and needs to be given attention.

This is linked to objective number five of the study, which emphasises the sustainability of the EPWP. The issue of sustainability is crucial in the context of the EPWP, because if it is to be sustainable, it has to be well run and managed, and the community members’ knowledge has to be utilised when decisions are taken (Patel, 2005).

### **Poverty reduction**

The issue of poverty alleviation is related to objective number three of the study, due to the fact that poverty reduction is linked to the socio-economic needs of EPWP beneficiaries. The importance of poverty alleviation in South Africa, is also emphasised by the United Nations (2010) which has identified poverty as one of South Africa's developmental challenges.

The fact that the social sector of the EPWP is a poverty alleviation strategy was substantiated by the quantitative part of the study. It brought to light that the social sector of the EPWP has made a contribution to poverty alleviation amongst the participants. The agreement levels on the issue of poverty reduction ranged from 87.4% to 55.3%. There was no agreement level below 50%.

The contribution made by the EPWP to alleviate poverty was also confirmed in the focus group discussions. What emerged in the qualitative part of the study is that the beneficiaries made a difference between their own poverty reduction as beneficiaries of the social sector of the EPWP, and the contribution that they were making to the poverty reduction in the communities in which they are working. One participant stated in this regard *“If you go to the village that side of the squatter camp, the children from there come here and get some food parcels, and they can also get some school uniforms. Somehow this reduces poverty.”*

The above is a critical issue which complements the quantitative findings, thus also confirming the importance of mixed methods research, as it offers an opportunity to get supplementary information.

### **Job creation**

Job creation is central to the social sector of the EPWP, as one of its intentions is to reduce poverty by creating jobs. Therefor this issue is also linked to objective number three of the study which focuses on the socio-economic needs of beneficiaries.

There was no clear agreement amongst the focus group participants about the contribution of the social sector of the EPWP to job creation. One participant stated “*this is and NGO, so we are basically volunteers, so when I get a job, I move up*”.

On the other hand, the quantitative study indicated that respondents perceive the social sector to have contributed to job creation, although these may be short-term jobs.

The gist of the above is that jobs have been created, but the qualitative study has provided the opportunity to uncover other factors, like the quality, length and status of these jobs which have been created in the social sector of the EPWP. These may not constitute ‘decent work’ as described by the ILO (1999).

### **Skills development**

Skills development is also linked to objective number three of the study, because it is related to the socio-economic needs of the beneficiaries of the EPWP.

The social sector of the EPWP emphasises skills development and training through the programmes of Home Community Based Care and Early Childhood Development. The focus group interviews confirmed what was found in the quantitative study, namely, that the social sector of the EPWP has made a significant contribution to skills development. This is confirmed by what was uttered by one participant “*like I came here without matric certificate, and I din’t know how to write a report, but now, I know how to write a report*”. The agreement levels in the quantitative study regarding skills development were very high, ranging from 90.1% to 77%.

Triangulation, therefore, offered an opportunity to affirm the findings of both the quantitative and qualitative part of the study.

### **Empowerment**

Empowerment is associated with objective number five of the study.

The quantitative part of the study indicated that all the targeted groups, namely women, youth and persons with disabilities were empowered by the social sector of the EPWP. However, the agreement levels were different for the three target groups. The agreement levels regarding the empowerment of women ranged from 87.2% - 60.5%. The agreement levels about the empowerment of youth ranged from 92.6% - 67.3%. The lowest agreement levels were those regarding the empowerment of persons with disabilities, which ranged from 64% - 51.3%. The agreement levels regarding women and youth were therefore significantly higher than those regarding persons with disabilities.

The qualitative study, on the other hand, revealed that no persons with disabilities participated in the social sector of the EPWP, as they had not been recruited to participate in the project. Only women and youth participated in the focus groups.

The mixed methods research was effective in bringing to the fore the exclusion of persons with disabilities. If the study was purely quantitative, it would have produced a distorted result, indicating that persons with disabilities may be empowered, whilst the qualitative study revealed their exclusion and therefore their lack of access to opportunities and empowerment.

#### **7.4 CLOSING REMARKS**

The chapter presented the findings of the empirical study. Because the study utilised both quantitative and qualitative methods, data was also analysed and interpreted accordingly. The quantitative study utilised a questionnaire as a measuring instrument, with a five point Likert scale, covering several items. The qualitative part of the study utilised focus groups as a data gathering method, and the data of these groups was analysed thematically. In the final chapter, conclusions and recommendations based on the findings of the study are presented.

## CHAPTER 8

### CONCLUSIONS AND RECOMMENDATIONS

#### 8.1 INTRODUCTION

The intention of this chapter is to present conclusions and recommendations stemming from the literature study and empirical research on the evaluation of the sustainability of the social sector of the EPWP to empower women, youth and persons with disabilities.

In South Africa, Public Works Programmes are targeted, and the official beneficiaries are the recruitment of forty percent (40%) women, twenty percent (20%) youth and two percent (2%) persons with disabilities (McCord, 2003). The purpose of the study was to evaluate whether the social sector of the EPWP, which is a Public Works Programme, was sustainable and empowering the groups which are its official targets. The results of the study are intended to offer scientific evidence which could be utilised by policy-makers and implementers of Public Works Programmes to further strengthen service delivery and alleviate poverty.

As mentioned above, the goal of this study was formulated as follows: “to evaluate the sustainability of the social sector of the EPWP to empower women, youth and persons with disabilities”.

The objectives of the study were:

- To conceptualize theoretically the phenomenon of poverty as well as the relevant strategies to alleviate poverty in South Africa.
- To explore and describe theoretically the content of the EPWP with specific emphasis on the social sector of the programme.
- To investigate whether the EPWP is based on the needs of the specific target groups, namely women, youth and persons with disabilities.
- To explore whether the benefits of EPWP projects for women, youth and persons with disabilities will continue beyond government’s intervention.

- To explore the strategies in place to empower women, youth and persons with disabilities regarding sustainability of the social sector of the EPWP .
- To make recommendations for policy-makers regarding the sustainability of the EPWP for women, youth and persons with disabilities.

Against this background the study was guided by the following research question:

How sustainable is the social sector of the EPWP to empower women, youth and persons with disabilities?

## **8.2 CONCLUSIONS AND RECOMMENDATIONS**

The following are conclusions made and recommendations, based on the literature review and empirical study.

### **8.2.1 Poverty as a social phenomenon**

The issue of poverty as a social phenomenon is linked to objective number one of the study.

Poverty can be defined in terms of income, where people's income is a measurement of whether people are poor or not. Alternative approaches to the definition of poverty are the subsistence idea, basic needs approach and the relative deprivation approach.

The subsistence idea views people as poor if they cannot afford basic necessities. The basic needs approach views people as poor if they cannot have access to basic services or cannot afford to provide for their basic needs. The relative deprivation approach views poor people as those whose basic needs have been met, but still experience some disadvantages in terms of their social environment.

Poverty is measured in terms of the monetary approach, the capability approach, the social exclusion approach and the participatory approach.

There is also relative and absolute poverty. The following **conclusions** are drawn regarding poverty as a social phenomenon:

- There are different approaches to the definition of poverty.
- Poverty is a global issue, and poverty levels differ in different regions and countries.
- South Africa is classified as an upper-middle-income country, but the majority of its citizens live in poverty.
- The South African government has different strategies to alleviate poverty, and the social sector of the EPWP is one of these strategies aimed at creating economic opportunities.

#### **Recommendations:**

- The unemployment levels should be lowered by the provision of more employment opportunities, so that more families can escape the poverty trap.
- Proper housing and sanitation should be provided to more citizens to lower the impact of poverty.
- Proper health care facilities should be provided to all citizens to ensure that they move out of poverty.

#### **8.2.2 Theoretical framework**

The social development approach emphasises the development and well-being of people, including economic development. The social development approach is linked strongly to a nation's macroeconomic policies and job creation. Another distinct factor of the social development approach is that it is inter-sectoral and includes different sectors such as health, education and economic development. It is also implemented at the micro and macro level.

The strengths perspective focuses on people's strengths, and subscribes to the notion that all human beings have strengths and capabilities within themselves which can be released. This approach also emphasises the empowerment of people and utilisation of their strengths in their own development.

The following **conclusions** are made regarding the theoretical framework for this study:

- The social development approach and the strengths perspective with all its prominent characteristics of empowerment, collaboration, capacity building and rights orientation underpin the EPWP. This is shown by the high levels of agreement of the participants on the different statements that explain the theoretical framework of the EPWP.
- The empirical findings indicated that the beneficiaries of the social sector of the EPWP are not always consulted in the planning of the programmes initiated by the social sector of the EPWP. This is a limitation in the context of the programme implementation.

**Recommendation:**

- The social development approach and the strengths perspective should receive greater prominence as theoretical approaches underpinning the EPWP in South Africa.
- Both the officials who are involved in the implementation of the EPWP as well as the beneficiaries should receive training in the social development approach and the strengths perspective in order to enhance the theoretical understanding and value of the EPWP.
- Beneficiaries of the social sector of the EPWP should be more consulted in the planning of the programmes initiated by the EPWP.

### 8.2.3 The EPWP with specific focus on the social sector

The focus on the social sector of the EPWP is linked to objective number two of the study.

Public works programmes are utilised by policy makers to offset the effects of poverty, especially in developing countries, although some western countries have also embarked on public works programmes. The primary objective of PWPs as set out by the United Nations is to create employment so that beneficiaries receive an income. The secondary objective of PWPs is to create infrastructure, and the tertiary objectives of PWPs are to empower the poor and provide employment to disadvantaged groups (e.g. women) and to slow down rural-urban migration.

In South Africa a National Public Works Programme was initiated in 1994. The EPWP is an extension of the National Public Works Programme. It is one of the government's strategies to alleviate poverty. The social sector focuses on Home Community Based Care, and Early Childhood Development Programmes.

The following **conclusions** are made regarding PWPs and the EPWP and its social sector:

- Public Works Programmes are utilised globally by policy-makers as a strategy to reduce poverty, especially in developing countries.
- Public Works Programmes are also utilized in South Africa to address the problem of poverty and unemployment.
- The objectives of the National Public Works Programme in South Africa are to offer job creation, poverty reduction and infrastructure development, as well as training and skills development. This distinguishes it from other PWPs in the world which do not include training.
- The social sector of the EPWP focuses on Home Community-based Care and Early Childhood Development, and therefore covers the primary and tertiary objectives of PWPs as set by the United Nations.

## Recommendations:

- Public Works Programmes should continue to be utilised as a poverty-alleviation strategy.
- Home Community-Based Care should continue as part of the social sector of the EPWP, as it contributes in rendering a holistic service to mitigate the effects of HIV and AIDS, tuberculosis, sexually transmitted diseases and other chronic illnesses.
- Early Childhood Development should continue to be part of the social sector of the EPWP as it renders a valuable service in preparing children for school.
- The possibility of broadening the scope of programmes in the social sector of the EPWP should be investigated.
- Policy-makers should consider including waste picking and recycling, job-creation for “unemployed men on the side of the road” and adult basic education and training as possible areas of expansion for the social sector of the EPWP.
- The EPWP should be implemented in all poverty stricken communities and not primarily in black African communities. This is in line with the social development approach which promotes the rights of all citizens.

### 8.2.4 The socio-economic needs on which the EPWP is based

The socio-economic needs on which the EPWP is based related to objective number three of the study.

The social sector of the EPWP is a strategy to alleviate poverty, therefore it is imperative that it is based on the socio-economic needs of beneficiaries of the programme. The following **conclusions** are drawn in this regard:

- The social sector of the EPWP is based on the socio-economic needs of the people involved in the programmes initiated by the EPWP as well as the socio-economic needs of communities in general.

- The qualitative findings indicated that through their involvement in the EPWP programmes, the social needs of participants were met by giving participants an opportunity to meet diverse people, to communicate with them and to socialize.
- The participants in the qualitative study revealed that their economic needs were taken care of through the stipend they received. Although the stipend paid to volunteers who participate in the social sector of the EPWP seems to be insufficient to enable them to move out of poverty and to meet their basic economic needs.

### **Recommendations:**

- The social sector of the EPWP should continue to be based on the socio-economic needs of participants in the programme, as well as the broader socio-economic needs of communities.
- The sectors involved in the social sector of the EPWP should undertake an investigation by means of a needs assessment to identify and implement more programmes than only HCBC and ECD.

### **8.2.5 The sustainability of the social sector of the EPWP**

Sustainability of the EPWP is connected to objective number four of the study.

Sustainability of poverty alleviation programmes is important so that vulnerable groups do not revert to a state of vulnerability when the programmes end. The following **conclusions** are drawn regarding the sustainability of the social sector of the EPWP:

- The management of the programme is organized, as is reflected in the empirical study.
- The social sector of the EPWP has led to an improvement in the income of participants, as they receive a stipend. However,

beneficiaries also indicated that the stipend is not sufficient to meet their basic needs.

- It seems as if the programmes initiated by the social sector of the EPWP is not sustainable in the long term due to lack of resources as well as the utilization of volunteers.
- The beneficiaries involved in Home Community Based Care programmes indicated that the programme adds value to their lives, builds capacity and promotes autonomy, which implies sustainable personal benefits.
- The programme appears to be implemented only in historically black communities, as can be deduced from the respondents in the quantitative study and the participants in the qualitative study. Exclusion of other communities may render the programme unsustainable.

### **Recommendations:**

- Strategies should be put in place to make the social sector of the EPWP more sustainable. This can be done by identifying partners in the private sector to support the program and to involve beneficiaries of the programme more constructively in project planning and implementation.
- The social sector of the EPWP should be implemented in all areas of the Gauteng Province to include all population groups, as this will enhance its sustainability.
- Officials and beneficiaries should be offered training to enable them to undertake sustainable development projects, with long term objectives.
- Information regarding poverty alleviation programs, including the social sector of the EPWP should be disseminated widely to all communities to ensure maximum participation and to ensure sustainability.

- The involvement of participants as volunteers in the programme should be re-considered, as it is not sustainable. More long term projects which have the potential to incorporate permanent employees should be initiated.

### **8.2.6 The social sector of the EPWP as a strategy to alleviate poverty**

The social sector of the EPWP as a strategy to alleviate poverty relates to objective number three of the study.

The South African government's strategies to alleviate poverty are numerous, and they include the following:

- Creation of economic opportunities
- Investment in human capital.
- Basic income security.
- Housing and household services.
- Comprehensive healthcare.
- Access to assets and social cohesion.

The social sector of the EPWP is one of the South African government's programmes to alleviate poverty, and is encompassed under two strategies, namely, the creation of economic opportunities and investment in human capital. The following **conclusions** are drawn:

- The social sector of the EPWP has made a contribution to poverty alleviation by enabling participants to access education and by contributing to the reduction of unemployment.
- It appears as if the social sector of the EPWP also enabled beneficiaries to access healthcare and to contribute to the reduction of illiteracy.
- Participants assist communities to access food by establishing food garden projects to alleviate poverty. These are more sustainable types of projects.

- Informal enterprises have been initiated by participants through the establishment of communal food gardens and the selling of their products to local businesses.
- The quantitative results suggest that the EPWP did not come up with enough job opportunities in rural areas to prevent people from moving to urban areas.
- Furthermore, it seems as if the income earned by participants in the EPWP is not enough to put them in a position where they can acquire more assets to reduce their vulnerability.

### **Recommendations:**

- The social sector of the EPWP should continue to be used as a poverty alleviation strategy.
- In order to mitigate rural-urban migration (which is one of the goals of PWWPs set by the UN), the EPWP should initiate income generating projects in rural communities. This will also help to alleviate poverty in rural areas.
- The implementation of the social sector of the EPWP should be implemented in all communities in South Africa, to ensure that all citizens benefit equally.

### **8.2.7 The social sector of the EPWP and job creation**

Job creation and the EPWP is based on objective number three of the study which focuses on strategies to alleviate poverty.

The social sector of the EPWP is implemented to reduce poverty through the creation of jobs. These jobs are created through the HCBC and ECD programmes.

The following are the **conclusions** drawn in this regard:

- In the delivery of HCBC and ECD programmes, partnerships have been formed with NPOs. This is in line with one of the principles of the social development approach, which emphasizes partnerships between government and NPOs.
- The jobs offered through HCBC and ECD include training, thus enabling participants to gain skills. This concurs with the social development approach which states that there should be no division between rendering services on a micro, mezzo and macro level.
- The social sector of the EPWP has contributed to job creation, although these may not be “decent jobs” according to the ILO’s definition of “decent work”, as they are volunteers and the stipend they
- The short term jobs created in the social sector of the EPWP are a limitation as it causes insecurity amongst the participants.
- The jobs created in the social sector of the EPWP are distributed fairly equally in all the districts of the Gauteng Province.
- There appears to be no clear exit strategies for beneficiaries of the social sector of the EPWP.
- The jobs created in the social sector of the EPWP appear to be relatively short-term, which might prove to be a limitation to the programme.

### **Recommendations:**

- Policy makers should investigate strategies to ensure the continuation of partnerships formed with the NPOs in the delivery of the social sector of the EPWP.
- The social sector of the EPWP should continue to offer training in different programmes to beneficiaries.

- The jobs created in the social sector of the EPWP should be reviewed, so that they meet the ILO's criteria for “decent work”.
- The jobs created in the social sector of the EPWP should continue to be distributed in all districts of the Gauteng Province.
- Policy makers should design an exit strategy for all beneficiaries of the social sector of the EPWP.
- The creation of permanent jobs in the social sector of the EPWP should be investigated.

### **8.2.8 The social sector of the EPWP and skills development**

Skills development is related to objective number three of the study.

The social sector of the EPWP strives to alleviate poverty through skills development and training. Skills development is part of the strategy of reducing poverty by investing in human capital. In the social sector of the EPWP skills development is undertaken by providing training in ECD and HCBC. The following **conclusions** are drawn regarding the EPWP and skills development:

- The social sector of the EPWP has made a contribution to skills development which will enable participants to reduce unemployment.
- The skills gained by participants in the social sector of the EPWP have the potential to enable them to find or create own employment.
- The skills gained in the social sector of the EPWP have enabled participants to improve their educational levels.
- The participants received training in areas such as home based care, HIV and AIDS counseling, TB awareness, voluntary counseling and testing and report writing.

- The training offered through the social sector of the EPWP does not always lead to an NQF based qualification or credits, but it contributes to skills development and to the reduction of unemployment.

#### **Recommendations:**

- The social sector of the EPWP should continue with its contribution to skills development through the training of participants.
- The EPWP should expand on more training programmes in order to enhance skills development.
- The training offered to participants in the social sector of the EPWP should be linked to a qualification or skills programme registered with the South African Qualifications Authority, in order to facilitate the entry of participants into formal employment or further education.

#### **8.2.9 The social sector of the EPWP and the empowerment of women**

The empowerment of women addresses objective number five of study, which seeks to explore strategies in place to empower women.

The empowerment of women is emphasized internationally, by structures like the United Nations. In South Africa, the empowerment of women has received a lot of attention, and various laws and policies were developed to address this issue. The following are the **conclusions** drawn regarding the empowerment of women by the social sector of the EPWP:

- South Africa has policies and laws to enable the empowerment of women. It is also a signatory to international conventions which promote the empowerment of women.
- The social sector of the EPWP has made a contribution to the empowerment of women by creating jobs specifically for women, although this may be short-term as most of them participate as volunteers.

- The social sector of the EPWP has empowered women on a practical and psychological level.

### **Recommendations:**

- The social sector of the EPWP should continue and intensify strategies to target women as participants, in order to contribute to the empowerment of women in South Africa.
- Strategies should be put in place to ensure that the jobs that women undertake are in line with the ILO definition of “decent work”, for instance, the jobs should offer security in terms of duration and benefits.

### **8.2.10 The social sector of the EPWP and the empowerment of youth**

Youth empowerment also relates to objective number five of the study.

Youth empowerment has also received recognition internationally, and specifically by the United Nations. Youth make up a large percentage of the population in South Africa, and their empowerment is viewed as critical. The following **conclusions** are drawn regarding the empowerment of youth:

- South Africa has policies and laws to enable the empowerment of youth.
- Youth were actively recruited to participate in the social sector of the EPWP.
- The social sector of the EPWP has given youth an opportunity to earn an income by participating in its programmes
- The social sector of the EPWP has made a contribution to the empowerment of youth, although this may be short-term as many participate as volunteers.

## **Recommendations:**

- The social sector of the EPWP should continue and intensify strategies to target more youth as participants, thereby contributing to the empowerment of youth by creating jobs and focusing on skills development.
- Strategies should be put in place to ensure that the the jobs that the youth are involved in are in line with the ILO's definition of "decent work", that is, the jobs should be made permanent and offer secure employment and other benefits, not just a stipend.

### **8.2.11 The social sector of the EPWP and the empowerment of persons with disabilities**

The empowerment of persons with disabilities is associated with objective number five of the study.

The United Nations and South Africa recognize that the empowerment of persons with disabilities is important, as they are part of society. As a result, South Africa has put in place policies and statutes aimed at creating an enabling environment for the empowerment of persons with disabilities. The following **conclusions** are drawn regarding the empowerment of persons with disabilities:

- South Africa has policies and laws to enable the empowerment of persons with disabilities. It is also a signatory to international conventions which promote the empowerment of persons with disabilities.
- Theoretically, the social sector of the EPWP has strategies to empower persons with disabilities, but it seems as if in practice persons with disabilities are excluded from participating in the social sector of the EPWP in the Gauteng Province, as they were not recruited to

participate. This is despite the fact that they are official targets of the programme.

- The social sector of the EPWP did not empower persons with disabilities, as they were not recruited to participate in the programme.
- Persons with disabilities have lost opportunities to gain skills and to earn an income by exclusion from participation in the social sector of the EPWP.
- The Departments of Health, Social Development and Education in the Gauteng Province have not met their 2% target of including persons with disabilities as beneficiaries of the social sector of the EPWP.

### **Recommendations:**

- Persons with disabilities should be actively recruited to participate in the social sector of the EPWP, thereby ensuring their inclusion in the programme.
- The Departments of Health, Social Development and Education in Gauteng should give serious attention to the development of strategies to ensure that they meet the official target of including 2% persons with disabilities in the social sector of the EPWP.
- Alternative work opportunities should be explored to create an enabling environment for persons with disabilities to participate in the social sector of the EPWP.
- A national study should be conducted to determine national trends regarding the inclusion of persons with disabilities in the EPWP in all the provinces in South Africa.

### **8.3 ACHIEVEMENT OF THE GOAL AND OBJECTIVES OF THE STUDY**

The goal of this study was formulated as follows: to evaluate the sustainability of the social sector of the Expanded Public Works Programme to empower

women, youth and the persons with disabilities. Table 8.1 below gives a summary of how the study objectives were achieved.

**Table 8.1: Achievement of study objectives**

<b>Number</b>	<b>Objective</b>	<b>How it was achieved</b>
1.	To conceptualise theoretically the phenomenon of poverty as well as the relevant strategies and policies to alleviate poverty in South Africa.	This objective was achieved through the literature review presented in Chapter 3 of the report.
2.	To explore and describe theoretically the content of the Expanded Public Works Programme with specific emphasis on the Social sector of the programme.	This objective was achieved through the description of the programme in Chapter 4 of the report.
3.	To investigate whether the Expanded Public Works Programme is based on the needs of the specific target groups, namely women, youth and the persons with disabilities.	This objective was achieved through the empirical study, which revealed that the social sector of the EPWP is based on the needs of participants.
4.	To explore whether the benefits of EPWP projects for women, youth and the persons with disabilities will continue beyond government's intervention.	This objective was reached through the empirical study which revealed that a substantial number of participants are of the opinion that it may not be sustainable beyond government's intervention.
5.	To explore the strategies in place to	This objective was

	empower women, youth and the persons with disabilities regarding sustainability of the social sector of the Expanded Public Works Programme	reached through the content of chapter 5 of the study which revealed that there are strategies in place to empower women, youth and persons with disabilities in South Africa. The empirical study revealed that whilst women and youth were being empowered, there was not enough done to recruit and empower persons with disabilities.
6.	To make recommendations for policy makers regarding the sustainability of the Expanded Public Works Programme for women, youth and persons with disabilities.	Recommendations are made in Chapter 8 of the study.

#### 8.4 CONCLUDING REMARKS

Poverty is a global phenomenon and South Africa has not escaped its scourge. This is marked by the fact that the first Millenium Development Goal addresses the issue of poverty. The empowerment of women, youth, and persons with disabilities is also high on global agenda, and is also addressed by the Millenium Development Goals. South Africa has developed comprehensive strategies to mitigate the effects of poverty and the EPWP forms part of these initiatives. This is in line with global trends as PWPs have been implemented globally as poverty alleviation strategies.

South Africa has also developed laws and policies to promote the empowerment of women, youth and persons with disabilities, but the program evaluation done by this study raises concerns regarding the implementation of these policies especially as far as persons with disabilities are concerned.

While the social sector of the EPWP has made a contribution to job creation, poverty alleviation and skills development, serious thinking needs to be done regarding the types of jobs created in the social sector of the EPWP, and how its sustainability can be ensured. Even though the social sector of the EPWP in Gauteng Province involves youth and women, persons with disabilities have been excluded, resulting in a loss of potential income and opportunities.

The goal and objectives of the study have been achieved through a literature review and an empirical study.

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## Appendix 1

### Written letter of approval from the National Department of Public Works



## public works

Department:  
Public Works  
REPUBLIC OF SOUTH AFRICA

Enquiries: **Ismail Akhalwaya**  
Tel: 012 337 2176 Fax: 012 337 3201  
e-mail: [ismail.akhalwaya@dpw.gov.za](mailto:ismail.akhalwaya@dpw.gov.za)

To Whom It May Concern:

This letter serves to acknowledge that the EPWP unit in the Department of Public Works has been consulted by Ms B.J. Mohapi regarding her intention to do a PHD on the EPWP.

We are aware of the focus of her thesis and welcome her contributions to the debate that will hopefully lead to the enhancement of the EPWP in meeting its objectives.

Please do not hesitate to contact me should you require any other information.

Yours Sincerely

**ISMAIL AKHALWAYA**  
**CHIEF DIRECTOR: EPWP**  
DATE: *1 March 2007*

## Appendix 2

# Written letter of approval from Gauteng Education Department



UMnyango WezeMfundo  
Department of Education

Lefapha la Thuto  
Departement van Onderwys

---

Enquiries Shadrack Phele

(011) 355 0285

21 August 2007

Mrs Mohapi Boitumelo Joyce  
636 Makou Street  
Monument Park Extention  
0181

Dear Mrs Mohapi Boitumelo Joyce

**APPROVAL TO CONDUCT ACADEMIC RESEARCH**

The Gauteng Department of Education hereby grants permission to conduct research in its institutions as per application.

Topic of research: "An evaluation of the sustainability of the social sector of the expanded public works programme to empower women, youth and the disabled".

Degree: D.Phil (Social Work).

Name of university: University of Pretoria.

Upon completion of the research project the researcher is obliged to furnish the Department with copy of the research report (electronic or hard copy).

Wish you success in your academic pursuit.

Sincerely,

  
pp Shadrack Phele

---

TOM WASPE  
CHIEF INFORMATION OFFICER



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Office of the DDG:IS & KM (CIO)  
Room 1807, 111 Commissioner Street, Johannesburg, 2001 P.O.Box 7710, Johannesburg, 2000  
Tel: (011) 355-1514/1507 Fax: (011) 355-0734/0833 E-mail: [tomw@gpg.gov.za](mailto:tomw@gpg.gov.za) or [eiridar@gpg.gov.za](mailto:eiridar@gpg.gov.za)

## Appendix 3

# Written letter of approval from Gauteng Health and Social Development

CONDITIONS OF APPROVAL OF RESEARCH CONDUCTED GAUTENG DEPARTMENT OF HEALTH  
AND SOCIAL DEVELOPMENT (GDHSD)

For approval by Director: Policy, Planning and Research:



HEALTH AND SOCIAL DEVELOPMENT  
(GDHSD)

POLICY, PLANNING AND RESEARCH (PPR)

Enquiries: Sue le Roux

Tel: +2711 355 3212

Fax: +2711 355 3675

Email: [Sue.LeRoux@gauteng.gov.za](mailto:Sue.LeRoux@gauteng.gov.za)

---

ONLY FOR APPROVAL OF THE RESEARCH STUDY TO BE CONDUCTED BY MOHAPI OF UNIVERSITY OF  
PRETORIA ENTITLED "AN EVALUATION OF THE SUSTAINABILITY OF THE SOCIAL SECTOR OF THE EXPANDED  
PUBLIC WORKS PROGRAMME TO EMPOWER WOMEN, YOUTH AND THE DISABLED

CONTACT DETAILS OF THE RESEARCHER	
<b>Date</b>	29 March 2010
<b>Tel number</b>	+2712 347 6967/ +27 83 525 1284
<b>Email</b>	Not provided
<b>Researcher /Principal investigator (PI)</b>	BJ Mohapi
<b>Supervisor</b>	Prof. CS Delpont
<b>Institution</b>	Department of Social Work and Criminology, University of Pretoria
<b>Research title</b>	<b>An evaluation of the sustainability of the social sector of the expanded public works programme to empower women, youth and the disabled</b>

Approval is hereby granted by the Gauteng Department of Health and Social Development for the above research project to be conducted. Approval is limited to compliance with the following terms and conditions:

1. All principles and South African regulations pertaining to ethics of research are observed and adhered to by all involved in the research project. Ethics approval is only acceptable if it has been provided by a South African research ethics committee which is accredited by the National Health Research Ethics Council (NHREC) of South Africa; this is regardless of whether ethics approval has been granted elsewhere.

Of key importance for all researchers is that they abide by of all research ethics principles and practice relating to human subjects as contained in the Declaration of Helsinki (1964, amended in 1983) and the constitution of the Republic of South Africa in its entirety. Declaration of Helsinki upholds the following principles when conducting research, respect for:

- Human dignity;
- Autonomy;
- Informed consent;
- Vulnerable persons;

- Confidentiality;
  - Lack of harm;
  - Maximum benefit;
  - and justice
2. The GDHSD is indemnified from any form of liability arising from or as a consequence of the process or outcomes of any research approved by HOD and conducted within the GDHSD domain;
  3. Researchers commit to providing the GDHSD with periodic progress and a final report; short term projects are expected to submit progress reports on a more frequent basis and all reports must be submitted to the Director: Policy, Planning and Research of the GDHSD;
  4. The Principal Investigator shall promptly inform the above mentioned office of changes of contact details or physical address of the researching individual, organisation or team;
  5. The Principal Investigator shall inform the above office and make arrangements to discuss their findings with GDHSD prior to dissemination;
  6. The Principal Investigator shall promptly inform the above mentioned office of any adverse situation which may be a health hazard to any of the participants;
  7. The Principal Investigator shall request in writing authorization by the HOD via PPR for any intended changes of any form to the original and approved research proposal;
  8. If for any reason the research is discontinued, the Principal Investigator must inform the above mentioned office of the reasons for such discontinuation;
  9. A formal research report upon completion should be submitted to the Director: Policy, Planning and Research of the GDHSD with recommendations and implications for GDHSD, the Directorate will make this report available for the HOD.

**AGREEMENT BETWEEN THE GAUTENG DEPARTMENT OF HEALTH AND SOCIAL DEVELOPMENT (GDHSD)  
AND THE RESEARCHER**

Ms. S le Roux

Director: Policy, Planning and Research

Date: 21/03/2010

Signature:



Name and surname of Principal Researcher

Research/Academic Institution

Date:

Signature:

GDHSD RESEARCH PROPOSAL EVALUATION FORM

For approval by Director: Policy, Planning and Research



HEALTH AND SOCIAL DEVELOPMENT  
(GDHSD)

POLICY, PLANNING AND RESEARCH (PPR)

Enquiries: Sue le Roux

Tel: +2711 355 3212

Fax: +2711 355 3675

Email: Sue.LeRoux@xouteng.gov.za

SECTION A

Researcher Name	BJ Mohapi
Physical Address	Department of Social Work and Criminology, University of Pretoria
Postal Address	Department of Social Work and Criminology, University of Pretoria, Pretoria, 0001
Telephone	+2712 347 6967/ +27 83 525 1284
Email	Not provided
Institution	Department of Social Work and Criminology, University of Pretoria
Research Topic	An evaluation of the sustainability of the social sector of the expanded public works programme to empower women, youth and the disabled
Date Received by the Directorate PPR	02 March 2010
Date Received Reviewer	26 March 2010
Final Review Date	29 March 2010
Date Submitted to Director of PPR	29 March 2010
Research Site(s)	
Type of research	Applied research (program evaluation) which will make use of both qualitative and quantitative methods. Qualitative: Focus group interviews of beneficiaries of EPWP (youth, women and disabled); Quantitative: Interviews of senior managers of health, education and social services who will then distribute to implementers of EPWP.
Supervisor	Prof. CS Delpoit

SECTION B- PROPOSAL REVIEW

	YES	NO	Comments
1. Is this research project within the scope of the Department of Health and Social Development's key policy priorities/directives?	✓		<p>The study will investigate the sustainability of social sector of the expanded public works programme (EPWP) to empower women, youth and the disabled. EPWP is a government programme which should be championed by sector departments such as education, health and social development, especially the social sector component of the EPWP. Findings of the study could help shape policy in this situation.</p> <p>Some components of the social sector part of EPWP that are closely related to GDHSD include:</p> <ul style="list-style-type: none"> <li>▪ Home Community Based Care;</li> <li>▪ Early Childhood Development.</li> </ul> <p>The overall aim of EPWP is to help build sustainable communities by increasing the value of assets and improve their socioeconomic conditions. This fits perfectly with strategic goals of GDHSD and information regarding sustainability especially for vulnerable groups will be useful in reforming policy.</p>
2. Content of Research:			
▪ Original work	✓		
▪ New facts, ideas	✓		
▪ Confirmation of uncertain data		✓	
▪ Repetition of known data and consequently of limited importance		✓	
▪ Insufficient research information	✓		
▪ Confusion of topics/questions		✓	
3. Is the title of the research project suitable?	✓		<p>The title of the study is: An evaluation of the sustainability of the social sector of the expanded public works programme to empower women, youth and the disabled</p> <p>It is adequate crafted and needs no modification.</p>

**SECTION B- PROPOSAL REVIEW**

	YES	NO	Comments
4. Are the objectives of the research project adequate?	✓		<p><u>Objectives</u></p> <p>The study is a PhD thesis and the stated objectives tie very well with the overall purpose of the research study. Objectives include:</p> <ol style="list-style-type: none"> <li>1. To conceptualize theoretically the phenomenon of poverty as well as the relevant strategies and policies to alleviate poverty in South Africa.</li> <li>2. To explore and describe theoretically the content of the Expanded Public Works Programme with specific emphasis on the Social Sector of the programme.</li> <li>3. To investigate whether the Expanded Public Works Programme is based on the needs of the specific target groups, namely women, youth and the disabled.</li> <li>4. To explore whether the benefits of EPWP projects for women, youth and the disabled will continue beyond government's intervention.</li> <li>5. To explore the strategies in place to empower women, youth and the persons with disabilities regarding sustainability of the Social Sector of the Expanded Public Works Programme.</li> <li>6. To make recommendations for policy makers regarding the sustainability of the Expanded Public Works Programme for women, youth and the disabled.</li> </ol>
5. Could the objectives be limited to better focus on the project's main objective?		✓	

**SECTION B- PROPOSAL REVIEW**

	YES	NO	Comments
6. Writing style			
• The text of the proposal is clear	✓		
• The nomenclature used is correct	✓		
• The references used are relevant, comprehensive and accurate (corrected)		✓	
• The spelling and grammar are correct	✓		
• The language needs improvement		✓	
• The research proposal needs restyling and rewriting		✓	
7. Are the research methods appropriate to the study	✓		
8. Does the study have ethical approval? If yes, name the ethics committee	✓		Yes <i>The University of Pretoria's Research Proposal and Ethics Committee in the Faculty of Humanities granted ethics approval on 08 November 2007.</i>
9. Is data collection method in line with study design?		✓	Qualitative and quantitative methodology will be used, this will give a balanced view of issues both from the implementers perspective and recipients of EPWP.
10. Is time frame of the proposal adequate to meet the objectives?	✓		
11. Is it stated in the proposal the method of dissemination of the results of the research project?	✓		A report will be disseminated and respondents will be given feedback where any misconceptions that may have occurred as a result of the study are clarified.

12. Is the possible conflict of interests clarified?	✓		
13. Are financial implications and financial support transparent?	✓		There is no financial implication of this study for GDHSD.

**SECTION C - SUMMARY OF THE RESEARCH PROPOSAL**

The proposed PhD study is relevant for improving EPWP as a policy that GDHSD is implementing; the focus on vulnerable groups is even more relevant. The study poses no danger to participants and shows no signs of a potential disruption of service delivery at GDHSD.

It is not stated in the proposal how the researcher expects the GDHSD to assist in either recruiting beneficiaries of the EPWP or the relevant senior managers who will then identify the implementers of the programme.

The objectives are clear as stated above and are achievable.

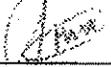
Ethics clearance certificate was granted by the *University of Pretoria's Research Proposal and Ethics Committee in the Faculty of Humanities* granted ethics approval on 08 November 2007.

The research project has no financial, HR or service delivery disruption implications for the GDHSD and therefore recommended for approval.

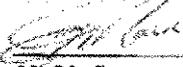
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SECTION D -- AUTHORIZATION

Reviewed and recommended/ ~~not recommended~~ by:

  
Mr S Mkhoka  
Deputy Director: Policy, Planning and Research  
Date: 29/02/10

Approved/ not approved by:

  
Ms S le Roux  
Director: Policy, Planning and Research  
Date: 2/03/2010

CONDITIONS OF APPROVAL OF RESEARCH CONDUCTED GAUTENG DEPARTMENT OF HEALTH  
AND SOCIAL DEVELOPMENT (GDHSD)

For approval by Director: Policy, Planning and Research



HEALTH AND SOCIAL DEVELOPMENT  
(GDHSD)

POLICY, PLANNING AND RESEARCH (PPR)

Enquiries: Sue le Roux

Tel: +2711 355 3212

Fax: +2711 355 3675

Email: [Sue.LeRoux@gauteng.gov.za](mailto:Sue.LeRoux@gauteng.gov.za)

---

ONLY FOR APPROVAL OF THE RESEARCH STUDY TO BE CONDUCTED BY MOHAPI OF UNIVERSITY OF  
PRETORIA ENTITLED "AN EVALUATION OF THE SUSTAINABILITY OF THE SOCIAL SECTOR OF THE EXPANDED  
PUBLIC WORKS PROGRAMME TO EMPOWER WOMEN, YOUTH AND THE DISABLED"

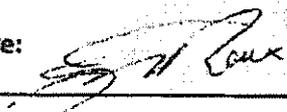
- Confidentiality;
  - Lack of harm;
  - Maximum benefit;
  - and justice
2. The GDHSD is indemnified from any form of liability arising from or as a consequence of the process or outcomes of any research approved by HOD and conducted within the GDHSD domain;
  3. Researchers commit to providing the GDHSD with periodic progress and a final report; short term projects are expected to submit progress reports on a more frequent basis and all reports must be submitted to the Director: Policy, Planning and Research of the GDHSD;
  4. The Principal Investigator shall promptly inform the above mentioned office of changes of contact details or physical address of the researching individual, organisation or team;
  5. The Principal Investigator shall inform the above office and make arrangements to discuss their findings with GDHSD prior to dissemination;
  6. The Principal Investigator shall promptly inform the above mentioned office of any adverse situation which may be a health hazard to any of the participants;
  7. The Principal Investigator shall request in writing authorization by the HOD via PPR for any intended changes of any form to the original and approved research proposal;
  8. If for any reason the research is discontinued, the Principal Investigator must inform the above mentioned office of the reasons for such discontinuation;
  9. A formal research report upon completion should be submitted to the Director: Policy, Planning and Research of the GDHSD with recommendations and implications for GDHSD, the Directorate will make this report available for the HOD.

**AGREEMENT BETWEEN THE GAUTENG DEPARTMENT OF HEALTH AND SOCIAL DEVELOPMENT (GDHSD) AND THE RESEARCHER**

\_\_\_\_\_  
Ms. S le Roux

Director: Policy, Planning and Research

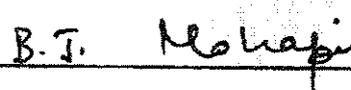
Date: 31/03/2010

Signature: 

\_\_\_\_\_  
Name and surname of Principal Researcher : B. J. MOHAPI

Research/Academic Institution : UNIVERSITY OF PRETORIA

Date: 6 APRIL 2010

Signature: 

# Appendix 4

## Questionnaire

**THE SUSTAINABILITY OF THE SOCIAL SECTOR OF THE EXPANDED PUBLIC WORKS PROGRAMME TO EMPOWER WOMEN, YOUTH AND THE DISABLED**

*Please answer all questions by circling the number in the shaded box or by writing your answer in the shaded space provided.*

**SECTION A: PERSONAL DETAILS**

1. What is your gender? (circle one answer only)

Male	1
Female	2

2. What is your race? (circle one answer only)

White	1
Black	2
Coloured	3
Indian	4
Other (specify):	

3. What is your home language? (circle one answer only)

English	1
Afrikaans	2
Setswana	3
Sesotho	4
Sepedi	5
IsiNdebele	6
IsiZulu	7
IsiXhosa	8
Siswati	9
Tshivenda	10
Xitsonga	11
Other (specify):	

4. What is the highest educational level that you have successfully completed? (circle one answer only)

Matric	1.
Undergraduate Certificate	2.
Undergraduate Diploma	3.
Postgraduate Certificate	4.
Postgraduate Diploma	5.
Undergraduate Degree	6.
Postgraduate degree	7.

5. What is your job position?

6. In which Department are you employed? (circle one answer only).

Health	1.
Social Development	2.
Education	3.

7. Please specify the district in which you are employed

Ekurhuleni	1
Tshwane	2
Johannesburg Metro	3
West Rand	4
Sedibeng	5
Motsweding	6

**SECTION B: THEORETICAL FRAMEWORK OF THE SOCIAL SECTOR OF THE EPWP**

8. Read the following statements, and on a scale of 5 (strongly agree), 4 (agree), 3 (neutral) 2 (disagree) and 1 (strongly disagree) indicate your opinion on the theoretical approach on which the EPWP is based

Statement	5	4	neutral	2	1
(a)The social sector of the EPWP aims at improving the lives of people by giving them opportunities to earn an income					
(b)The social sector of the EPWP incorporates different departments.					
(c)The social sector of the EPWP is implemented at an individual level to enhance human growth.					
(d)The social sector of the EPWP is implemented at community level to enhance the empowerment of communities.					
(e)The social sector of the EPWP aims to empower people by providing skills .					
(f)The social sector of the EPWP provides jobs.					
(g)The beneficiaries of the EPWP are consulted in planning the programme.					
(h)The social sector of the EPWP provides beneficiaries of programme with the opportunity to make choices in participation.					
(i)The social sector of the EPWP provides beneficiaries with an opportunity to feel that they belong					
(j)The social sector of the EPWP offers beneficiaries an opportunity to demonstrate their ability to overcome difficulties					
(k)The social sector EPWP is a collaboration between beneficiaries and the government					
(l)The social sector of the EPWP emphasises the strengths of participants					
(m)The social sector of the EPWP is based on the rights of the people					

**SECTION C: THE SOCIO-ECONOMIC NEEDS ON WHICH THE SOCIAL SECTOR OF THE EPWP IS BASED**

9. Read the following statements, and on a scale of **5 (strongly agree)**, **4 (agree)**, **3 (neutral)**, **2 (disagree)** and **1 (strongly disagree)** indicate your opinion on the issue of socio-economic needs on which the Social Sector of the EPWP is based.

Statement	sa	a	neutral	d	sd
(a)The Social Sector EPWP is based on the socio-economic needs of communities	5	4	3	2	1
(b)The Social Sector EPWP is based on the socio-economic needs of families	5	4	3	2	1
(c)The Social Sector EPWP is based on the socio-economic needs of the government	5	4	3	2	1
(d)The Social Sector EPWP is based on the socio-economic needs of participants in the programme	5	4	3	2	1
(e)The Social Sector EPWP is based on the socio-economic needs of South Africa	5	4	3	2	1

**SECTION D: THE SUSTAINABILITY OF THE SOCIAL SECTOR OF THE EPWP**

10. Read the following statements, and on a scale of **5 (strongly agree)**, **4 (agree)**, **3 (neutral)**, **2 (disagree)** and **1 (strongly disagree)** indicate your opinion on the issue of sustainability of the Social Sector of the EPWP.

Statement	sa	a	neutral	d	sd
(a)The benefits of the Social Sector of the EPWP will continue after the government's programmes have terminated.	5	4	3	2	1
(b) There are resources available to continue with the Social Sector of the EPWP	5	4	3	2	1
(c)The social sector of the EPWP is feasible	5	4	3	2	1
(d) The social sector of the EPWP is a long term programme	5	4	3	2	1
(e)The social sector of the EPWP is managed in an organised manner	5	4	3	2	1
(f)The social sector of the EPWP has led to an improvement in the income of participants	5	4	3	2	1

### SECTION E: THE SOCIAL SECTOR OF THE EPWP AS A STRATEGY TO REDUCE POVERTY

11. Read the following statements and on a scale of **5 (strongly agree)**, **4 (agree)**, **3 (neutral)**, **2 (disagree)** and **1 (strongly disagree)** indicate your opinion on the Social Sector of the EPWP as a strategy to reduce poverty

Statement	sa	a	neutral	d	sd
(a)The social sector EPWP enabled participants to access food.	5	4	3	2	1
(b)The social sector EPWP enabled participants to access healthcare.	5	4	3	2	1
(c)The social sector EPWP enabled participants to access education.	5	4	3	2	1
(d)The social sector of the EPWP contributed to the alleviation of oppression.	5	4	3	2	1
(e)The social sector of the EPWP contributed to the reduction of illiteracy.	5	4	3	2	1
(f)The social sector of the EPWP contributes to the reduction of unemployment	5	4	3	2	1
(g)The social sector of the EPWP slows down the migration of people from rural to urban areas by creating jobs	5	4	3	2	1
(h)The social sector of the EPWP is re-distributing resources to reduce inequality	5	4	3	2	1
(i)The social sector of the EPWP is contributing to the reduction of vulnerability by enabling participants to have more assets	5	4	3	2	1

### SECTION F: THE SOCIAL SECTOR OF THE EPWP AND JOB CREATION

12. Read the following statements, and on a scale of **5 (strongly agree)**, **4 (agree)**, **3 (neutral)**, **2 (disagree)** and **1 (strongly disagree)** indicate your opinion on the jobs created by the social sector of the EPWP

Statement	sa	a	neutral	d	sd
(a)The jobs created in the social sector EPWP are labour intensive jobs	5	4	3	2	1
(b)The jobs created in the social sector EPWP are distributed equally in the six (6) districts in the Gauteng Province	5	4	3	2	1

(c)The jobs created in the social sector EPWP last twenty four months and less	5	4	3	2	1
(d)The jobs created in the social sector EPWP provide an opportunity for participants to gain skills	5	4	3	2	1
(e)There is an exit strategy for all participants employed in the social sector of the EPWP.	5	4	3	2	1
(f)In the delivery of Home Community Based Care, partnerships have been formed with Non Profit Organisations to deliver training.	5	4	3	2	1
(g)In the delivery of Early Childhood Development, partnerships have been formed with Non Profit Organisations to deliver training.	5	4	3	2	1

### SECTION G: THE SOCIAL SECTOR EPWP AND SKILLS DEVELOPMENT

13. Read the following statements, and on a scale of 5 (strongly agree), 4 (agree), 3 (neutral) 2 (disagree) and 1 (strongly disagree) indicate your opinion on the social sector of the EPWP and skills development.

Statement	sa	a	neutral	d	sd
(a)The social sector of the EPWP has contributed to skills development	5	4	3	2	1
(b)The skills that have been acquired through the social sector EPWP will enable participants to find jobs	5	4	3	2	1
(c)The skills that have been gained through the social sector EPWP will enable participants to create their own jobs	5	4	3	2	1
(d)The skills gained in the social sector EPWP will help to reduce unemployment.	5	4	3	2	1

### SECTION H: EMPOWERMENT OF WOMEN

14. Read the following statements and on a scale of **5 (strongly agree)**, **4 (agree)**, **3 (neutral)**, **2 (disagree)** and **1 (strongly disagree)** indicate your opinion on the Social Sector of the EPWP as a strategy to empower women

Statement	sa	a	neutral	d	sd
(a)The Social Sector of the EPWP has strategies to empower women	5	4	3	2	1
(b)In the Social Sector of the EPWP, women are actively recruited to participate	5	4	3	2	1
(c)In the Social Sector of the EPWP, women are given preference when participants are recruited.	5	4	3	2	1
(d)Women in the Social Sector of the EPWP were given opportunities to make choices regarding their participation	5	4	3	2	1
(e)Female participants in the Social Sector of the EPWP developed a sense of power	5	4	3	2	1
(f)Female participants in the Social Sector of the EPWP gained a source of income.	5	4	3	2	1

### SECTION I: EMPOWERMENT OF YOUTH

15. Read the following statements and on a scale of **5 (strongly agree)**, **4 (agree)**, **3 (neutral)**, **2 (disagree)** and **1 (strongly disagree)** indicate your opinion on the Social Sector of the EPWP as a strategy to empower youth.

Statement	sa	a	neutral	d	sd
(a)The Social Sector of the EPWP has strategies to empower youth	5	4	3	2	1
(b)In the Social Sector of the EPWP, young people are actively recruited to participate	5	4	3	2	1
(c)In the Social Sector of the EPWP, youth are given preference when participants are recruited.	5	4	3	2	1
(d)Youth in the Social Sector of the EPWP were given opportunities to make choices regarding their participation	5	4	3	2	1
(e)Young people who participated in the Social Sector of the EPWP developed a sense of power	5	4	3	2	1
(f)Youth who participated in the Social Sector of the	5	4	3	2	1

EPWP gained a source of income					
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**SECTION J: EMPOWERMENT OF PERSONS WITH DISABILITIES**

16. Read the following statements and on a scale of **5** (strongly agree), **4**(agree), **3** (neutral) **2** (disagree) and **1** (strongly disagree) indicate your opinion on the Social Sector of the EPWP as a strategy to empower persons with disabilities.

Statement	sa	a	neutral	d	sd
(a)The Social Sector of the EPWP has strategies to empower persons with disabilities	5	4	3	2	1
(b)In the Social Sector of the EPWP, persons with disabilities are actively recruited to participate	5	4	3	2	1
(c)In the Social Sector of the EPWP, persons with disabilities are given preference when participants are recruited.	5	4	3	2	1
(d)Persons with disabilities who participated in the Social Sector of the EPWP were given opportunities to make choices about their participation.	5	4	3	2	1
(e)Persons with disabilities who participated in the Social Sector of the EPWP developed a sense of power	5	4	3	2	1
(f)Persons with disabilities who participated in the Social Sector of the EPWP gained a source of income.	5	4	3	2	1

## Appendix 5

### Focus group interview schedule

# THE SUSTAINABILITY OF THE SOCIAL SECTOR OF THE EXPANDED PUBLIC WORKS PROGRAMME TO EMPOWER WOMEN, YOUTH AND THE DISABLED

## FOCUS GROUPS

### SECTION A: BIOGRAPHICAL DETAILS

1. What is your gender? (circle one answer only)

Male	1
Female	2

2. What is your race? (circle one answer only)

White	1
Black	2
Coloured	3
Indian	4
Other (specify):	

3. What is your home language? (circle one answer only)

English	1
Afrikaans	2
Setswana	3
Sesotho	4
Sepedi	5
IsiNdebele	6
IsiZulu	7
IsiXhosa	8

Siswati	9
Tshivenda	10
Xitsonga	11
<b>Other (specify):</b>	

4. What is your age? (Circle one answer only)

18 – 30 years	1.
31- 40 Years	2.
41 – 50 years	3.
51 – 60 years	4.
60 years and above	5.

5. What is your level of education? (Circle one answer only)

Primary school education	1.
High School (below standard ten)	2.
Standard ten	3.
Post-matric education	4.

6. In which Department did you participate in the EPWP? (Circle one answer only)

Health	1.
Social Development	2.
Education	3.

7. Please specify the district in which you reside. (Circle one answer only)

Ekurhuleni	1
Tshwane	2
Johannesburg Metro	3
West Rand	4
Sedibeng	5
Motsweding	6

## Appendix 6

### Informed consent letter



Work: 012-4296538

Home: 0123476967

Mobile: 0835251284

Gauteng Provincial Government

Participants' Name \_\_\_\_\_

### Informed Consent

1. **Title of study:** An evaluation of the sustainability of the social sector of the Expanded Public Works Programme to empower women, youth and the disabled in the Gauteng Province.
2. **Purpose of study:** The purpose of the study is to evaluate the sustainability of the social sector of the Expanded Public Works Programme in the Gauteng Province to empower women, youth and the persons with disabilities.
3. **Procedures:** The researcher will give me a questionnaire to complete. The questionnaire will focus on the social sector of the Expanded Public Works Programme, with questions relating to the implementation of the programme, the involvement of youth, women and disabled as beneficiaries, and measures in place to ensure sustainability of the programme.
4. **Risks and Discomforts.** There are no known risks or discomforts associated with this study. If I experience emotional distress when completing the questionnaire, I will inform the researcher and I will expect the researcher to arrange a debriefing session for me. I may take as many breaks as I require during completion of the questionnaire.
5. **Benefits.** I understand there are no known direct benefits to me for participating in this study. However, the results of the study may help the researcher gain a better understanding of the sustainability of the social sector of the Expanded Public Works Programme in the empowerment of women, youth and the disabled.
6. **Participant's rights.** I may withdraw from participating in the study at any time.
7. **Financial compensation.** I will receive no financial compensation from the researcher for my participation in the study.
8. **Confidentiality.** I understand that the data collected through the questionnaire will be kept confidential. The results of this study may be published in the researcher's final research document, professional journals or presented at professional conferences, but my records or identity will not be revealed unless required by law.

If I have any questions or concerns, I can call Joyce Mohapi at 0835251284 any time during the day. I understand my rights as a research subject, and I voluntarily consent to participation in this study. I understand what the study is about and how and why it is being done. I am aware that the data will be stored for 15 years at the Department of Social Work and Criminology, University of Pretoria.

\_\_\_\_\_  
Signature of respondent

\_\_\_\_\_  
Date

\_\_\_\_\_  
Signature of researcher

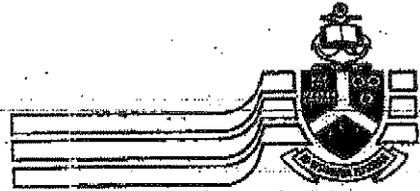
\_\_\_\_\_  
Date

\_\_\_\_\_  
Signature of Supervisor

\_\_\_\_\_  
Date

## Appendix 7

### Letter of ethical clearance



University of Pretoria  
Research Proposal and Ethics Committee  
Faculty of Humanities

**Members:**  
**Research Proposal and Ethics Committee**  
Dr P Chiroro; Dr M-H Coetzee; Prof C Delpoit;  
Dr JEH Grobler; Prof KL Harris; Ms H Klopper;  
Prof E Krüger; Prof B Louw (Chair); Prof A Mlambo;  
Prof G Prinsloo; Mr C Puttergill; Prof HF Stander;  
Prof E Taljard; Prof C Walton; Prof A Wessels; Mr FG  
Woimarana

12 November 2007

Dear Prof. Delpoit

**Project:** *An evaluation of the sustainability of the social sector of the Expanded Public Works Programme to empower women, youth and the disabled*

**Researcher:** BJ Mohapi  
**Supervisor:** Prof. CSL Delpoit  
**Department:** Social Work and Criminology  
**Reference Number:** 95178474

Thank you for the application you submitted to the Research Proposal and Ethics Committee of the Faculty of Humanities.

The application was approved *conditionally* on an *ad hoc* meeting held on 8 November 2007 pending the submission of the questionnaire.

To facilitate the administrative process, please respond to me directly at your earliest possible convenience.

Sincerely

**Prof Brenda Louw**  
**Chair: Research Proposal and Ethics Committee**  
**Faculty of Humanities**  
**UNIVERSITY OF PRETORIA**

## Appendix 8

# Email communication regarding persons with disabilities

## Mohapi, Boitumelo

---

**From:** Matshavha, Miriam M. (GPHEALTH) [Miriam.Matshavha@gauteng.gov.za]  
**Sent:** 05 July 2011 02:52 PM  
**To:** Mohapi, Boitumelo  
**Subject:** RE: Persons with disabilities

We do not have any but try Social Development

---

**From:** Mohapi, Boitumelo [mailto:[Mohapbj@unisa.ac.za](mailto:Mohapbj@unisa.ac.za)]  
**Sent:** 27 June 2011 11:08 AM  
**To:** Matshavha, Miriam M. (GPHEALTH)  
**Subject:** Persons with disabilities  
**Importance:** High

This message (and attachments) is subject to restrictions and a disclaimer. Please refer to <http://www.unisa.ac.za/disclaimer> for full details.

---

Morning Mirriam

I trust that this email finds you well.

In terms of beneficiaries of Public Works Programs, women, youth and persons with disabilities are the official targets, with the aim being to the recruitment of 40% women, 20% youth and 2% persons with disabilities.

I have already conducted focus group discussions with women and youth as the beneficiaries of the EPWP, and I now need to conduct focus groups with persons with disabilities.

Could you kindly give me information of where I can access them.

Kind regards

Joyce

### **B.J. Mohapi**

Department: Social Work

TvW 8-182

PO Box 392

UNISA

0003

SOUTH AFRICA

☎: +27 (0) 12-4296538

☎: +27 (0) 12-4296973

✉: [mohapbj@unisa.ac.za](mailto:mohapbj@unisa.ac.za)

## Mohapi, Boitumelo

---

**From:** Rhulani Manganye [Rhulani.Manganye@gauteng.gov.za]  
**Sent:** 28 June 2011 03:03 PM  
**To:** Mohapi, Boitumelo  
**Subject:** RE: Persons with disabilities

Apparently at this stage we have not had people in this indicator (2%), it is area as a sector we are working to achieve.

We have these target groups on HIV/AIDS programme in our directorate (DISABLED PEOPLE OF SOUTH AFRICA) but not specifically on EPWP.

---

**From:** Mohapi, Boitumelo [mailto:Mohapbj@unisa.ac.za]  
**Sent:** Monday, June 27, 2011 10:27 AM  
**To:** Rhulani Manganye  
**Subject:** Persons with disabilities  
**Importance:** High

This message (and attachments) is subject to restrictions and a disclaimer. Please refer to <http://www.unisa.ac.za/disclaimer> for full details.

---

Morning Rhulani

This is a follow-up to our conversation last week.

In terms of beneficiaries of Public Works Programs, women, youth and persons with disabilities are the official targets, with the aim being to the recruitment of 40% women, 20% youth and 2% persons with disabilities.

I have already conducted focus group discussions with women and youth as the beneficiaries of the EPWP, and I now need to conduct focus groups with persons with disabilities.

Could you kindly give me information of where I can access them.

Kind regards

Joyce

### **B.J. Mohapi**

Department: Social Work

TvW 8-182

PO Box 392

UNISA

0003

SOUTH AFRICA

☎: +27 (0) 12-4296538

☎: +27 (0) 12-4296973

✉: [mohapbj@unisa.ac.za](mailto:mohapbj@unisa.ac.za)