THE DEVELOPMENT OF INDEPENDENT CONTRACTORS WITHIN THE WORKING FOR WATER PROGRAMME OVER A TWENTY-FOUR MONTH PERIOD: A PROGRAMME EVALUATION: WESTERN REGION, EASTERN CAPE

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Andrew Knipe

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ABSTRACT

This research is concerned with the development of independent contractors within the Working for Water Programme over a twenty-four month period. The meaningful participation of previously disadvantaged South Africans fall within the ambit of black economic empowerment. The Government Gazette (1997: No. 1820) defines black economic empowerment as a deliberate programme to achieve the meaningful participation of disadvantaged South Africans in the mainstream economy as managers, owners of capital and employees.

The purpose of this research was to evaluate the contractors within the Western Region of the Eastern Cape, in order to assess how they have developed as independent contractors within the developmental framework provided by the Working for Water Programme. This developmental framework takes place over a 462-day period or roughly 24 months. The evaluation aimed to determine whether the two-year development period sufficiently prepared contractors for competition in the open market and if contractors had acquired the necessary skills to run a successful business.

A formative programme evaluation was used as a tool of analysis to identify areas of weakness and establish priorities for improvement. A qualitative research approach was followed, guided by an adapted version of the Context, Input, Process and Product approach to evaluation (Parlett and Hamilton cited in Calder, 1995, p.25).

Using structured interviews comprising of closed and open ended questions, data was gathered from thirty contractors, five managers and one Senior Executive Officer within the Western Region of the Eastern Cape. An interview was also conducted with the Regional Programme leader of the Eastern Cape. Further data collection techniques included documentary research.

Data was analysed using qualitative data analysis techniques described by Thorne (1997, p.118), as relying on inductive reasoning to interpret and

structure the meanings that can be derived from the data. Passages of interest were marked so that the data could be reduced to a manageable size as described by Seidman (1991, p.91-101) and various categories were developed that had commonalties and thematic connections.

The Working for Water Programme aims to exit contractors successfully after a twenty-four month developmental period. The Working for Water Programme has formalised its development framework through a training matrix in which the required training at contractor level is outlined.

The finding of the research is that the current contractor development programme do not adequately prepare contractors for independence and entrepreneurship in a competitive market. There is no co-ordinated development of predetermined skills. Contractors are not able to articulate what their plans are after exit from the WFW Programme. No concrete evidence of actively pursuing alternative contract opportunities was evident from contractors who were about to exit the Programme and there is no person to champion the cause of meaningful post exit opportunities.

The main recommendations from this research are that contractors be selected via an application system rather that appointment through steering committees. Selected contractors must be medically fit and at least have a matriculation certificate. Contractors should be assessed on a 6-monthly basis and contractors not achieving a minimum competency level must be removed from the programme. Managers should also have basic competency levels in order to facilitate skill transfer through a mentorship process. The charge out rate of equipment should be revised every six months. The charge out rates should also be increased significantly to cater for the harsh conditions under which contractors are operational. A "champion" needs to be appointed which will actively seek exit opportunities for trained contractors. This person will also seek to develop functional partnerships with various private and government institutions to create opportunities for exited contractors.

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Andrew Knipe

Rhodes Investec Business School

Rhodes University

Grahamstown

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Note on gender

For reasons of convenience, only the masculine (he/him) is used in the text. Please note that in all these cases, the feminine (she/her) is implied as well.

LIST OF ABREVIATIONS USED

Abbreviation	Meaning
BEE	Black Economic Empowerment
DWAF	Department of Water Affairs and Forestry
PDI	Previously Disadvantaged Individual
PPE	Personal Protective Equipment
WFW	The Working for Water Programme
SMME	Small, medium and micro enterprise

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CHAPTER ONE: INTRODUCTION

1. INTRODUCTION

The reason for this research is that all over South Africa contractors who have completed a 24-month period within the Working for Water Project is now being exited. All formal ties with the Working for Water Programme will be broken, and these contractors will have to find alternative means of employment. This research will evaluate whether the Working for Water Programme has sufficiently prepared these contractors for exit. Various employees of the Working for Water Programme have raised concerns that the contractors are not adequately equipped and prepared to face competition and survival in the open market. The researcher is concerned with the progress of contractors after exit, and whether economic empowerment of these previously disadvantaged individuals has in fact taken place.

This research is situated in the area of independent contractor development within the context of black economic empowerment. Economic growth and human development go hand in hand in achieving sustainable improvements in the quality of life of all South Africans. According to Clark (2002) economic growth and human development are best achieved through enhancing the capabilities of disadvantaged communities, households and individuals.

2.1 HISTORICAL CONTEXT

The Working for Water Programme, a multi-departmental initiative led by the Department of Water Affairs and Forestry, was established in 1995 as a poverty relief programme to bring under control the problem of invasive alien species. It also aims to enhance water security and optimise the potential use of natural resources through a process of economic empowerment and transformation (DWAF Annual report 1996/1997). In doing so it intends to leave a legacy of social equity and legislative, institutional and technical capacity (DWAF Annual report 1996/1997). It combines the advantages of addressing a significant

environmental problem with the opportunities offered for reconstruction and development associated with a labour intensive public works programme. It reflects government's commitment to natural resource conservation, training, job creation and poverty relief. The Working for Water Programme is creating over 20 000 temporary jobs per annum (WFW Exit strategy-terms of reference, 2002).

2.2 RESEARCH CONTEXT

Government hopes to generate jobs through own-business solutions, or small, medium and micro enterprises and support of community efforts to create self-employment. According to the Government Gazette (1997, p.61) the majority of black entrepreneurs are small, medium and micro enterprises that are operating at levels varying from survival to marginally profitable. "Empowerment will require the development of national and regional policies that foster an enabling environment for entrepreneurship, small medium and micro enterprises creation and growth" (Government Gazette, 1997, p.61). Black economic empowerment is a deliberate programme to achieve the meaningful participation of disadvantaged South Africans in the mainstream economy as managers, owners of capital and employees (Government Gazette, 1997, p. 61). Generally, and in South Africa in particular, the concept "empowerment" is understood to mean economic enablement of groups from previously disadvantaged communities (Mayo and Craig, 1995, p. 6). According to Beaudette and Price (2002, p.17) if one is going to move beyond simply allocating grants and engage in efforts to truly invest in the creation of social value, it is critical there be an articulated exit strategy. South African public works programmes has poverty alleviation as short term objective, but are mainly seen as a stepping stone to create sustainable jobs and economic development (Goldin and Adato, 2000). The potential value of this research is to aid in the process of developing contractors that can enter the economy as potential entrepreneurs.

3. THE GOALS OF THE RESEARCH

To determine the rationale, design and implementation of the independent contractor development Programme of the Working for Water Programme, through means of a formative programme evaluation.

To use the results of the research for recommendations to improve the development of independent contractors within the Working for Water Programme.

4. RESEARCH APPROACH

A Post Positivist approach in respect to the researcher's ontology will be taken. This philosophical stance sees the researcher as an objective analyst and an interpreter of tangible social reality (Huberman and Miles, 1994, p.45). A qualitative approach will be taken for the programme evaluation as recommended by Rossi and Freeman (1985, p.90.), whilst the analysis of financial data will take a quantitative approach.

5. RESEARCH METHODS

Document analysis of previous quotations and contractor financials will be conducted, whilst semi-structured interviews will be conducted with thirty contractors and eight managers within the Western Region of the Eastern Cape. An interview will also be concluded with the regional programme leader of the Eastern Cape and the two social development officers.

6. SUMMARY

In this research, the sequence of inquiry is as follows:

Chapter One provides an introduction to the research context, approach methods and goals.

In Chapter Two, the researcher present an overview of the literature on Programme Evaluation, Black Economic Empowerment, Public works programmes, entrepreneurship, small medium and micro enterprises and the practice of development based on the socio-historical context of the Working for Water Programme.

Subsequent to this Chapter Three outline the research methodology that follows a post positivist approach, with document analysis and semi-structured interviews as the main tools of data gathering.

In Chapter Four a systematic account of the results of the data collected is presented. Direct quotations from the respondents are used since this is an essential component of qualitative research.

Chapter five presents a discussion of the research findings in terms of input and process evaluation.

Chapter Six concludes with various recommendations for the improvement of the contractor development programme. Future research opportunities are explored with specific reference to the tracking of the exited contractors over a number of years after they have left the Working for Water Programme.

CHAPTER TWO: LITERATURE REVIEW

1. OVERVIEW

The aim of this chapter is to provide the necessary theoretical background for the Programme Evaluation concerned with contractor development of the Working for Water Programme. The evaluative framework of Jacobs (1996, p.162) was used as theoretical framework for this research throughout. The theory of programme evaluation is examined with specific reference to the context, input, and process and products model described by Calder (1995, p.25).

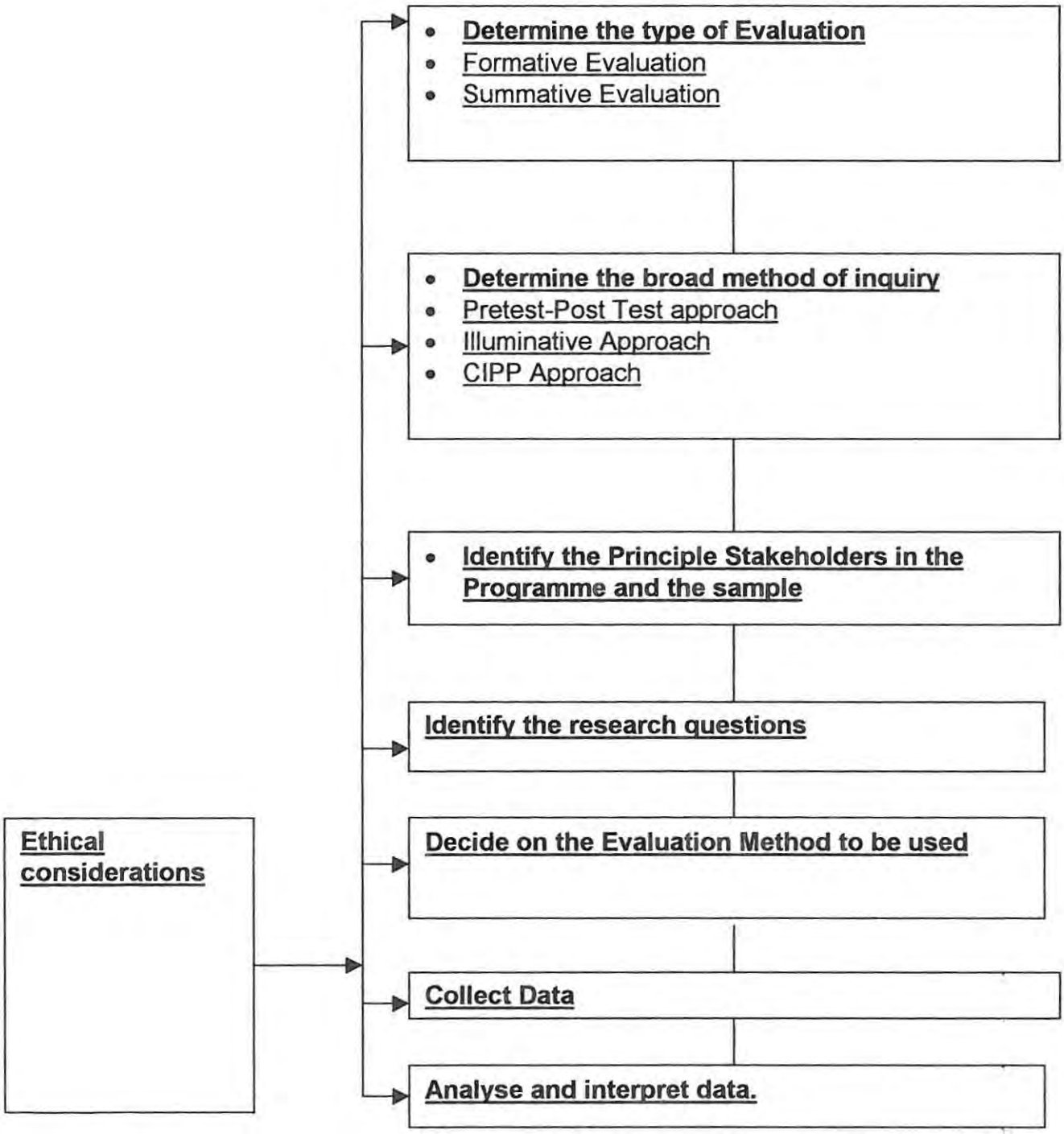
A review of Public Works Programmes in South Africa will be followed by the theory of Empowerment, but more specifically Black Economic Empowerment. A brief background into the demography and rural environment will be given to place the contractor development programme in context. In addition the contractor development programme will be placed in context of the Working for Water Programme which forms part of the context evaluation of the CIPP model. The next section focuses on entrepreneurship and small, medium and micro enterprises. Factors for success of exit strategies will be examined. The focus then turns to the development programme and concentrates on the design and implementation of the contractor development programme for the specific purpose of exiting contractors after a period of 24 months.

2. EVALUATION OF CONTRACTOR DEVELOPMENT PROGRAMMES

Calder (1995, p.18), argues that the aim of evaluation in any organisation " must be to support that organisation in achieving its goals". A number of authors (Patton, 1986; King, Morris & Fitz-Gibbon, 1987; Rossi & Freeman, 1985) describe programme evaluation as the systematic collection of information through the application of social science research procedures. This information pertains to the conceptualisation, design, implementation and outcomes of

programmes for use by specific people to make decisions as to what those programmes are doing and affecting (Calder, 1995). The evaluation process was guided by the modified research framework model of Jacobs (1996, p. 162) as per Amos (1998, p.39).

Figure1: Research Framework



Source: Amos (1998,p.39) as modified from Jacobs (1996, p.162).

Calder (1995) argues that one has to look at the fundamental purpose of an evaluation in order to determine the type of evaluation to implement. Calder (1995) distinguished between two types of evaluation, summative evaluation and formative evaluation. The choice to be determined by the fundamental purpose of the evaluation.

The purpose of a summative evaluation is to form a judgement or conclusion about the relative merits of the focus of that particular evaluation. In contrast to this a formative evaluation is used with the intention of developing or improving the functioning of an activity (Calder 1995, p. 22). Formative evaluation is often used synonymously with process evaluation, which focuses on the delivery of a programme. Scheirer (1994, p.41-42) states that formative evaluation "provides feedback on the quality of ongoing intervention delivery: information that can stimulate greater efforts to make delivery congruent with an intended programme". This research thus makes use of a formative evaluation with the intention to improving the quality of the development of independent contractors with the Working for Water Programme.

Programme evaluation involves working with qualitative and quantitative data, negotiating the parameters of each evaluation, interviewing stakeholders and facilitating the development of skills and new understanding. Potter (1996, p225) observes that this "is not just research for its own sake, but research that makes a difference!

3. THE CIPP APPROACH

The CIPP model focuses on the context of a Programme, which Calder (1995) argues is essential for the evaluation of some projects. The CIPP model covers four evaluation stages, namely the context evaluation, input evaluation, process evaluation and product evaluation. According to Calder (1995) context evaluation provides descriptive data about the programme objectives and intended outcomes. Input evaluation focuses on the programme strategy, whilst process evaluation focuses on the implementation of the programme

procedures and strategies. Product evaluation concentrates on the success of the programme. Since the aim of the research is to make recommendations for improvement of the contractor development programme the researcher will only use the context, input and product evaluation stages of this model. The Product evaluation stage can be used for a succession study when more contractors have exited the system.

According to Calder (1995) the three basic questions to be considered when doing a Programme evaluation is (1) the aims and objectives of the evaluation system, (2) the major areas of concern (3) the clients for whom the research is intended. In terms of this particular research the objective is to determine if the Working for Water Programme is adequately preparing its contractors for successful exit after two years within the Programme. The major areas of concern are their financial stability, assets and resources, their administrative ability and their ability to seek and obtain other work outside of the Working for Water Programme. The main clients for this research will be the managers of the Western Region to improve the management of their respective area and also the Regional Programme Leader to necessitate Programme changes if required.

4. PUBLIC WORKS PROGRAMMES IN SOUTH AFRICA

According to Khosa (1998) Public Works Programmes were important in government attempts to solve the poor white problem in the 1930's. Public Works Programmes are intended as labour intensive job creation projects to reduce poverty. They create jobs, as well as human capital in the form of training and skills development. The Working for Water Programme is unique as a Public Works Programme in the sense that it does not provide physical infrastructure such as bridges or roads, but rather provide for the control of invasive alien plants in South Africa. McCord (2003) concludes that Public Works Programmes can play the required role in creating jobs, but in addition they can provide secondary macro and microeconomic benefits. Through the contractor development programme, or exit strategy, the programme embraces

the complex terrain of entrepreneurship in general. The focus on public works programmes as a vehicle for poverty reduction predates the democratic transition in South Africa. Adato and Haddad (1992) notes that a number of organisations have called on government to tackle the issues of unemployment and job creation through labour intensive public works programmes. Plans for a National Public Works Programme to be implemented were drawn up in 1993 by a team from the National Economic Forum. This plan would then subsequently be implemented when the new government came to power in 1994. The Working for Water Programme has multiple objectives in mind such as:

- Effective community and stakeholder participation in worker selection and project management,
- Gender equity and integration of people with disabilities,
- Employment of single heads of households and the long term unemployed,
- The development of independent individual contractors,
- The delivery of linked social development initiatives such as primary health care, childcare HIV/AIDS and adult basic education,
- And meaningful post-exit opportunities.

This represents a one-sided and skewed picture since historically public works programmes has not provided meaningful post-exit opportunities. "In the face of 'jobless growth' and the shedding of hundreds and thousands of jobs in the mining, construction and agricultural sectors of the economy, Government initiated specific poverty relief projects during the 1997/1998 financial year"(De Satge, Manaka, Moahloli and Urquhart, 2003, p. 12). If these programmes never go beyond providing short-term poverty relief only the government will have to implement continuous never-ending poverty relief programmes. The Working for Water Programme is an example of but one of these poverty relief projects, but the exit strategy determines that workers must be exited from these programmes after 24 months. "A worker on a special public works programme may not be employed for longer than 24 months in any five-year cycle" (Government Gazette No 23045, 2002). If these same workers are left jobless after their period with a special poverty relief programme no empowerment has taken place. Funds allocated to poverty relief have increased but overall

performance of poverty relief programmes has been varied. (De Satge et al, 2003). Historically the performance of the Working for Water Programme has been regarded as good with the WFW Programme consistently spending 96% of its budget over the last six years and good clearing and follow up statistics (Working for Water annual report, 2003/4). The success of the WFW programme does not get measured in terms of the success of the exited contractors in their annual reports.

The multiple demands of planning projects, developing functional partnerships, having adequate management capacity, appropriate and certified training, proper monitoring and evaluation systems and realistic exit strategies have placed the Working for Water Programme under immense pressure to fulfil all of the above in a relatively short space of time. "Developing an optimal exit strategy for workers, in terms of the Ministerial Determination on Special Public Works Programmes, remains a big problem" (Working for Water Annual Report, 2003/4, p. 4). Many departments with allocated poverty relief funds have experienced problems in spending their allocations. This has resulted in large rollovers and public criticism that government poverty reduction efforts are inadequate.

5. EMPOWERMENT

The BEE Commission defined BEE as a strategy aimed at substantially increasing black participation at all levels in the economy (Executive Summary Report of the BEEC, 2002). BEE is aimed at addressing the imbalances of the past by seeking to substantially and equitably transfer ownership, management and proportionate control of South Africa's financial and economic resources to the majority of its citizens. It also aims to ensure broader and meaningful participation in the economy by black people.

Support for the informal sector work in South Africa is one response to labour market security. South Africa has a poorly developed informal market due to past apartheid practises in which the majority of the population was barred from

proper education and access to finance. When the labour market is unable to provide formal jobs for its citizens they fall into extreme poverty. The lack of adequate capital build up and training are sometimes cited as reasons for economic failure (De Beer, 2004).

Wage work is the preferred labour market option for workers, but it is scarce. In this context black entrepreneurship and black economic empowerment is highly relevant. A brief background to the demography and rural environment of the Eastern Cape will be included to place the contractor development programme in context of the prevailing economic and social conditions in the Eastern Cape. (see page 26).

Meaningful participation in terms of black economic empowerment is defined by the BEE Commission (2000) as the

- Substantive participation as professionals, contractors and managers
- Substantive participation as owners
- Employee development

Meaningful participation can only be achieved if there is considerable focus on the development of skills and education. In effect the WFW programme aims to achieve economic empowerment through a focussed training programme that leads to the development of an independent contractor. Black Economic Empowerment has come under severe criticism since it enriches an elite few rather than the millions who still remain excluded from participating in the economy (Khosa, 1998). In its policy document, "South Africa's Economic Transformation: A Strategy for Broad-Based Black Economic Empowerment", the government noted that apartheid systematically and purposefully restricted the majority of South Africans from meaningful economic participation. The government has repeatedly referred to South Africa's "two economies in one country": on the one hand an advanced, sophisticated economy based on skilled labour, which is becoming more globally competitive: on the other hand a mainly informal, marginilised, unskilled economy populated by those unemployable in the formal sector (Engdahl and Hauki, 2001).

Future economic growth and political stability in South Africa will be achieved through the development and support of entrepreneurship (Government Gazette, 1997). The policies of apartheid denied black entrepreneurs the opportunity to realise their full potential as business people. Empowerment will require the development of national and regional policies that foster an enabling environment for entrepreneurship. According to the Government Gazette of 11 August 1997 the purpose of empowerment mechanisms must be to ensure that historically disadvantaged South Africans are provided with opportunities to acquire and create enterprises of their own.

"For economic empowerment to succeed, it is critical that greater co-operation between the formal and informal sector is encouraged" (Government Gazette, 1997). In South Africa the concept empowerment is understood to mean economic enablement of groups from previously disadvantaged communities, Friedman (1992) argues that political participation for historically disadvantaged communities will only become reality once a solution to their substinence problems have been solved. Sen (1992) views poverty as a capability failure rather than a question of having a low income.

According to Clark (2002) economic growth and human development is best achieved through enhancing the capabilities of disadvantaged communities, households and individuals. The long-term objective in any development agenda must focus on human development if it is to achieve macro-economic stability. Training and capacity building of individuals goes hand in hand with legislation that provides equal access to opportunities to exercise this potential. Growth and human development are linked and are mutually reinforcing.

The Working for Water Programme aims to increase capabilities and enhancing opportunities for the poor through its contractor development programme. May (2000) is of the opinion that the measure of success for increasing capabilities and enhancing opportunities can be measured and is dependant on the way that the programme is able to increase the potential of citizens to participate in a meaningful way in the economy

6. CONTRACTOR DEVELOPMENT PROGRAMME IN CONTEXT OF THE PREVAILING CONDITIONS IN THE EASTERN CAPE

6.1 POPULATION

According to Census 2001 the Eastern Cape covers a total of 169 580km² and makes up 14.4% of the total population in South Africa. The population in the Eastern Cape has grown by 2% per annum from 1996, to 6 436 763 people in 2001 (Census, 2001). Females make up 54% of this figure and males the remaining 46%. Black Africans constitute more than three-quarters of the total population, with an almost equal white and coloured population (Census, 2001). The population is predominantly non-urban (65%) with 73% of the population living in non-urban areas. Children under the age of 15 make up more than 44% of the total African population. The largest portion of the population is living in non-urban areas. This means that post exit opportunities will have to focus on activities that can take place in these rural areas, but Brinders et al., (2004) point out that lack of adequate infrastructural facilities in rural areas causes small-scale enterprises to be clustered around metropolitan areas.

6.2 POVERTY

According to Census (2001), the Eastern Cape has the highest unemployment rate in the country currently at 54.6%. Informal employment is currently at 9.9% (as a total of informally employed people in South Africa) and formal employment of 8.1% for the province. The number of people living in poverty in the province was as high as 74.2% in 1996 (South African Institute of race relations, 2001). "Poverty is seen in all its manifestations as the denial of opportunities and choices most basic to human development, to lead a long, healthy, creative life and to enjoy a decent standard of living with dignity" (Measuring Poverty: Statistics South Africa 2000). The Eastern Cape ranks 8th in South Africa in terms of annual disposable income per capita per province estimated at R7 792.00 (SA Institute for Race Relations 2000/01).

6.3 EASTERN CAPE ECONOMY

The Eastern Cape contributes 7.74% to the Gross Geographic Product in South Africa (Cobbing, 2004). The provincial Growth and Development Plan released in November 2003, states that 83% of the provincial expenditure are allocated to social services, leaving 17% to economic programmes and infrastructure (Cobbing, 2004).

South Africa's macro-economic strategy of transformation to a competitive outward-orientated economy creates an incentive to manufacture closer to international transport routes, and consequently close to harbours. This will benefit the Eastern Cape, which has two existing harbours, with a third deep-water port being planned at Coega.

The province has a relatively well-developed tertiary education system comprising 5 universities, 3 technikons and 26 technical colleges. According to the Eastern Cape Provincial Government economy overview of 2003, the total provincial personal disposable income is estimated to be R50 billion annually. This represents a major consumer market for producers both inside and outside of the Eastern Cape.

6.4 EDUCATION

Education in the Eastern Cape varies according to race and gender. Approximately 15% of African males and females, 11% of coloured males and 13% of coloured females have never attended school in the province. The figures rise to 84% of Africans, 87% of coloureds and 34% of whites not having completed standard 10 (Statistics SA, 2002).

7. CONTRACTOR DEVELOPMENT PHILOSOPHY-PROGRAMME OBJECTIVES AND INTENDED OUTCOMES

One of the most important goals of the WFW Programme is to create independent contractors, who are able to conclude specific tasks based on a contract basis. The development of contractors must take place over a 24-month period over a maximum of five years. According to the draft WFW exit policy this equates to 414 days of work and 48 days of training (Exit strategy-terms of reference, 2002). In total WFW contractors have to complete 462 days within the Programme before the formal ties with WFW has to broken. The Eastern Cape was unique to the rest of the country in so far as 20% of the annual budget was allowed to be spent on already "exited contractors" (Marsh, 2004). The overall Programme Objective is to develop small contractors who can exit after a period of two years, or 462 days with the Working for Water Programme. These contractors must then be able to create additional employment for themselves and their workers based on the development they had received during their tenure with the WFW Programme. In essence the objective of the WFW Programme is to develop entrepreneurs who could carry on with a business and so provide a source of income after the developmental period within the Working for Water Programme. The development of individual contractors has been promoted as the dominant contractor development model (Marsh, 2004). The Working for Water National Office has made a substantial investment into a contractor development manual. A linked training process based on the manual contents has been planned which is reflected in the Training Matrix.

The WFW mission states specifically under its economic objectives that it aims to develop economic benefits by facilitating economic empowerment. It also states that the programme will leave a legacy of institutional and technical capacity (Department of Water Affairs and Forestry, 1997). The mission as identified by the Department of Water Affairs and Forestry has contractor development as an intended outcome.

The WFW mission statement states:

The Working for Water programme will sustainably control invading alien species, to optimise the potential use of natural resources, through a process of economic empowerment and transformation. In doing this, the programme will leave a legacy of social equity and legislative, institutional and technical capacity.

Objectives

Hydrological

To enhance water security through regaining control over invasive alien plants in South Africa and to promote the quest for equity, efficiency and sustainability of water.

Ecological

To improve the ecological integrity of natural systems through the removal of alien plants by countering abnormal fires, soil erosion, flooding, scouring of rivers, siltation of rivers, dams, estuaries; and protect and restore biodiversity.

Social

To optimise the social benefits that are possible as a community-based public works programme by investing in the most marginalised sectors in South African society and enhancing their quality of life.

Natural Resources

To restore the productive potential of land, in partnership with the Land Care initiative of the Department of Agriculture. To promote the sustainable use of natural resources.

Economic

To develop the economic benefits (from land, water, wood and people) from clearing these plants, by facilitating economic empowerment and the development of secondary industries. To protect the economic integrity of the productive potential of the country.

Small business has been advocated as an important means of generating employment by the present government. Contractors need to be developed in thinking about themselves as creators of employment.

8. ENTREPRENEURSHIP AND SMALL BUSINESS DEVELOPMENT

In the past small-scale enterprises were defended on the basis of social reasons as a panacea for the unskilled, surplus labour in existence in developing countries (Luiz, 2002). According to Brinders, Memela and Mlosy (2003, p. 6) governments in Africa provide a wide variety of programmes and projects to assist entrepreneurship and the development of the small business sector. Despite the success of entrepreneurship in a few African countries the majority of countries have found the economic performance of small enterprises quite poor (Brinders et al, 2003).

The South African economy is currently undergoing a period of structural adjustment as a result of South Africa having rejoined the global economy. The relaxation of capital controls has resulted in the corporate sector shedding its non-core activities (Luiz, 2002, p.22). South African firms are riddled with non-core activities as a result of business practices during the apartheid years. Luiz (2002, p.23) states that most SMME's development was commercially based, but socio-political reasons underscored many of them. The Working for Water contractor development programme is a typical example of a programme with socio-political motivations. The WFW programme as a poverty alleviation programme will continue to be just that if developed contractors do not become entrepreneurs in their own right. This is emphasised by the work of various

authors such as McCutcheon (1993), De Satge, (1993) and Goldin (2003). Luiz (2002, p.23) point out that longer term contracts are more successful in assisting SMME's since they find it easier to negotiate with finance houses and SMME's generally face steep learning curves and are more likely to be successful if nurturing and assistance takes place during these contracts.

The major obstacles facing SMME's as indicated by the work of Luiz (2002) and Brinders et al., (2004) are summarised as follows:

Finance

Commercial banks are conservative and risk averse and are not inclined to make loans to small unproven enterprises.

Labour

Luiz (2002) makes the point that new labour legislation has raised the cost of employment. Small and micro-enterprises rely heavily on informal labour to keep costs down, but the new laws challenge this. The SMME sector also finds it difficult to attract skilled labour. In spite of the abundance of labour, entrepreneurs and skilled human resources are scarce in most of the developing countries. Low wages and unfavourable working conditions forces skilled labour to join large enterprises.

Trade

Restrictive import policies are very hard on small-scale entrepreneurs. Many industrialised countries still have sanctions on imports from African countries.

Tax

The complexity of the tax system raises the cost of doing business. SMME's do not have the skills to administer this function and accountants are expensive and difficult to afford.

Procurement

The public sector tendering system is regarded as inaccessible to SMME's. Tenders are generally too large for SMME's to manage due to the financial and human resources required for the running of the contract.

Infrastructure

Lack of adequate infastructural facilities hinders the development of SMME's especially in the rural areas. Brinders et al., (2004) point out that most SMME's are thus concentrated in or around metropolitan areas.

Demand

The growth of this sector is stunted by the lack of a steady demand for their products. Links with big business is crucial in this regard, but it is underdeveloped. Most big businesses are performance driven and SMME's have high learning costs, which makes big business very sceptical of outsourcing functions to SMME's. The World Bank (1993, p.58) states that SMME's in South Africa would be stimulated through the establishment of links with the large corporate sector and the government. These links would enable job creation but also align quality and productivity. The World Bank (2000) sees subcontracting as essential for the establishment of these links, but that the following is still required:

- Incentives for big business to subcontract work
- Ability of suppliers to meet standards
- Practical opportunities for small enterprises to become subcontractors.

Luiz (2002) is of the opinion that the SMME sector is already large in South Africa but it is not yet fully integrated into the economic mainstream. Coercive legislation from government will result in businesses investing resources in finding ways to circumvent such legislation. Promoting links between big and small business should be mutually advantageous, but the social responsibility should be a secondary consideration.

According to Brinders et al., (2004, p.7) entrepreneurship in its broadest sense is about the capability of people to combine scarce resources in new ways to respond to opportunities or provide solutions to problems. Trade and investment for sustainable human development is vital for entrepreneurship. Brinders et al (2004) states that the failure of the economy to increase the total number of jobs in the country has serious implications for poverty alleviation and for the realisation of the country's goal for entrepreneurship and small business

development. A popular approach to promoting entrepreneurship in Africa since the late 1980's has been turning over state-owned enterprises to the private sector. "Entrepreneurship development depends upon action by multinational enterprises as well as national and local enterprises" (Brinders et al., 2004, p. 16). Small enterprises are labour intensive but African economies depend largely on their natural resources. Small businesses are an important buffer to absorb the effects of falling growth rates in formal sector employment.

"What characterises all start-ups is that they occur for one or two reasons. The vast majority of small firms arise from subsistence/necessity push" (Brinders et al., 2004, p. 14). Their owners are pushed into operating as a small firm because this is the only way to make a living. The contractors that are exited from the WFW Programme is in this category, but with the intention that these trained entrepreneurs will take their skills and start a small business enterprise of their own. The WFW Programme aims to clad them with the necessary skills and some finance to start their own business activities. The other type of entrepreneurs is characterised as the "opportunistic, profit pulled" group (Brinders et al., 2004, p.14). A classic example of this is the owner manager who has found a profitable business idea and created a business to exploit it. The exited contractor out of necessity will start as his business for survival purposes but will hopefully later, or even at the outset become opportunistic entrepreneurs. According to the United Nations Development Organisation (Unido, 2002) the major requisites for a thriving small scale enterprise sector is the existence of an enabling environment, which includes political and economic stability, relative security, market based incentives, and access to the resources needed to survive and grow. Entrepreneurial business competitiveness is hindered by the lack of formal research and development and access to adequate finance. To preserve their narrow profit margins small-scale entrepreneurs are often unable to introduce innovative improvements to products and processes. "The three most important reasons for small business failure are:

- Lack of business knowledge and skills
- The poor culture for enterprise, especially in the black community

- The lack of availability of working capital finance" (Brinders et al., 2004, p. 20). This is supported by the works of various authors such as Graham and Quattura, (1996), Rwingema and Karungu, (1999)and Rodgerson, (2000).

The challenge for the Working for Water Programme in accelerating entrepreneurial development is to provide the developing contractor with business knowledge and skills, instil a culture for enterprise by continuous motivation and then to see that the start up contractor has working capital for a small start up operation. The WFW Programme will not be able to provide finance to contractors after exit from WFW, but the NEPAD framework suggests creating specialised institutions catering for the small industry sector (Ladzanil, 2001). The Khula enterprise that provides capital for start up companies is an example of such an effort. Khula Enterprise Finance Limited was established in 1996 for providing capital for small business in a response to the inability of banks to support small enterprises, especially those in disadvantaged communities (Ladzanil, 2001).

9. EXIT STRATEGIES FACTORS FOR SUCCESS

According to Croswell and McCutcheon (2001, p. 641), the key success factors for a successful exit strategy are good business planning, a passionate champion, continuity of staff, an organisation which has several sources of funds and the involvement of potential continuation funders at an early stage.

Croswell and McCutcheon (2001, p. 642), argues that in South Africa special attention has been given to empowerment through the provision of opportunities to previously disadvantaged groups by way of tender preferences and unbundling of contracts in such a way as to enable the participation of small contractors. Despite all these efforts the same problem that was identified more than twenty years ago, the lack of continuity of work, still remains a problem to this present day. Croswell (1995) point out that many small and large contractors began their independent companies by breaking away from existing contractors. With these contractors they had a great deal of training and gained

significant experience. Croswell and McCutcheon (2001, p. 643), argues that 75% of small businesses fail within the first three years. "There would need to be compelling reasons why this should not apply to small contractors with a very weak educational base and acting in a complex and uncertain market" (Croswell and McCutcheon 2001, p. 645).

The main aim of employment-intensive work has been poverty alleviation through employment generation. According to Croswell and McCutcheon (2001, p. 647), not much attention was paid to entrepreneurial development until the late 1980's. Much of this work was carried out within large-scale public sector programmes. During the late 1980's and early 1990's, within the employment-intensive programmes there was a two fold thrust towards small contractor development. The general thrust towards small contractor development was so pervasive that it began to be regarded as necessary to incorporate into employment-intensive work. Croswell (1999, p. 61) argues that this was aided and abetted by questions being raised about the effectiveness of the public sector in relation to the provision and maintenance of public infrastructure. In the second place, the management and control of the maintenance of large networks of employment- intensive projects was reportedly difficult to monitor.

The terms and conditions of employment remain a serious concern for the expansion of employment- intensive work projects. The labour legislation may not allow the employment of casual labourers for even a relatively short period of time. Croswell and McCutcheon (2001, p. 648), states that if labour becomes "permanent and pensionable" without remuneration being output based, productivity becomes negligible and employment- intensive work extremely inefficient. This could be resolved by putting the work out to tender by small contractors. From the perspective of continuity a major disadvantage is that there is no obligation on the part of the public sector for further contracts for a developing contractor.

Croswell and McCutcheon (2001, p. 649) state that significant exploration of small contractor development took place in the large-scale programmes in Kenya and Lesotho. He highlighted the following problems, and although this is

in relation to the maintenance and construction of public infrastructure it resembles some of the same problems experienced within the WFW Programme.

- Lack of contract continuity
- Rigid procurement procedures
- Delay of awards
- Difficulty in mobilisation
- Lack of administrative resources
- Wages
- Funding
- Delay in payment to contractors

Croswell and McCutcheon (2001, p. 649), state that all successful large- scale programmes have been linked to long-term, in-house training programmes. "In Kenya there is a specialized training school within the Ministry of Works; in Botswana employment-intensive methods have been incorporated into the Ministry of Works and Communications' Road Training Centre at Gaborone with a field unit at Molepolele; in Lesotho the training unit forms part of the Ministry of Works" (Croswell and McCutcheon 2001, p. 650).

Croswell and McCutcheon (2001, p. 651), state that while training is necessary at all levels experience has revealed that one category of trained person is absolutely critical for large-scale implementation of employment-intensive projects: "the hands-on" site supervisor. This person requires the technical and social skills to manage the activities and operations performed by a group of people ranging in size from 5 to 25 people. The developing WFW contractor fulfils this role. The "hands-on" site supervisor is critical because this is the person that ensures that people arrive on time to the site, the work is carried out in an efficient and effective manner and the required standards are adhered to.

McCutcheon and Marshall (1998, p. 283) point out that in the case of "hands on" supervisors it is imperative that the training programme pays as much attention

to character as technical competence. They have found that the following is required:

- A careful selection process which included the following:
- Recommendation by a representative community committee;
- A matriculation certificate for basic literacy and numeracy;
- Entrance examination;
- Formal orientation run by competent life skills' trainers.
- A year of training which consists of site instruction and supervision.
- Interim testing and final examination.
- Probation and mentoring.

Croswell and McCutcheon (2001, p. 649) point out that during the 1970's and 1980's a major objective was to generate employment opportunities for the poor. In later years policy makers began to stress the need to target " the poorest of the poor" (Croswell and McCutcheon, 2001, p.649). The poorest of the poor is a broad category of people, which includes the chronically ill, old, mentally and physically retarded. Despite the existence of criteria for the identification of the poor, it has been argued that it is extremely difficult and cumbersome to establish a system that would effectively target the recruitment of the poor. This would not be possible without a considerable investment in resources to monitor the process (Croswell and McCutcheon (2001, p. 649). Any contractor development programme in South Africa must consider the extremely poor educational base, lack of individual skills and institutional capacity of the individual targeted for development.

Croswell and McCutcheon (2001, p. 650) argue that the successful large scale programmes in Kenya, Lesotho and Botswana needed three to five years to achieve efficiency from pilot projects to expanded programmes. The development of successful small contractors faces the contradiction between the need for fast-tracked delivery and the reality of the need for longer-term protected learning.

10. SUMMATION

This research is concerned with an intensive study of the rationale, design and implementation of the contractor development Programme and utilises the CIPP model of Calder (1995) as a basic evaluative framework. Calder argued that the purpose of any evaluation must be to support that organisation in achieving its goals. Since the WFW has an ongoing intervention in terms of contractor development a formative programme assessment will be used with the express goal of improving the development of independent contractors within the Working for Water Programme.

The Working for Water Programme is studied in the context of Public Works Programmes, which is used as a vehicle for poverty reduction. Public Works Programmes has meaningful post exit opportunities, as goal but within the Working for Water programme this has to be questioned. Public Works Programmes are also instrumental in the advancement of human capital in the form of training and skills development. This has to be tied in with meaningful post exit opportunities.

Black Economic Empowerment will only become a reality if there is meaningful participation in the economy by previously disadvantaged communities. This will only happen if people have the necessary skills and education. The formal ties needed between the formal and informal sector is highlighted in black economic empowerment as well as small contractor development. Since the largest portion of the Eastern Cape falls in non-urban areas the development of small-scale businesses is clustered around metropolitan areas. The opportunities for exited contractors in these areas is thus very limited and the poor educational level of people in the Eastern Cape do not bode well for entrepreneurial activity.

Entrepreneurship and small business go hand in hand. More formal links between the corporate sector and the informal sector is encouraged. Historically performance of small-scale enterprises has been poor and a strong argument is made for longer-term contracts. The majority of small, medium and micro

enterprises struggle with access to finance, labour in terms of the informal labour used predominantly in small scale enterprises since new labour legislation is raising the cost of employment and procurement in terms of tenders too large and complicated for small scale business.

Extensive literature is drawn from small contractor development and employment from the construction industry. Good planning is paramount for a successful exit strategy. Potential continuation funders must be identified at an early stage and an exit strategy must be based on a long-term training programme as was evident from the large-scale employment programmes in Kenya and Botswana. In addition high level support in terms of a "champion is required and continuation of staff is essential for an effective exit strategy (Croswell and McCutcheon (2001, p. 653). The literature on entrepreneurship, small-scale business and factors for successful exit strategies all have recurring themes for the development of independent contractors summarised as follows:

- Ongoing training, mentoring and development
- Meaningful post exit opportunities
- Formal links between the formal and informal sector
- Access to working capital
- Continuity of work

Chapter Three outlines the research methodology that follows a post positivist approach, with document analysis and semi-structured interviews as the main tools of data gathering.

CHAPTER THREE: RESEARCH METHODOLOGY

1. OVERVIEW

This chapter identifies analyses and justifies the research methodology, selected as appropriate to achieve the formative evaluation of the contractor development programme of the Working for Water Programme. The generalised evaluation model of Jacobs (1996) was used as research framework.

The researcher will give a brief description of the formative evaluation approach followed as well as other research tools such as interviews and documentary analysis, which form part of this study. The research follows a qualitative approach based on the centrality of the researcher in the interpretative process.

2. RESEARCH DESIGN

The quantitative-qualitative dichotomy is an often-cited distinction within the human sciences. This particular inquiry is qualitative in nature through the centrality of the researcher in the interpretative process and the relative flexibility of the research strategy employed. It may be contrasted with a quantitative approach, which would typically be orientated toward theory or hypothesis confirmation, marked by greater degrees of structuredness and committed to fixed-measurement derived 'objectivity' (Creswell, 1994, p. 10).

Rossi and Freeman (1985, p.90), point out that "to a considerable extent, evaluability assessments make use of what are generally referred to as qualitative research procedures". Several prominent qualitative research theorists (Guba and Lincoln, 1994: Hammersly, 1998, Henwood and Pidgeon, 1994) state a preference for viewing the technical and methodological aspects of qualitative approaches as secondary to broader epistemological and paradigmatic concerns. Van Maanen, Dabbs and Faulkner (1982) point out that qualitative refers to the essential character or nature of something, referring to

meaning, the definition or analogy or model or metaphor characterising something. Creswell (1994) points out that a qualitative approach is important in providing rich context-bound information. Guba and Lincoln (1989, p.36-37) point out that there is an overdependance on formal quantitative assessment. To use these methods of science seems to assure a glimpse of the "truth" and truth is not negotiable. Programme evaluation must take place the form of qualitative research to make it relevant at the local level (Guba and Lincoln, 1989, p.36).

3. RESEARCH FRAMEWORK

The research framework was broadly based on the evaluation model of Jacobs (1996, p.162) as modified by Amos (1998, p.39).

The stages followed in this research was as follows:

- Determine type of evaluation
- Determine the broad method of inquiry
- Identify the principle stakeholders in the programme
- Identify the research questions
- Decide on the evaluation method to be used
- Data collection
- Data analysis.

3.1 DETERMINING THE TYPE OF EVALUATION

A formative evaluation is used with the intention of developing or improving the functioning of an activity (Calder 1995). This evaluation is concerned with an intensive study of the rationale, implementation and design of the development of independent contractors within the Working for Water Programme over a two-year period. This is also known as the exit strategy of contractors, within the Working for Water Programme. The success of the exited contractors will need to be investigated in another study. Recommendations will be made for the improvement of this process and as such a formative programme evaluation

was used. Sokey and Wilde (1995, p.2) point out that a formative evaluation is used for the "improvement and development of an ongoing programme. Based on the outcome of the formative evaluation the program can be modified to ameliorate problems or bypass potential pitfalls". A summative evaluation is completed at the end of a programme and should include information from the formative evaluations (Sockey and Wilde, 1995).

3.2 METHOD OF EVALUATION

This research is concerned with the evaluation of the design and implementation of the contractor development programme by means of a formative programme evaluation. This is in contrast to a summative evaluation, which is concerned with an outcome evaluation. The CIPP model of Calder (1995, p.27) covers four evaluation stages namely context evaluation, input evaluation, process evaluation and product evaluation. Context evaluation provides descriptive data about the programme objectives and intended outcomes. Input evaluation focuses on the programme procedures and structures, process evaluation is concerned with the implementation of the programme procedures and strategies. Product evaluation focuses on the success of the programme. Product evaluation is the equivalent of summative evaluation, where the intention is to form a judgement or conclusion about the results of an evaluation. Product evaluation is not part of the scope of this research but it has been identified as an opportunity for further research. A summative evaluation follows after formative evaluations have taken place (Sockey and Wilde, 1995).

3.3 DEVELOPMENT OF RESEARCH QUESTIONS

The adapted version of the CIPP model as cited in Amos (1998) was used as a basis by which the researcher generated his questions. The researcher was also guided by the literature review in terms of questions that were necessary. This has been summarised in Table 1 below.

Table 1: Research Questions

Programme Evaluation Stage	Research Questions
Context Evaluation	What is the philosophy underlying the contractor development programme?
	What are the goals and objectives of the contractor development programme?
Input Evaluation	How is the contractor development programme designed?
	What is the Programme strategy?
Process Evaluation	How is the contractor development programme implemented?
	What training is conducted for contractor development?
	How are contractors appointed and evaluated?
	How is the contractor development strategy implemented?
	What are the contractor development procedures?
	What are the main problems experienced by contractors?

4. SAMPLE

Taylor-Powell (1998, p. 6) points out that non-probability sampling is necessary when you want more in-depth information regarding a particular programme. The basis for all purposeful sampling is to select "information-rich" cases from which you can learn more about the issues that are important to the study (Taylor-Powell, 1998, p.6). Since the purpose of the research is to conduct a formative programme evaluation purposeful, non-probability sampling was used. Taylor-Powell (1998, p.6) also states that the researcher may terminate data collection when no new information is forthcoming from new sampled units. The contractor population at the time of the study consisted of 75 contractors. Out of

these 75 contractors only 40 had completed 12 months or more within the programme. Taylor-Powell (1998, p.7) indicates that in purposeful sampling this is referred to as criterion sampling since it refers to cases that meet some criterion for example only contractors who have completed 12 months or more within the Working for Water Programme. "As a general rule, we should not use any sample with less than 15 units of analysis, but preferably one with more than 25 units of analysis" (Huyshamen, 1993, p. 25). The researcher purposively selected three contractors per project in the Western Region relying on "experience and ingenuity" to "deliberately obtain units of analysis" (Kruger and Welman, 2002, p.63) in such a manner that the sample may be regarded as representative of the relevant population. Purposive non-probability criterion sampling will be used since only contractors that have already completed 12 months or more of work was selected for the survey (Taylor-Powell, 1998). Only 40 contractors had completed 12 months or more in the programme so the researcher had to compile his sample group out of this group. These 40 eligible contractors were spread over 10 different projects. Eight of these projects had five or less contractors and in all of these projects all the eligible contractors were chosen for selection. The remaining 6 units for analysis was chosen from the two biggest projects in the Western Region.

The Regional Programme Leader, as well as all eight of the project and assistant project managers responsible for the various projects in the Western region was interviewed. A further two interviews were conducted with the Institutional and Social Development members of the Western region based on their involvement with the compilation and execution of the contractor training programme.

5. DATA COLLECTION METHODS

Qualitative data analysis techniques were used to analyse the data. Seidman (1991, p. 91) points out that passages of interest can be marked, so that various categories can be developed by grouping areas that have commonalties.

Creswell (1994) also points out that qualitative data collection can provide rich context-bound information.

All data for the contractors were collected over a period of one month during July 2004. Interviews with managers were conducted over a period of three months ranging from June-August 2004 based on the availability of specific managers. The data collection comprised of a desktop component and an interview section. Documentary and archival analysis was used for the desktop component, whilst interviews with respondents took place on site.

5.1 THE INTERVIEW

May (1993, p. 91) is of the opinion that interviews yields" rich sources of data on people's experience, opinions, aspirations and feelings". Chadwick, Bahr & Albrecht (1984, p. 103) is of the opinion that an interview is a data collection method of entering and maintaining conversations with people for the purpose of obtaining research-relevant information. Neither triangulation nor respondent validation was used to validate the findings, as Melia (1997, p. 92-94) states that the "validation" will be found in the emergence of concepts from the data and that a natural saturation of themes will occur.

Short semi-structured interviews were used for interviews with contractors and WFW managers in a personal interview. The interviews with the contractors lasted about 30 minutes each and the interviews with the WFW managers approximately 40 minutes. Due cognisance was taken of the generally poor levels of basic education and an interpreter was used in the cases where contractors were not able to speak fluent English. Kruger and Welman (2001, p. 167) point out that the command of language of the group that is investigated should be taken into account. "We should use words and concepts with which we can expect the respondents to be familiar" (Kruger and Wellman, 2001). Please see appendix 1 for the interview schedule that was used to interview contractors. The contractors were interviewed in the project offices of their particular area during the month of July 2004. Appointments for the contractor

interviews were made with the respective project manager of an area, who also ensured that the contractors were present for the interviews. The contractors were interviewed in the project offices of their particular area during the month of July 2004. This included 10 different project sites. Out of these 10 sites 4 is regarded as urban sites and 6 as rural sites based on their proximity to nearby towns or cities.

The structured interviews with the contractors focussed on issues pertaining to training, potential contract opportunities, capital build up and expenditure, problems experienced and awareness about the exit strategy. In addition the methods of appointment and their asset base was discussed. See Appendix 1 for the interview schedule with the contractors.

The project managers and assistant project managers were also interviewed at their project location sites. The first four managers were interviewed during June 2004, whilst a further two was interviewed during July 2004. The remaining two managers were interviewed in August 2004. The regional programme leader and the two social development officers were interviewed at their offices in August 2004. The interview schedule for the project and assistant project managers may be viewed as Appendix 2, whilst the interview schedule for the regional programme leader is contained as Appendix 3. The researcher conducted all interviews. All interviews were audiotaped to ensure that accurate and complete record was obtained for analysis (Silverman, 1997).

5.2 ARCHIVAL AND DOCUMENTARY ANALYSIS.

Various documentary data such as previous quotations of contractors, financial data and contractor monthly reports were analysed. According to Shaw (2000) primary source documents such as reports should not be accepted uncritically and one should locate them in context. Jacobs (1996) notes that documentation can serve as a source of triangulation. Hitchcock and Hughes (1995, p. 222), argues that "complementary" links between the data obtained through interviews and the data obtained through documentary analysis should be sought.

6. DATA ANALYSIS

Creswell (1994, p. 153) refers that " the process of data analysis is eclectic; there is no right way" but that "data analysis requires the researcher to be comfortable with developing categories and making comparisons and contrasts". Thorne (1997, p. 69) is of the opinion that qualitative data analysis usually relies on inductive reasoning processes to interpret and structure the meanings that can be derived from the data. In order to generate findings that transform raw data into new knowledge, a qualitative researcher must engage in active and demanding analytical processes throughout all phases of the research.

6.1 IMMERSION IN THE DATA

Seidman (1991, p.93) argues that the researcher has to immerse him in the research data in order to be able to "conceptualise processes in order to transform data into meaningful findings".

The researcher immersed himself in the data by reading the transcribed notes first of the contractors, then of the WFW managers and then of the RPL. For clarity purposes the researcher also listened to the taped interviews, where the meaning or purpose of an answer was not apparent from the notes.

6.2 MAKING SENSE OF THE DATA

Thorne (1997, p.69) argues that qualitative data usually relies on inductive reasoning to interpret and structure the meanings, that can be derived from collected data. The theoretical lens from which the researcher approaches the phenomenon, the strategies that the researcher used to collect or construct data, and the understandings that the researcher has about what might count as relevant or important data in answering the research question are all analytical processes that influence the data (Thorne, 1997, p.70).
Seidman (1991, p.94) is of the opinion that text data has to be marked according to passages that are interesting so that the amount of data may be reduced to a

manageable size. In this research a vase amount of text was generated by the interviews. Seidman (1991, p.91) further point out that when approaching the text for the first time the researcher must come to the transcripts with an open attitude prepared to let the interview "breathe and speak for itself", seeking what emerges as important and of interest from the text. Morse (1994) believes that all qualitative data, regardless of the specific approach, involves:

- Comprehending the phenomenon under study
- Synthesising a portrait of the phenomenon that account for relations and linkages within its aspects
- Theorising about how and why these relations appear as they do
- Recontextualising or putting the new knowledge about phenomena and relations back into the context of how others have articulated the evolving knowledge.

Seidman (1991, p.93) states that it is important that the researcher identifies his interest in the subject. "It is important that the researcher acknowledges that in this stage of the process he or she is exercising judgement about what is significant in the transcript" (Seidman, 1991, p.95). Seidman (1991) further argues that it is important to articulate the criteria for marking the passages as important for this process to have public credibility. Seidman (1991, p.91) notes that the categories will arise out of the passages that has been marked as interesting, but that the researcher has certain predispositions that he brings with him to his reading of the transcripts. The research questions and literature review to identify the significant passages in the transcripts guided the researcher.

Seidman (1991) notes that the researcher can begin to label the passages that he has marked as interesting using a word or phrase that seems to describe the passage. Seidman (1991) further points out that these categories need to be tentative, as some will fold into each other some will die out while other new categories may appear. Seidman (1991, p. 101) argues that the process of marking, labelling and grouping passages of interest is interpretative and analytical in nature and the researcher is not supposed to do this only near the

end of a project. Since data collection and analysis processes tend to be concurrent, with new analytical steps informing the process of additional data collection and new data informing the analytic processes, it is important to recognise that qualitative data analysis processes are not entirely distinguishable from the actual data (Thorne 1997, p. 70).

Mostyn (cited in Brenner, Brown & Canter, 1985, p. 139) argues that there is no easy way to aid the researcher in the interpretation of qualitative data as opposed to merely reporting the data. Boutain (1999) notes that interim analysis has the advantage of allowing the researcher to go back and refine questions and pursue emerging avenues of inquiry in further depth. To strengthen this argument Mostyn (cited in Brenner et al, 1985, p.139) states that the ability to interpret qualitative data requires the ability of the researcher to "stand back from the problem to gain a new perspective; work with contradictions; explore new relationships, turn the problem around, even upside down; understand basic motivations and apply them; see behind rationalisations; ask and try to answer the question, what is the meaning of this?"

Miles and Huberman (1984) is of the opinion that the goal of marking what is of interest in the interview transcripts is to condense and mould the data into a form in which it can be displayed or shared. Mostyn (cited in Brenner et al, 1985, p. 141) point out that "the researcher must bear in mind that the final research report must be clear to readers who have not had the benefit of being present at the interviews or reading through the raw material". In addition Mostyn (cited in Brenner et al., 1985, p.141) point out that "while writing the report, it is important to bear in mind the purpose of quotations; they provide not only proof that the data produced the concepts the researcher is reporting, but also they preserve the language of correspondents".

6.3 ANALYSIS OF DOCUMENTARY DATA

Hitchcock and Hughes (1995, p. 222) states that the researcher must look for complementary links between the data obtained through the interview and the

documentation. Stake (1994, p. 211) states that one has to learn enough about the problem in order "to encapsulate complex meanings into a finite report and to describe the case in sufficient descriptive narrative so that readers can vicariously experience these happenings, and draw their own conclusions".

7. VALIDITY AND RELIABILITY

Questions of validity, reliability and generalizability are key sources of debate within qualitative research, and between qualitative research and its detractors. A compelling argument can be made for the distinctiveness of qualitative research to stem less from its emphasis on naturalistic enquiry and contextual interpretation, than its critical reworking of reliability and validity. The debate surrounding reliability and validity frequently serves as an instigator for several other controversies, many of which pertain to the foundational question of how knowledge is legitimated.

Lincoln and Guba (1994, p. 105) recast the quasi-statistical positivistic cannons of reliability and validity by invoking quotidian, naturalistic criteria of trustworthiness, credibility, dependability and confirmability.

According to Kvale (1996,p.24) validity pertains quality of craftsmanship. It is a fundamental concern related to the internal rigor of the design, data collection, analysis, interpretation and reporting. Verification permeates the ethos and practice of the entire research process. In the context of the current research project this was attained through: extended and receptive involvement in the research context, a reflexive recording of impressions throughout the research process, making use of theory to integrate data at various levels of abstraction, tracking new and unexpected data and finally seeking disconfirmatory data to falsify the inchoate analysis (Kvale, 1996).

The second variety of validity is communicative validity (Kvale, 1996). Research findings are validated communicatively through dialogue with other parties. Communicative validity cannot however be sought exclusively through appeals to research participants indexicality. Instead it requires endorsement in other

"communities of validation" (Kvale, 1996, p.25). These range from a general public "commonsense" validation, to theoretical validation by the academic community. In this research an experienced research supervisor provided strategic inputs. In addition when this thesis is disseminated via publication, this research will be subject to another tier of profession validation. Kvale (1996, p. 24-25) state that validation can also be attained in relation to action. This is termed pragmatic validation (Kvale, 1996). It relates to how research findings and the research processes instigate transformative change. Engeström (1989,1993) is of the opinion that ultimate sound research is a form of practical activity, it is a form of praxis.

Regarding the question of reliability Kirk and Millar (1986, p. 72, cited in Amos, 1998, p. 53) state the following:

"Qualitative researchers can no longer afford to beg the issue of reliability. While the forte of field research will always lie in its capability to sort out validity of propositions, its results will (reasonably) go ignored minus attention to reliability. For reliability to be calculated it is incumbent on the scientific investigator to document his or her procedure".

In this inquiry the research procedure has been clearly documented. Standard interview schedules were used and is attached in Appendices 1-3.

8. RESEARCH LIMITATIONS

Within qualitative research the researcher is not an objective, authoritative, neutral observer who stands apart from the research context, but the researcher is the principle instrument through which the inquiry is conducted. Denzin and Lincoln (1998) is in agreement that this role requires the exercise of critical self-reflectivity. In this particular research this was made even more salient by the manner in which the researcher was immersed in the research setting. The nature of this immersion ranged from the close working relationship the researcher has with the managers and contractors interviewed. It is not

desirable to ignore the researcher's historically inscribed position within the research setting. A critical self reflexivity does not require that we merely become aware of how we affect the research context, we need to reflectively examine are we are situationally created, "multiple-selves in research" (Denzin and Lincoln 1998,p. 745, see also Richarson, 1994).

In this research the researcher is associated with the Working for Water Programme, and seen as person knowledgeable on matters of administrative and organisational procedures. The requirements of reflexivity demanded that the researcher remain attuned to these dynamics. The notion of reflexivity is in many respects analogous to Bakhtin's (1986) notion of moral answerability. Hicks (2000) is of the opinion that dialogue is embedded in the history of particular relationships and their individual forms of response.

Jacobs (1996, p. 169) argues that it is important to return to the stakeholders so that debate over the development intervention may occur and that the findings may be validated within the sources of information. Silverman (2001) argues for respondent validation, but in this research the findings were not taken back to the subjects for verification. The research is limited in the sense that the findings of the research were not taken back to the subjects for verification. This could create unwillingness among stakeholders to use the findings in improving the contractor development programme. Jacobs (1996, p. 170) suggests a public forum as an alternative option to present the findings of the research to concerned parties. A forum of this nature could be instrumental in the generation of discussion.

9. ETHICAL CONSIDERATIONS

The concern with ethical and moral answerability unavoidably inflects the prevailing development endeavour. "Since development is a profoundly moral endeavour we are encouraged to take cognisance of the ethical basis for our enquiry, to our moral answerability and to systems of discourse and social action" (Hicks, 2000, p. 49).

The results of the inquiry could cause embarrassment to the Working for Water Programme and to the staff members responsible for the contractor development programme. The findings are presented in the form of a final report, which will be made available to the Rhodes Investec Business School.
Based on the advice of Bless and Higson-Smith (1995), anonymity was guaranteed to participants during the introduction of each interview. Each participant was verbally informed of the voluntary nature of participation and also the potential benefits that could be a result of this inquiry. An abridged version with a summary of the most important findings will be presented at a regional co-ordination meeting. The nature of the research was not to put blame on anybody, but rather to get a realistic view of how the contractor development Programme was shaping and to make recommendations for improvement.

10. SUMMARY

In this Chapter the researcher reviewed the methodology used to collect and analyse the data used for formative programme evaluation of the Working for Water's contractor development programme. The research framework was based on the evaluation model of Jacobs (1996) in which the following main steps were implemented:

- **Determine type of evaluation**

A formative programme evaluation was used so that recommendations for the improvement of the programme could be made.

- **Determine the broad method of inquiry**

This research is concerned with developing an understanding of the design and implementation of the programme as a whole and uses an adapted version of the CIPP model guide the evaluation.

- **Identify the principle stakeholders in the programme**

The principle clients for whom the research is intended were identified as the project and assistant project managers of the Western Region and the Regional Programme Leader.

- **Identify the research questions**

Questions were generated based on the literature review and using the adapted version of the CIPP model as framework.

- **Decide on the evaluation method to be used**

The original CIPP model covers four evaluation stages, namely context evaluation relating the programme philosophy and objectives, input evaluation focussing on the programme procedures and strategies, process evaluation which focuses on the implementation of the programme and lastly product evaluation which focuses on the success of the programme. Product evaluation was not completed in this study, but it was identified as an opportunity for future research.

- **Data collection**

Data was collected first and foremost by doing archival and documentary analysis of all documentation related to the contractor development programme. Semi-structured interviews were conducted with 30 contractors, eight assistant and project managers, two social development officers and one regional programme leader. All interviews were audiotaped.

- **Data analysis**

Data was analysed according to qualitative research procedures in which themes with commonalties were identified and thematic connections made. Documentary data was summarised in table format for ease of use and perception.

To validate the analysis complementary links between the data obtained through the interview and the documentation were sought. The research was limited in the sense that respondent validation was not carried out but a public forum for the discussion of the research findings is suggested as recommended by Jacobs (1996). In terms of ethical considerations anonymity was guaranteed to participants during the introduction of each interview. The final report will be available to the Rhodes Investec Business School. Thus having developed and described the research approach and tools chapter four presents the findings of the evaluation.

CHAPTER FOUR: RESEARCH FINDINGS

1. OVERVIEW

A systematic account of the results obtained from the research will be presented in this chapter. Direct quotations are used since it afforded the researcher the opportunity to collect rich qualitative data. The anonymity of individuals is maintained as outlined in the ethical considerations of this study. Since the Eastern Cape is run by one regional programme leader no quote of his will be identified to ensure that his anonymity is also protected. The results obtained from the documentary analysis will be presented at the outset of this chapter. The latter half of the chapter comprises of the results of the interviews with the contractors, managers and social development personnel.

2. RESULTS FROM DOCUMENTARY ANALYSIS

2.1 DEMOGRAPHICS

The sample group of contractors personnel files were analysed to get a breakdown of their gender, age and race composition. Their educational qualifications were also obtained from their personnel files, but then it was verified in the interviews through question eight of appendix one by asking their educational qualifications.

Table 2: Demographics

Demographic breakdown of the total sample	**Number of contractors**
Gender	
Male	20
Female	10
	n=30
Race	
Black/African	25
White	0
Asian/Indian	0
Table 2: Continued	
Coloured	5
	n=30

Age	
18-25years	0
26-40years	21
41-60years	8
61+years	1
	n=30
Education (Excluding the short courses provided by WFW)	
Never been to school	0
Some high school-St 6-9	11
Matric	12
Completed one year at tertiary education	4
Completed 1-2 years at tertiary institution	2
Completed degree or diploma	1
	n=30

The predominant percentage (66%) of the sample population was male contractors. Black Africans comprise 83% of the sample population. Interesting to note is that 70% of the sample group of contractors were between the ages of 26 and 41, with no contractor in the sample group younger than 25 years. The WFW Programme aims to employ a minimum of 20% youth (people under the age of 25), but in the sample group there is no representation of this category. In terms of education at least 40% of the sample contractors had achieved a matric qualification.

2.2 RECRUITMENT AND SELECTION

Contractors were asked how they were selected to become a WFW contractor in question 1 of the contractor interview schedule (Appendix 1). This is the one area where the WFW Programme has the most initial input in terms of selecting contractors with the potential to become entrepreneurs.

Table 3: Recruitment and selection

	Contractors
Appointed by Steering Committee	16
Appointed by Project manager based on applying for a post of contractor when advertised.	4
Selected by workers	0
Appointed by PM based on historical knowledge of person (No selection process).	6
Contractors used previously in WFW for NICRO/Madiba	2

Bay partnerships	
Promoted from supervisor to contractor	2
	n=30

Although 53% of the sample group of contractors were employed by Steering Committees it became clear from the interviews with WFW managers that there has been a definitive move towards managers appointing the contractors. This appointment usually took place via a selection process, or a process of elimination based on certain requirements (Question 14 of Appendix 2). Contractors appointed from previous Madiba Bay/Nicro partnerships were based on convenience, since some of the contractors had already undergone some contractor training.

2.3 PREVIOUS EMPLOYMENT STATUS

Previous employment status information was obtained from C.V's and employment history. In addition some of the information was obtained during the semi-structured interviews with contractors as part of question 3 of Appendix 1. Complimentary links between the data obtained through the interview and the documentary analysis was sought as a source of verification.

Table 4: Previous Employment Status

	Contractors
Employed full time	0
Employed part time	13
Seasonal Worker	7
Unemployed	5
Self-Employed	4
Employed in the family business	1
	n=30

Four of the contractors were self-employed before they started with the WFW programme. Their self-employment ranged from running small taxi businesses to a person owning a hairdresser and a person doing repair work on dresses (sowing). One person was employed in the family sowing business, but the person felt that she was not getting enough recognition for the work that she

was doing. All the self-employed and family business employed joined the WFW Programme since they saw it as an opportunity to increase their income potential. The seasonal workers were mostly from the Langkloof where they packed or picked apples and oranges during the picking season. The part time employed contractors did work ranging from building work to gardening to petrol attendants. Two of the unemployed contractors had just completed matric and were waiting to start their working careers, whilst one other contractor was unemployed due to factory layoffs at Volkswagen. The remaining two contractors were unemployed since they gave up their jobs in the mines to move closer to their hometowns and families. The data indicated that becoming a WFW contractor was not a career choice, but rather a question of necessity due to limited previous income.

2.4 NUMBER OF DAYS THE SAMPLE CONTRACTORS HAD WORKED VS. THE NUMBER OF TRAINING DAYS THEY HAVE COMPLETED

The number of training days per contractor was obtained from the training log in each contractor personnel file. This was also verified in the contractor interview as part of question 6 of appendix 1.

Table 5: Number of days the sample contractors had worked vs. the number of training days they have completed.

Number of working days	Contractors	Nr. Of training days
240-299	10	30-60
300-359	9	50-70
360-399	7	50-70
400-459	4	70+
	n=30	

The majority of the sample contractors were in the 240-299 days range. This meant that they still had about a year left with the WFW Programme, whilst 4 contractors were about to be exited from the Programme. The contractors that were about to be exited all had between 60-70 days of training.

2.5 TEAM SIZE

The team size was determined by means of averaging the number of workers employed per contractor over the number of working days that the contractor had in fact completed for the Working for Water Programme. This was done by analysing and summarising all previous approved quotation packages per contractor.

Table 6: Team Size

Number of workers	Number of contractors
13-15	27
10-12	1
7-9	2
	n=30

90% of the sample contractors had between 13-15 people in their team. The average number of people per team was 14 people.

2.6 GENDER AND YOUTH BREAKDOWN

Previous quotation packages of contractors were analysed to determine the gender and youth breakdown. The WFW Programme has the objective of employing 60% women and 40% men.

Table 7: Gender and youth breakdown

	Average number of workers
Average number of women per team	8
Average number of men per team	6
Average number of males younger than 25 years per team	1
Average number of females younger than 25 years per team	0

The male to female ratio on average was 43:57. There were surprising few youths in the teams. When contractors were questioned on this phenomenon during the interviews, the contractors indicated that they preferred to employ

slightly older people since these people were more likely to stay in the job and were more responsible. Younger employees tend to leave as soon as a better opportunity presents itself. Managers from the fruit growing areas raised the particular point that youths tend to leave the WFW Programme during the fruit picking season, but then want s to return to the programme once the season is finished.

2.7 TRAINING PROGRAMMES ATTENDED

The training that contractors attended was broken down into the actual day's categories. This can be compared with Table 5 in which it was indicated that 10 contractors out of the sample had completed 240-299 contract days, 9 had completed 300-359 contract days, 7 had completed 360-399 contract days and 4 had completed 400 or more contract days. This table was drawn up from the training logs in the contractor personnel files and verified through question 6 of appendix 1. If this is compared with the training matrix of the Working for Water Programme (Appendix 5) one can see that a contractor is expected to complete 86 days of training over a two-year period. 23 days of this is devoted to contractor and entrepreneurial development. A further 28 days is meant to be devoted to functional training and 35 days to social development training (WFW training matrix, appendix 5). Not all contractors attended training organised for them for reasons ranging from ill health, family matters to logistical problems. In addition a contractor who joins the programme after other contractors sometimes miss training that has already been conducted for previous contractors and has to wait until that particular project organises the same training again. This is not always possible logistically due to minimum numbers of attendees required per course. The training table below indicates what training has actually been done. Note must be taken of the relatively small group of contractors out of the sample that has attended the entire contractor development and entrepreneurial training.

Table 8: Training Programmes Attended

		n=10	n=9	n=7	n=4	
		Number of days contractors have been with the WFW Programme				
Training Course	**Duration**	240-299	300-359	360-399	400+	
Health and safety						
First Aid Level 1	2 Days	8	6	6	4	**n=24**
First Aid Level 2	2 Days	6	5	5	4	**n=20**
First Aid Level 3	3 Days	2	5	5	4	**n=16**
Incident Investigation	3 Days	3	3	3	4	**n=13**
Safety Rep training	2 Days	4	4	4	4	**n=16**
Basic principles of the OHS Act	1Day	10	9	7	4	**n=30**
Operational Training						
WFW Induction course	1Day	10	9	7	4	**n=30**
Chainsaw Operation	10Days	7	9	7	4	**n=27**
Brushcutter Operation	10Days	6	9	7	4	**n=26**
Fire Fighting	2Days	5	9	7	4	**n=25**
Selective herbicide application	1Day	10	9	7	4	**n=30**
Tree Identification	3Days	10	9	7	4	**n=30**
Limited Pest Control course	5Days	2	1	1	4	**n=8**
Contractor / Entrepreneurial Skills Development						
Basic Principles of supervision	5Days	2	2	2	4	**n=10**
Basic Business Principles	2Days	3	3	3	4	**n=13**
Contractor development	10Days	4	6	6	4	**n=20**
Social Development Training						
Primary health care	2Days	10	4	4	4	**n=26**
HIV/Aids awareness	1Day	10	9	7	4	**n=30**
HIV and conflict resolution	2Days	10	4	4	4	**n=26**
Team Building	5Days	0	4	4	4	**n=16**
Personal finance	1Day	10	8	8	4	**n=30**
Diversity Management	1Day	0	3	3	4	**n=10**
Conflict Resolution	1Day	2	4	4	4	**n=14**
		n=10	**n=9**	**n=7**	**n=4**	

The poor levels of training compliance to contractor and entrepreneurial development can be seen from Table 8. Compliance to the functional training has been good, but a number of contractors still have to complete the limited pest control certificate course.

2.8 CONTRACTOR BUSINESS MODELS

All contractors in the region are trading as sole proprietors. With regards to the administration of their businesses there is basically two types of systems being used. The one system uses a third party such as an accountant or bookkeeper to make payments and do the financial administration for the business. On the other hand the contractor does all his payments and administration himself, but is still required to furnish the project offices with monthly balance sheets and income statements. A qualified bookkeeper is used by 16 of the contractors. Out of these 16 contractors 9 is linked to an electronic banking system through which the bookkeeper or accountant makes payment to the creditors of the respective contractors and also makes up pay packets for the workers. In one of the coastal projects payment is made electronically into the bank accounts of the respective workers. The remaining 14 contractors from the sample population do their own payments and financial administration.

2.9 CONTRACTS

Approved previous quotation packages were summarised to determine how many contracts were completed by each contractor in the sample group and to determine their average income over a number of days.

Table 9: Contracts

Number of contractors	Nr. Of days with the Programme	Average number of contracts completed	Average Income over period	Average value per contract
n=10	240-299	14	R342 806.52	R24 486.18
n=9	300-359	18	R514 858.50	R28 603.25
n=7	360-399	20	R453 236.80	R22 661.84
n=4	400-459	27	R551 919.69	R20 441.47
Total n =30				

The average contract value for the sample contractors based on all previous contracts awarded is R24 048.19. Based on the summary table above, contractors who are about to be exited from the programme would have received more than R500 000.00 in total payments. This must be compared with table 11 in which the actual capital build up or profit is calculated. The contractors about to be exited have only made a profit of R54 098.70 over a period of 2 years.

2.10 TIME FRAMES UNDER WHICH CONTRACTS WERE COMPLETED.

Table 10 summarises the time frame under which contracts were completed. This is important since contractors are not guaranteed a contract each and every month. This has consequences in respect of their cash flow and their ability to plan for their future. The fact that contractors are not ensured of a contract each month was highlighted as a major problem faced by the interviewed contractors (Appendix 1, question 16). The interviewed managers also felt that contractors not receiving continuous contracts tended to get discouraged and demotivated. Some contractors had left the programme before they had completed their 462 working days claiming labour difficulties and financial stress as reasons for leaving.

Table 10: Time frames under which contracts were completed.

Nr. of Contractors	Nr. of days contractors have completed with the Programme	Average number of contracts completed	Average Number of months over, which the contracts were awarded.
n=10	240-299	14	20
n=9	300-359	18	24
n=7	360-399	20	28
n=4	400-459	27	34
Total n= 31			

2.11 CAPITAL BUILD UP

Capital build up refers to the amount allowed by the Working for Water Programme in the quotation packages to be quoted for as profit. Capital Build Up is calculated as a percentage of the total wage bill per contract. It is fixed at 20% of the wage cost and is supposed to be used by the contractor to reinvest in his business for assets in order to build up the business. The WFW contractors are allowed to use a standard quotation package only. The days allocated for a particular block is given and the contractors are not allowed to deviate significantly from this. The capital build up over the respective days is indicated in Table 11. The average capital build up per month is thus in the region of R2000 – R3000 per month.

Table 11: Capital Build Up

Nr. Of days contractors have completed with the Programme	Contractors	Average Capital Build Up
240-299	10	R34 946.80
300-359	9	R41 469.80
360-399	7	R45 876.90
400-459	4	R54 098.70
	n=30	

2.12 ASSET REGISTER

Contractors were asked in the interview what assets they own. The contractors are expected to build up their business in the two-year period so that they are a fully operational team. Should the contractor wish to go into another line of business new assets will have to be purchased, but without the right bush clearing equipment the contractor will not be able to make a success of his tenure with the WFW Programme.

Table 12 :Asset Register

Asset	**Number of contractors who own the specific item**
Transport	
Bakkie/Truck for transporting of workers	13
Operational assets	
1-2 Chainsaws	28
1-2 Brushcutters	14
3-10 Knapsacks	25
Winch and cables	2
Safety clothes and equipment	30
Administrative Assets	
Cellphone	30

Table 12 indicates that 43% of all contractors of the project sample own their own vehicles and that 93% of all the sample contractors own at least one chainsaw and 46% at least one or two brushcutters. The implementing agent in the Western region of the Eastern Cape facilitates the purchase of equipment such as chainsaws and brushcutters. The implementer will purchase the initial equipment required by the contractor. Monies are then deducted over a maximum of three instalments to cover the cost of the equipment. In this way the contractor then owns the machinery at the end of a three-month period. The implementing agent covers the risk for the three months (or contracts) whilst the equipment is being paid for.

No assistance is granted in respect of the purchasing of vehicles. Those contractors who do not own specific assets must rent equipment for the use in the completion of a WFW contract. Contractors who rent equipment pay a premium and do not have an asset base to fall back on for further business opportunities once they leave the programme.

When managers were asked to expand on some of the major problems experienced by contractors it came to light that charge out rates for equipment and tools are only adjusted once every two years. Manager number 3 had the following to say in response to question 18 of appendix 2 regarding the major problems of contractors within the WFW Programme:

"The current charge out rates are only revised very periodically. Equipment such as chainsaws is imported from overseas and as such the prices are heavily linked to the exchange rate. It is absurd that these rates do not get revised on a six monthly basis since parts that contractors can buy for example today will be 20% more expensive tomorrow due to exchange rate changes. I am also heavily disappointed with the actual rates charged. We do not work in ideal forestry conditions and yet charge out rates for chainsaws and brushcutters want to be compared with forestry charge out rates? There needs to be a significant investigation of the charge out rates to make it more "contractor-friendly".

This directly influences the contractors in terms of their ability to acquire assets and build up their business in terms of operational assets. Charges out rate tables are attached as Appendix 6. Charge out rates is daily rates for equipment and personal protective clothing that a contractor is allowed to charge to the Working for Water programme. These rates are set by the programme and are not negotiable by the contractors. It is generally calculated by taking the cost per year divided by 186 working days to get a daily rate to be charged by the contractor.

3. INPUT EVALUATION

3.1 NEED FOR AN EXIT STRATEGY

According to senior managers of the Eastern Cape the National office has worked on an exit strategy in August 2003, but it is still in draft stage. The understanding from all the interviewed managers was that contractors must work in the WFW Programme for a period of 462 days before they are exited. The strategy had not been communicated in detail to any of the interviewed managers. Manager 2 had the following to say in response to the question as to what they understand by the WFW exit strategy:

"As far as I understand there is an exit strategy, but I have never seen a hard copy or an electronic copy of the thing. At the moment we are letting the contractors work their 2 years in the Programme and then we exit them. We do not keep contact with them or track their progress. It would be nice say in ten years time to say the .....project has exited 24 contractors. 2 of them are big names in the forestry contracting industry and for example six of them are still active business people. I won't be able to keep track of my contractors once they have exited the Programme. The only way I will hear about what is going on with them is when they will pay me a courtesy visit".

3.2 ADHERENCE TO THE EXIT STRATEGY

In most projects the exit period of 462 days had not quite been reached although the projects in the research site has been operational since 1999. There have been contractors that had left the programme before they had completed their 24-months with the Programme. This meant that new contractors had to be appointed and thus the 24-month period was started from day one. In addition four contractors who were supposed to be exited was still working on the programme based on the 20% allowance on the annual budgets to be spent on exited contractors allowed for the Eastern Cape. These contractors were used based on the skills they had acquired over the years such

as the use of winches and ropes. To train new contractors in these positions would be very difficult and costly. This is detraction from the original exit strategy by which all contractors working on a special public works programme must be exited after a period of 24 months with the project.

3.3 DEVELOPMENT OF ENTREPRENEURS

The WFW Development Programme aims at developing contractors initially for the WFW alien invasive bush clearing environment, but thereafter as entrepreneurs to whatever business they see fit. Only 23 days are meant to be spent on developing entrepreneurial and contractor skills (WFW Training Matrix, 2003), which averages out to less than one day a month to be spent on contractor development training. In response to question 9 of Appendix 2, manager 4 had the following to say:

"At the moment we are training very good WFW contractors. At the end of their time with us they are very good alien bush clearers. There is no guarantee that they can do anything else. Also some of my current contractors have fairly low levels of education. They lack confidence to speak to other people and companies. They are confident when it comes to the things they know such as WFW quotation package and alien bush clearing. I have seen contractors trembling when they had to quote for a slightly different kind of clearing operation".

3.4 THE ROLE OF WFW MANAGERS

Individual project managers act as mentors and developers for the contractors under their charge. The managers are required to track the progress of contractors against the 462 days allowed in the programme. The WFW management staff conducts the majority of in house training. If a project is managed by a poor manager, without the necessary skills and qualification, it has an adverse effect on the contractors in that project. Question 7 of Appendix 2 inquired as to the role that WFW managers play in the development of

contractors and entrepreneurs. It became apparent that all interviewed managers felt deeply for their contractors, but that the role that played by the manager depended very much on the skills and enthusiasm of the particular manager. As manager number 5 stated:

"I feel responsible for the contractors under my charge. I conduct a lot of in-house training with them. I find that even with training courses they have not always understood the content of the training and then they come and ask me to explain it to them again".

4. PROCESS EVALUATION

4.1 DIFFICULTY IN IMPLEMENTING STRATEGY

Difficulty in the implementation of the exit strategy has been experienced since the majority of managers was hoping that the "*exit strategy was going to go away*". The majority of WFW management staff was hoping that the exit strategy was just a *"fad"* that would be abolished in the future.
Manager number 2 stated the following:

"I really thought that the exit strategy was just a foefie. In retrospect I could have done a lot more to get my contractors up to speed. The most important thing when contractors start in my project is to get them to operational and technical competence. This process takes the better part of one year, and I don't really have the time to think about other opportunities and entrepreneurship in my contractors. This is not what I get evaluated on. It is all about meeting my targets and not overspending the budget".

4.2 CONTRACTOR EVALUATIONS

In terms of the Working for Water implementation manual, contractors are supposed to be evaluated at least three times during their course of employment with the WFW Programme. In all the projects visited not one project was able to provide concrete proof of contractor evaluations. A lot of informal evaluation was

going on at project level, but no documented proof of contractor evaluation was present in any of the sites visited. As manager number 2 responded:

" *Ah well, I have been so busy with other things that I simply did not have time to conduct any contractor evaluations. I evaluate them informally all the time and give then advice on how to improve on the things they are not so good at, Yah"!*

4.3 LACK OF TACTICAL PLAN

WFW management staff was well aware that they had to develop the technical competencies of their contractors. The main focus of all management staff was leaning towards developing competent clearing contractors. In terms of the WFW clearing operations what they were doing was developing very good "hands-on" site supervisors (Croswell and McCutcheon, 2001).
No concrete plan was in evidence for contractor evaluations as mentioned before, no concrete developmental plan was in evidence (although this could be attributed to other factors as expanded on under training) and no plan for developing future contract opportunities were present.
As manager number 3 stated:

"*Some of the training should be looking at opportunities outside of alien clearing. We can't flood the market endlessly with alien clearers, but we can flood the market with entrepreneurs".*

4.4 LACK OF CONTINUITY

A lack of continuity in terms of contractor development was evident from comments from staff as well as the social development officers and WFW management staff. Based on the comments from contractors the developmental path they had followed differed from contractor to contractor. It seemed as if once the contractor was a capable WFW contractor, in other words he or she was good at alien vegetation clearing and follow-up operations, no further development took place for those specific contractors.

4.5 THE TRAINING PROGRAMME

A training matrix was design by the training co-ordinator from the National WFW office. It clearly spells out the time frames for contractor development training. From September 2003 the Working for Water Programme has entered into an agreement with the Department of Labour that the Labour Department would do all training for the WFW Programme. This meant that no training was budgeted for on the Annual Plans of Operations for individual projects.

This partnership with the Department of Labour has been rife with problems. In the 2003/2004 financial year no training has been implemented since no training has been approved on a national level from the Department of Labour. All previous training service providers from the respective provinces had to re register with the National Department of Labour. Until this process has been finalised no training will be implemented in the WFW Programme. This resulted in contractors due for specific training not received any training, whilst potential new contractor could also not be trained due to lack of access to funds. All interviewed managers felt strongly in this regard and managers number 2, 3 and 4 had the following to say in response to question 9 in Appendix 2 regarding the adequacy of training:

"The DOL training is a joke. We have been waiting for more than 9 months and we have not been able to do any training. WFW expects me to exit my contractors, but they have not even completed the minimum amount of training as set out in the training matrix. It is ridiculous! I can's even train my new contractors. How can I appoint new contractors who are supposed to work with dangerous chainsaws and brushcutters if they have had no training?

"I refuse to let new contractors start without them having done productivity training. If you start these guys out on the wrong foot you are going to struggle for the next two years. It is very difficult to unteach people bad habits they have picked up once they have started work You have to do it right from the beginning".

"All the training identified in the training matrix is lovely, but we have been waiting almost two years for the contractor development manuals. I have not seen these completed manuals. The matrix talks about contractor development unit 1-11. What the hell is that? This has never been explained to me. As I understood it the social development team was going to organise these training's through DOL accredited service providers. These DOL service providers would have all the info for example contractor development training unit 1-11. This is a load of crock! I have achieved much more by the training I have given the contractors than any training organised through social development".

As manager number 6 put it:

"I have been unable to plan any of my contractor development because of this Department of Labour nonsense. I wish we could go back to the way in which we budgeted and paid for the training. At least there was no problem in getting the training done".

All the interviewed WFW managers expressed disappointment and frustration with the Department of Labour Training Process. The reregistration process of service providers has been ongoing for a number of months and the social development officers are convinced that the problems experienced in the last couple of months has been temporary in nature.

4.6 ONGOING TRAINING

Training in itself is a process. There needs to be follow up training to ensure the quality of the training, but also to see if the information has indeed filtered down to the intended recipients. Manager number 1 had the following to say:

"The thing about the training that our contractors are getting is that there is no follow up. For example a contractor can get training in chainsaw skills and

nobody ever comes to assess whether that contractor is still aware of all the safety aspects and so on of that chainsaw. I think each and every time training takes place there must be a break of a couple of weeks and then the same service provider must come back and do an evaluation to see if the training was effective. This will be more expensive, but in the long run it will pay dividends".

4.7 ADDITIONAL TRAINING REQUIRED

When contractors and staff were asked what additional training is needed three main themes became evident: entrepreneurial training, communication skills and productivity training. Below are quotes from respondents nr. 5, 10,11 and 16 based on question 7 of Appendix 1.

"Contractors need communication skills since the majority of time the contractor has a problem with his team is when he or she does not talk properly to the team. I often have to solve problems that really could and should have been solved by the contractor if he just spoke to his workers. In this regard I also think contractors should receive basic human resource skills training. This will include things like conflict resolution. It is daunting for a person who has never had to manage people to all of a sudden have to manage 15 people in a productive, task based environment".

"We are training a lot of good alien vegetation clearing contractors, but we need to train them as entrepreneurs. They need to be able to leave WFW and start a painting business if that is required. They need universally applicable principles to ensure that they continue after life with WFW".

"I need more bookkeeping training".

"I need more production training skills. I have learnt a lot about putting my block into days, but my manager is always telling me I must do things smarter".

4.8 ADMINISTRATION AND BOOKKEEPING

Interviews with the contractors revealed that most of them did not have a very good understanding of basic accounting principles. When asked what a balance sheet and income statement was they could not really point out the difference. Most of them were aware that money was paid into their accounts after they had completed a block and this was construed as their income. It seemed as if the majority of interviewed contractors had still not come to terms with basic business requirements such as Workmen's Compensation and tax. This could be attributed to the fact that managers mostly drive this process in the respective projects. Fifty-three percent of the interviewed contractors relied on an accountant or bookkeeper to handle their finances. Manager number 6 and 3 respectively stated the following:

"It is usually the contractors who are in financial difficulty that do not make use of an accountant. It is just so much easier if an accountant do the books of the contractors. If they do it themselves they often get into trouble for tax payments. I had to go to court 17 times last year to try and answer questions in court for contractors who was perceived as evading tax. As far as Workmen's Compensation is concerned I have had a contractor that has been hit for R26 000.00 for one year only. It is normally a case of a zero or something being put in the wrong place".

"The bookkeeper spends at least one day per month with my contractors. I would recommend a close working relationship between the bookkeeper and the contractors".

Not one of the contractors were able to give the researcher an estimation on the annual income he or she receives or had been receiving over the course of the last year as based on question 17 of Appendix 1. The largest portion of contractors was investing only in their businesses. No plans had been made for contingency plans such as medical or pension funds.

4.9 APPOINTMENT OF CONTRACTORS

Contractors have been appointed in a variety of ways. The largest portion of contractors had been appointed by Steering Committees. The other methods include the selection of contractors based on job applications, promotion from the post of supervisor to contractor and appointments made by the project manager. There is a general tendency in WFW to be moving away from this practice based on the problems that were experienced in the past of nepotism and people not suited for the job as contractor being appointed. Manager number 8 and 9 respectively is of the following opinions:

"I don't think Steering Committees or whatever should appoint contractors as the project people has to work with them on a daily basis. Councillors should be given selection criteria and then give the project a pool of people to choose from. The Project Manager should not appoint people alone but should do so in conjunction with senior management and a member of the Project Advisory Committee".

"You must look for a person who can lead and control people. Sometimes a person may be well qualified but he can't lead people. It is all about the attitude of people".

Two schools of thought emerged as to criteria or a minimum level of education for appointment as a contractor as per question 11 of Appendix 2. Manager 3 and 6 had the following to say:

"The Programme is for previously disadvantaged individuals. You must not be so "vas" on educational level. Do they have aptitude for business and communication? We must be fussy when choosing contractors since we want people who will continue to employ other people once they have exited the programme. You can't confuse education with communication skills".

On the other hand:

"I think we need to have some type of criteria. There must be a certain level of numeracy and literacy. If you advertise you get a flock of applicants and you can choose the best person. You don't want to be teaching people how to do basic arithmetic. Two years is not enough to empower such a person. You must choose people who will stand a reasonably chance to be effective after two years".

4.10 APPOINTMENT OF WORKERS

In the past workers were selected by councillors. They were then divided into teams and given to the contractors. Respondents 28 and 30 had the following opinions:

"My opinion, I know the politics related to councillors. In most cases councillors will pick people from a particular party. We should give the contractor the opportunity to select his own workers, following a set of criteria from WFW".

"It is a flaw that a worker who has good potential to become a contractor must be exited after two years. After two years a worker with the potential of becoming a contractor would already have had a lot of training. He will already understand daily targets and those type of things".

4.11 LENGTH OF THE EXIT STRATEGY PERIOD

When staff and contractors were asked whether the exit period was long enough all of them indicated "no". Contractors need to have built up their business sufficiently to be able to compete for tenders on the open market. This means some degree of financial assets in the form of cash and assets. The draft exit strategy indicates a period of 462 days in total or 24months over a five-year period. All respondents in the sample indicated that the exit period is too short. Respondent number 18 and 21 stated the following:

"The exit strategy must be lengthened to 3-5years. What we expect these people to have purchased and the amount of equipment and everything they need, two years is not enough to build up their business. To build their confidence for the outside world it would be better to have a longer time period. We cannot expect people to be empowered in such a short space of time".

"A person cannot even get finance for a two-year period. How can we exit people after only two years and expect them to be successful'?

From respondents number 12, 18 and 26 in answer to question 9 of Appendix 1 about what they would change about the exit strategy.

"Three years is better because I can buy more equipment. I struggle to buy first chainsaws and then brushcutters. For almost a year I had no extra money to invest in my business or to buy additional equipment."

"Maybe just about six months more. This will help me a lot".

"The banks don't want to give me any finance. They say my business is too new. So I must buy everything with money I save from my business. This is hard".

4.12 CONTRACTING OPPORTUNITIES AFTER EXIT FROM THE WFW PROGRAMME

When contractors were asked how confident they were that their business would continue after WFW the majority of contractors felt very certain that their businesses would continue (Question 10 of Appendix 1). This was weighed up against the question about what they will do after they have exited (Question 13 of Appendix 1). Not one of the respondents was able to give a concrete answer. This meant that the results of the two questions were in stark contrast to one another.

Regarding the certainty about their business continuing after WFW respondents 4,8 and 30 had the following to say:

"I feel very certain that my business will continue".

"Oh yes"!

"I am sure I will find something to do".

Regarding what they were actually going to do:

"Well, I'm not actually sure. Maybe WFW can employ me again".

"I will maybe go to the municipal offices and find out more about the type of business that I am doing. The I will try to get a municipal tender or something. I am not really sure".

Respondent 11: *"I will try to get a road contract".*

Researcher: *"Where or how"?*

Respondent 11: *"It is difficult. Maybe I can ask the guys that are currently working on the road".*

In addition respondents number 1,3 and 7, which were slightly more positive, stated the following:

"I will try to find more tenders from the private sector. By reading newspapers and trying to find more information about my job so I can apply for these tenders".

"If I can tender for a job for which WFW has trained me I will go into that direction. I will maybe try the council. I will try to get a similar kind of job".

"I will look for other clearing work, like in Gamtoos, because I have experience and machines. Like now I am able to do jobs for the school cutting trees".

Small business has been advocated as an important means of generating employment. Contractors need to be developed in thinking about themselves of creators of employment. Manager number 8 had the following to say:

"I don't think that all the contractors see themselves as entrepreneurs. Certainly a large portion of them will use their time frame with WFW and get as much out of the process as possible. I just don't see the drive, in a large portion of contractors, to actually actively seek work and job opportunities after they have exited from the WFW Programme. A large portion of them will stay at home and fall back into the trap of poverty and misery they were in before they came and worked in the Programme".

5. SUMMARY

Returning to the platform and assumptions developed in Chapter two, the short question is whether the contractor development programme develops independent contractors and entrepreneurs who will be able to exit the WFW Programme successfully after a period of 462 days. The short answer as argued in this thesis is no. The contractor development programme does not address the fundamental principles of entrepreneurship and contractor development. This became very clear from statements from the contractors regarding what they were going to do after exit from the WFW Programme. Support mechanisms to measure the development of contractors are lacking in all the sample projects. The training programme that has only budgeted 23 days for contractor and entrepreneurial development has had severe limitations in terms of the training partnership with the Department of Labour, to such an extent that very little training had taken place over the last year. Training has shortfalls in the sense that follow up training do not happen after the original training has taken place.

The exit period of two years is not realistic as one looks at comments from managers and contractors. In line with international literature a development period of this nature should be a minimum of 3-5 years.

The revision of charge out rates for tools and equipment takes place too periodically. Appointment methods of contractors vary from project to project and it is important to get a standardised method of appointing contractors so that the best potential candidates can be chosen from the outset. In this chapter the researcher has given a systematic account of the results obtained from the research. Results were obtained from documentary analysis and interviews were conducted with various managers within the Western Region. In line with Seidman (1991) passages of interest were marked and categories were developed from the interview data. The researcher has included quotes to provide rich context-bound information where the results of the interviews confirmed a majority agreement on a particular topic.

CHAPTER FIVE: DISCUSSION OF RESEARCH FINDINGS

1. OVERVIEW

This chapter presents a discussion and analysis of the findings of the archival and documentary review and semi-structured interviews conducted for the purpose of this research. The purpose of this research was to conduct a programme evaluation of the development of independent contractors over a 24 month period in the Working for Water Programme in the Eastern Cape. This took place in the form of a formative programme evaluation with the express purpose to make recommendations for the improvement of the programme. These recommendations will be discussed in Chapter 6.

The theoretical relationship between programme evaluation, public works programmes and independent small contractor development was considered at the outset of this study in Chapter two. The clients for whom the research was intended include the managers of the Western Region, the implementing agent and the regional programme leader.

The main themes that were identified for the development of independent contractors were identified as follows:

- Contractor selection
- Contractor competency
- Management competency
- Training with specific reference to entrepreneurial development
- The timeframe of the exit period
- Meaningful post exit opportunities

The chapter examined the critical financial requirements for a start up WFW contractor as well as entrepreneurship in small contractor development.

2. SPECIAL PUBLIC WORKS PROGRAMMES AND DEVELOPMENT

In January 2002 in a publication by the Minister of Labour, Ministerial determination No: 3 in terms of section 50 of the Basic Conditions of Employment Act 1997 it was stated that:

"Section 2.1 Workers on a special Public Works Programme are employed on a temporary basis,

Section 2.2 A Worker may not be employed for longer than 24months in any five-year cycle" (Government Gazette No 23045, 2002).

The Working for Water Programme are challenged with the development of independent contractors within this time period. The Working for Water Programme regards the development of independent contractors over a period of 24 months, or 462 days, along with meaningful post-exit opportunities as an important component of the programme.

Croswell (1995) and McCutcheon (1993) are both of the opinion that in employment intensive work programmes such as alien vegetation clearing can learn the following lessons from the sub-Saharan African experience:

- Adopt a long term programme approach rather than an ad-hoc project approach
- Recognise the extremely poor educational base, lack of individual skills and institutional capacity.

Based on the international research into small contractor development various authors (McCutcheon, 1993, Croswell, 1995, Clark 2000) all argue for a long term approach to development. Three to five years is cited is acceptable development periods. The exit period of 24 months for developing contractors is inadequate and the Working for Water Programme should highlight this to government in the strongest possible terms.

3. CONTRACTOR SELECTION

Contractors have been selected in different ways in the respective projects where interviews were conducted. The largest portion of contractors were appointed by Steering Committees. Managers of projects whose contractors were appointed by Steering Committees were not happy with the quality of contractors in their projects. Most of these managers could not wait for the exit period to pass so that they could appoint new contractors. In sharp contrast to this projects where contractors were appointed via an application process or knowledge of the project manager the quality of contractors were very good.

Selection criteria for contractors varied immensely from project to project with some of the projects having no selection criteria for the appointment of contractors. In addition managers preferred contractors who were slightly older since they seemed to gain more respect from their team members. The determination of the WFW programme to employ 20% youth across the board should not be implemented for contractor selection.

4. CRITICAL SUCCESS FACTORS IN CONTRACTOR DEVELOPMENT

The development of effective contractors relied on their previous skills and experience. Contractors with previous skills tended to be able to readily adapt to the changes of managing a team made up out of some of the poorest people in society. Contractors without the luxury of previous engagement in formal employment or their own businesses tended to experience more labour related problems than any of the other contractors with previous employment. This is in line with the argument of Croswell (1995) that many small contractors began their independent companies after breaking away from existing companies where they had received a great deal of training. Contractors who were working under managers who provided them with mentoring and support were also more likely to make a success of the contracting opportunities that they were given. This is in line with Calder (1995) who is of the opinion that many small contractors gained significant experience from their previous contractor

employers. In the WFW Programme the managers act as mentors for the newly developing contractors.

Contractor success is also dependent on the training they receive. The amount of training differed vastly between contractors, but the interviewed contractors had all received more than 20 days training. The training matrix provides a list of courses that contractors have to complete before they may commence their operations. This training matrix places far too much emphasis on social development training for contractors and also devotes far too little time for entrepreneurial and contractor development training. The analysis of the training programmes attended also indicated that many contractors had completed as much as 399 days within the programme and had still not completed the contractor development entrepreneurial training. The dysfunctional Department of Labour partnership with the Working for Water Programme was stated as the main reason for training not taking place.

Contractors who are able to develop and manage a quality team with minimum labour turnover were also more likely to be regarded as good contractors by their respective managers. The availability of competent bookkeeping support, tax and business advice is critical success factors in contractor development.

About 70% of the contractors who made use of bookkeepers to do their books for them had very little or no idea of the status of their finances. They did not display an understanding of the basic financial principles required for the successful running of a business. The idea to hand over all the financial running of the business over to a bookkeeper makes a lot of sense to the involved managers, since they do not have the hassle of trying to get information, statements and progress from the contractor. The researcher does not see this as true empowerment. If a contractor is not able to manage his own finances such as the payment of creditors there is no guarantee that he will be able to do so if not compelled by a payment system in which all creditors are automatically paid by bookkeeper or accountant. At the same time there is no problem in making use of a bookkeeper, but this person has to be managed by the contractor and not the other way round.

Some of the interviewed contractors had previously been administered through DWAF. They all acknowledged the improvement in their business situation since the implementing agent had taken over payment and procurement responsibilities. De Beer (2004, p.2) state that "payments for work done must be made on time". He is further of the opinion that if payment is late many small contractors simply shut down until payment is received. Without their own resources and with limited borrowing capacity such interruptions in the cash flow are often fatal to small businesses. " A theoretical commitment to contractor development means nothing if it is not backed up by efficient payment systems" (De Beer, 2004, p. 2). This is very true in the WFW scenario since the interview with the contractors revealed that the majority of them wait until payment for a block has been received before work will commence on the next block

Where contractor selection is poor and where there are inadequate systems for induction, training and mentoring contractors are likely to fail.

5. MANAGEMENT AND FINANCIAL SUPPORT TO CONTRACTORS

The majority of contractors relied heavily on the mentoring they received from their respective managers. The quality of mentoring varied from project to project based on the competency of the particular manager. Croswell (1993) point out that the successful employment-intensive programmes in Egypt relied on training and ongoing mentoring for success and that it is essential for managers to display technical, administrative and leadership skills.

WFW has to ensure that contractors receive all the training on the training matrix in a cohesive and informed way. Inadequate business and tax advice can cause contractors to run up debt with the Receiver of Revenue. Management needs to explain clearly to contractors the consequences of being a taxpayer within the Working for Water system.

None of the contractors were registered for Workmen's Compensation. This was related to an instruction for the RPL. If contractors intend to be independent after a period of two years with the WFW Programme it is essential that contractors be registered with Workmen's Compensation. Managers can provide contractors with training in how to complete employers reports of accident, first and final medical reports and resumption reports. Managers were fulfilling this function in all projects visited. The contractors need to be responsible for this function with assistance and mentoring from the respective project managers.
De Beer (2004, p.2) state the following: " We should avoid romanticising the notion of "the emerging contractor". It defines a state of limited business experience and little or no equity to put at risk; a state of perpetual uncertainty and the imminent threat of bankruptcy".

The majority of the contractors in the sample have managed to build up their business's asset base. The majority of contractors had acquired their own equipment and 43% of the contractors had already managed to purchase their own vehicles. This was mostly due to the procurement policy of the implementing agent in which machinery was bought for the contractor. The implementing agent pays the initial invoice, but the costs are recovered from the contractor. The contractor then has a maximum of three months to pay off that particular asset. This creates a two-fold benefit. In the first place the sense of ownership and responsibility rests with the contractor from day one. In the second place the risk of maintaining that machine and the maintenance cost of improper use is no longer the responsibility of the implementing agent. The implementing agent carries the risk of the particular contractor not returning for a second or third contract without paying the outstanding contract amount. When the potential contractor first start with the WFW Programme he has no assets to his name. This is due to the developmental nature of the programme. If one considers that the implementing agent has to make a substantial investment initially to start the business it can make heavy potential losses. The researcher is of the opinion that contractors should be started on contracts such as follow up for the first six months, which requires little operational assets. If the contractor proves him the implementing agent can invest in purchasing further machinery and equipment for the contractor.

The purchase of vehicles rests entirely on the contractor. The implementing agent grants no assistance for the purchase of vehicles. The risk of default is simply too great to be borne by the implementing agent. "An area of concern that has received publicity is the difficulties small contractors face when seeking debt or equity financing" (De Beer, 2004). It is quite surprising that 43% of contractors have managed to secure their own vehicles. Some contractors had their spouses or family members sign suretyship in order to get finance to purchase a vehicle. Ten of the contractors have however managed to purchase their own vehicles through savings and capital build up from their previous quotations. The WFW Programme needs to create an enabling environment for the access to funding.

De Beer (2004) argues that contracts must be viable. It is the responsibility of the contracting authority to ensure that the contract allows for a fair profit. He further states that there seems to be a tendency to try to spread the economic benefits, to break projects down below economic levels. In the Working for Water Programme contractors are allowed a capital build up of 20 % on the actual quoted labour costs. A summary of the financial data has revealed that the average capital build for contractors who has worked for 400 days or more in the project is in the region of R54 098.00. If one considers that this has been received for a period of about 24 months it means on average the capital build up per month for the sample group averages out at R 2 254.10.

Table 13 indicates a price estimation of operational assets required in a WFW contractor business (Prices based on September 2004 prices for average team size of 15).

Table 13: Estimation of an average WFW contractor requirements for successful WFW operation

Equipment	Price per individual item	Amount required- Based on minimum levels for operational efficiency	Total
Bakkie/Truck	R29 870.00	1	R29 870.00 (Price based on average of sample contractors vehicles)
Chainsaw	R3 965.00	2	R7 930.00
Brushcutters	R5 757.00	2	R11 514.00
Knapsacks	R636.00	10	R6 360.00
Slashers	R25.00	10	R250.00
First Aid Kit	R325.00	1	R325.00
Firebeaters	R105.00	5	R525.00
Wajax Fire Fighting Pump	R853.00	1	R853.00
Fire Extinguisher	R205.00	1	R205.00
Personal PPE- Including blue overalls, safety boots, rainsuites, chainsaw gloves and helmets and pants, and rubber gloves	R9 149.00		R9 149.00
		Total	**R66 981.00**

Prices for chainsaws and brushcutters, knapsacks and slashers were obtained from Tarry M and G in Port Elizabeth. Prices for firebeaters, Wajax fire fighting

pump and fire extinguisher was obtained from CHUBB in Port Elizabeth. Prices for PPE was obtained from Eagle work wear and Tarry M and G in Port Elizabeth.

A developing contractor needs approximately R66 981.00 worth of operational assets before he is even considered as adequately prepared for the WFW contracting scenario. Obviously the developing contractors do not have enough resources to pay off their vehicle for about the first year. This means that contractors must hire a vehicle from somebody else. The researcher regards this as advantageous since it spreads the benefits of the Working for Water Programme to a broader range of actors, but it also teaches the contractor that the principle of hard work to achieve success in his or her business is applicable. No contractor can start without Personal Protective Clothing and at least a couple of slashers. This means that the start up cost of developing contractors is at least R10 000.00. If one take into account that the contractor has only three months to pay this debt off, it means that for the first three months the contractor has to make payments monthly of at least R3 333.33. The financial data has indicated that the average capital build up per contract is only in the region of R2 232.81. It also means that the new contractors can only really be used for follow up or slashing contracts for the first couple of months since they won't have any machinery such as chainsaws or brushcutters. In the long run this could seriously affect the performance of the Working for Water Programme.

Chainsaws and brushcutters are charged out in the quotation packages at a daily rate of R100.00 and R90.00 respectively. The formula for how this figure was derived at is attached as Appendix 5. This daily charge out rate includes maintenance, spares, fuel and oil and a capital replacement value so that at the end of the chainsaw's lifetime that machine can be replaced with the money earned from that machine over its lifetime. The biggest problem with this is however that the contractor bears the initial cost of the purchase of that machine. These monies can then be paid over a period of three months. For the developing contractor employed by the WFW Programme this is a huge undertaking since the majority of these contractors were either previously

unemployed or had fairly menial paying jobs. The majority of contractors interviewed also mentioned that they had no real savings in the bank when they started with the WFW Programme. The same principle is also applicable to the personal protective clothing in the quotation packages. The charge out rate includes a replacement value and a daily wear and tear allowance so that at the end of that garments lifetime it can be replaced. These rates do not compare favourably with the standard forestry industry charge out rates since work take place in very difficult and treacherous terrain. Wear and tear is much greater than in normal forestry operating conditions. Ideally a contractor should also not only have two chainsaws but rather, four so that a spare machine is available if one of the machines break down in the field. This is a standard forestry practice, which is not commonly implemented in the WFW Programme due the cost implications as mentioned. De Beer (2004) is of the opinion that any project running for more than nine months will suffer from the escalation in material prices. If inflation is not factored in it will kill profit. He further argues that contracts must be viable. It is an absolute responsibility of the contracting authority to ensure that the contract allows for a fair profit. "There is a tendency, to try to spread economic benefits, to break projects down below economic levels" (De Beer, 1994). In the Working for Water Programme charge out price levels are adjusted only periodically. The charge out rated for personal protective clothing has not been adjusted for more than two years. This is a critical failure on the part of the Working for Water Programme. The contractor will thus take about three months to pay off his Personal Protective clothing. WFW initially supplied most of the interviewed contractors with firebeaters, a fire extinguisher and spraying knapsacks. This is a process that is changing, since newly appointed contractors from 2004 is also required to purchase their own fire beaters, fire extinguisher and knapsacks.

The contractor is now in the absolute minimum requirement bracket for contracting. Over the next three months the contractor will have to purchase at least 6 knapsacks, one chainsaw and one brushcutter. This cost would amount to the region of R13 538.00. It this is then deducted over a period of three months the contractor then has to pay a monthly amount of R4 512.67. It would be unrealistic to expect that more money can be deducted from the contractor

over this period. The contractors would then have completed 6 months in the WFW Programme. It will take at least another months to purchase the additional chainsaw and brushcutter as is required for the majority of clearing contracts in the Western Region. The Western Region is responsible for work in a lot of urban areas and the specification of the landowner is such that trees have to be cut down and stacked. During this period the contractors PPE has also been worn down and this needs to be replaced systematically.

It is important to note that we are still dealing with a contractor with very little financial resources to fall back on. No consideration is given at this stage for household crises and such like which would further require financial input from the contractor. Over the next 6 months the contractor must start replacing the original brushcutter and chainsaw that he or she bought, because the maintenance cost would start exceeding the cost of the purchase of a new machine. The contractor can also start putting money aside for the purchase of a vehicle. A vehicle will the contractors biggest capital outlay, but also one that is essential if he or she is to become an independent contractor. The notion of hiring vehicles for future contracts is not realistic, as no hire company will be prepared to hire vehicles to contractors with no guarantee of a continuation of contracts. This has been testified by a number of contractors as well as managers who have tried to help source vehicles for their contractors. The developing contractors currently used in the Programme has very little financial resources when they enter into the Programme so the purchase of a vehicle is essential for the continuation of such a business. On the practical side for example the contractor needs to attend site visits for potential future work, visit organisations for contract opportunities and the daily activities that form part of running a small business.

With an average capital build up of R 2 232.81(Based on the sample contractor group) per month this is obviously not a process that happens overnight. Croswell (1995) notes that internationally 75percent of small business fail within the first three years. There would need to be compelling reasons why this should not apply to small contractors with a very weak educational base. The current two-year exit period is not long enough to build up their business sufficiently. De Beer (2004) is of the strong opinion that if governments

procurement policies are to support entrepreneurial development, they should ensure continuing work for three or four years as long as previous contracts have been completed successfully. The exit period should be increased with an additional 12months. This will allow contractors to have a stronger asset base, and they will also be able to adapt to change in a complex and uncertain environment. De Beer (2004) is also of the opinion that governments are regarded as committed to entrepreneurial development, but are squeamish about profit and consider it exploitative. Without profit there will be no entrepreneurs.

"There can be no entrepreneurial development without failure. But too high a degree of failure is demoralising for all concerned, and puts ammunition in the hands of the pessimists who claim small- and medium-enterprise development is just a pipe dream away" (De Beer, 2004, p.2).

Croswell (1995, p. 645) states that the successful large scale programmes in Kenya, Lesotho and Botswana needed three to five years to achieve efficiency. The development of successful small contractors face the contradiction between the ostensive need for fast tracked delivery and the reality of the need for longer term protected learning. (Croswell, 1995).

The contractor development programme in Egypt implemented by the Social Fund for Development in the Republic of Egypt incorporate the following successful approaches in their employment-intensive contractor development Programme.

- A programme approach
- Training and ongoing mentoring
- High level support
- Institutional support.

Croswell (1995) states that Egypt has implemented a viable and potentially successful employment-intensive development programme which is ahead of

the South African experience, chiefly because of high level commitment and allocation of the necessary funds and political support.

6. ENTREPRENEURSHIP IN SMALL CONTRACTOR DEVELOPMENT

Brinders, et al., (2003) point out that governments in Africa provide a wide variety of programmes and projects to assist entrepreneurship and the development of the small business contractor. The role of small enterprises and policies for its development has to be seen in the context of the macro-economic structure that are highlighted by high rates of population, excessive shortages of food and work, large informal sectors and low productivity. Public enterprise is used as a vehicle to achieve the social and political objectives of the government.

According to the International Labour Organisation (1997) cultural values and limited experience affect attitudes to work, organisational discipline, the understanding of technical limitations and supervision and management style.
The International Labour Organisation (1997) state that in most African countries, poor maintenance and abuse of equipment is common since few workers know how to operate and care for modern equipment.

A popular approach to promoting entrepreneurship in Africa since the late 1980's has been to turn over state-owned enterprises to the private sector under the structural adjustment programme of the International Monetary Fund and the world bank (NEPAD, 2001). High levels of poverty combined with slow economic growth in the formal sector have forced a large part of the developing world's population into self-employment and informal activities. The NEPAD framework includes privatisation as one of the leading approaches for promoting African economies. " Entrepreneurs are the bedrock of market economy, and their development has been seen in the context of the development of societies that allow and even encourage private accumulation of capital for investment" (Brinders et al, 2003).

The new enterprise can take many forms including the start up firm. In the WFW Programme all new contractors are forming start up firms, but in within the protection of the WFW Programme. The newly established contractor business are protected from the open market through an closed tender system in which only contractors as identified by Working for Water is eligible to tender for blocks that are put out on tender. Davidsson (1989) points out that entrepreneurship is a process that needs to be managed on an ongoing basis. All start up businesses are characterised for either one of two reasons:

1) Subsistence/ necessity push-

2) Opportunistic, profit pulled group.

The firms that are formed due to necessity are because the owners of these firms are forced into them to be able to make a living due to the shortage of formal employment. Brinders et al, (2003) is of the opinion that this is also the first step for people in urban areas who have recently migrated from rural areas, in getting established in the city and then moving to formal employment in the city.

The "opportunistic" entrepreneur on the other hand has created a business to be able to exploit it. These entrepreneurs also contribute more positively to the economy than "subsistence" entrepreneurs (Davidsson, 1989).

Within the WFW Programme the development of independent contractors start at the level of "subsistence". Contractors are employed on the basis of unemployment, or the lack of meaningful economic empowering work. Contractors who take up the challenge with the WFW Programme is there to improve their quality of living and to participate in a meaningful way in the economy. The WFW Programme in essence is trying to improve "subsistence" entrepreneurs to "opportunistic" entrepreneurs.

The NEPAD framework promotes entrepreneurship as the key to political, social and economic development but with specific reference to the "opportunistic" entrepreneur.

The World Labour Report of 1997 states that small and medium sized enterprises began to play an important role as efficient providers of intermediate goods and services to large firms since the early 1970's. High levels of poverty combined with slow economic growth in the formal sector have forced a large pert of Africa's population to enter the informal market, or to rely on subsistence agriculture for survival (World Bank, 2003). According to the ECA (2003), despite the informal sector's remarkable vibrancy, its reputation as a seedbed for African entrepreneurship the sector has remained neglected in terms of government policies and sustainable support institutions.

Entrepreneurship starts with a business idea finding an opportunity. Opportunities are found in changes happening in the external political, economic, social and technical environment. WFW must aim to bring adherence to the CARA act as unavoidable. In this way a range of new opportunities will be opened for clearing contractors on private properties and farms. Compliance with the CARA act is at best scratchy and if this can be overcome exit opportunities for contractors will begin to realise. In the public sector a process of organisational change has sought to achieve a greater orientation towards change, flexibility, entrepreneuralism, outcomes, efficiency and productivity.

In the NEPAD framework the development of small and medium sized enterprises is crucial for the achievement of broader development objectives such as economic development and poverty alleviation. The major prerequisite for a thriving small-scale enterprise sector is the existence of an enabling environment, which includes political and economic stability, relative security, market based incentives, and access to the resources needed to survive and grow (Marilyn and Marthe, 2002). An enabling environment requires a supportive small enterprise policy framework. Such a framework would be based on an overall strategy and policies for small contractor development. The framework would encompass policies to overcome unfair, overly expensive, or unnecessary administrative requirements. Within he WFW Programme this has largely been implemented by means of the provisions of the special public works programmes, which requires that no UIF be paid for people under the programme. In addition the WFW to date has a centralised number with the

Workmen's Compensation Commissioner for any injuries on duty that occur during people's timeframe with WFW.

- Individual small entrepreneurs in Africa experience difficulties in achieving economies of scale for products due to high input cost s such as equipment, raw materials, finance and consulting services. Various authors such as Brinders et al, (2003) Heino and Pagan, (2001) and Graham and Quattara, (1996) are of the opinion that small scale entrepreneurs are unable to introduce innovative improvements to products and processes due to their narrow profit margins. Small enterprises and business face many constraints as a result of their size, their isolation and their own technical and managerial skills. Brinders et al., (2003), supported by authors Graham and Quattura, (1996); Rwingema and Karungu, (1999) and Rodgerson, (2000). Acknowledge that the most important reasons for small business failure is:
- Lack of business knowledge and skills
- The poor culture for enterprise, especially in the black community
- The lack of availability of working capital finance.

In addition NEPAD (1997) recommends the following specific policies for the development of entrepreneurship:

- Appropriate institutional arrangements for implementation of policy measures and support programmes
- A coherent small enterprise and small business policy linked to broader economic and social goals
- Public-private partnership in policy formulation and implementation by enhancing the dialogue between representative business organisations and public bodies on entrepreneurship and small business policy.
- Competent business-representative organisations to participate actively in the policy dialogue
- Specific support policies for entrepreneurship and small business sector development to facilitate access to crucial resources such as finance and information.

Sadly the WFW Programme is lacking in specific support policies for entrepreneurship development. If the Programme is to succeed in developing independent contractors a lot of effort still needs to be dedicated to this crucial part of entrepreneurial development. Government can accelerate the development of entrepreneurship by ensuring effective co-ordination mechanisms in policy making and implementation. Management skills can only be acquired through training and experience.

7. Summary

This chapter presents a discussion and analysis of the findings of the archival and documentary review and interviews conducted for the purpose of this research. The development of independent contractors over a limited time frame is placed in context based on the provisions determined as part of special public works programmes in January 2002.

In terms of critical success factors for contractor development contractor selection must take place according to predetermined criteria. Contractors with previous skill and experience are more likely to be successful contractors. Successful contractors rely on ongoing training and mentoring, minimum labour turnover and good financial support in the form of accountants or bookkeepers.

A crucial component to contractor development is competent managers who can transfer their skill and knowledge to the developing contractors.

The average capital required for successful operation under WFW conditions was pinned at R66 981.00. The importance of contracts allowing a fair profit is emphasised so that the business can be improved. The charge out rates for tools and equipment are not adjusted on a regular basis and this has negative consequences for the developing contractor.

Contractors when first brought unto the WFW Programme become contractors out of necessity. They are normally unskilled and unemployed. The WFW

Programme hopes to develop these contractors that they will eventually become opportunistic entrepreneurs who will make a meaningful contribution to society based on their economic empowerment.

The main themes identified from this chapter are that contractors require proper business knowledge and skills, which they can acquire through training programmes. They need working capital finance which is problematic at present due to poorly designed charge out rates and the need for developing contractors to become opportunistic entrepreneurs who can continue with a business opportunity after exit from the WFW programme.

Chapter Six concludes with recommendations for the improvement of the contractor development programme. The researcher also informs as to the limitations of the study.

CHAPTER SIX: CONCLUSION AND RECOMMENDATIONS

This chapter presents recommendations for the improvement of the contractor development programme. The main recommendations are based on contractor selection, contractor and management competency and training with specific reference to entrepreneurial development. Financial recommendations to improve the plight of contractors are made and lastly the chapter also makes recommendations for the improvement of meaningful post exit opportunities.

Special Public Works Programmes in South Africa is tasked with the development of independent contractors (Khosa, 1998). The WFW Programme must be aware of the extremely poor educational base, lack of individual skills and institutional capacity and link the development of independent contractors to a formal, comprehensive training programme that works. Small firms are an important vehicle for the spreading of entrepreneurship more widely in society. Various authors such as Robertson, (2000) and Heino and Pagan, (2001) is further of the opinion that small firms are an important vehicle for informal training and the transmission of skills. Low levels of productivity and low awareness of quality are often restrictive factors for the development of small contractors.

"Entrepreneurship in its broadest sense is about the capability of people to combine scare resources in new ways to respond to opportunities or provide solutions to problems. Entrepreneural behaviour can and does occur in large corporations. NGO's, the public sector, and indeed all institutions" (Brinders et al., (2003).

WFW is currently developing very good "hands-on" site supervisors in the form of their contractor development programme. The contractors being developed within the WFW Programme are not tasked or expected to seek alternative means of employment. A great emphasis is placed on the technical competency of the contractor and the quality of his work. Very little attention is paid to

entrepreneurial development. It is this ability that will ensure the independence of contractors once they have left the WFW Programme.

The independent contractor development Programme should be structured as follows: a series of consecutive contracts during which the contractor is trained, but also evaluated on a regular basis. This contractor should progress to such a level that no further input from management is required. Management should not be able to teach this contractor anything else, and then the contractor is ready for exit.

The most important aspects in this process is the initial selection of contractors, the training process of these contractors and the potential future job opportunities that may arise after these contractors have been trained.

It is essential that the exit strategy, once finalised be discussed at regional implementation meetings so those managers may obtain a central vision and understanding of the contractor exit strategy.

1. CONTRACTOR SELECTION PROCESS

The researcher would like to suggest that contractors be appointed via an application process. Contractors should apply for the contracting position after which the project manager and members of the Project Advisory committee will select the successful candidates. This will ensure that the chances of choosing the contractors with the potential to be successful will be so much higher. The selection of contractors via the Steering Committees is not a viable option. In many instances people are chosen via their political party connections. A lot of infighting with regard to the selection of contractors from various wards etc. has led to contractors being chosen that do not fit the bill. Policy makers and donors have stressed the need to target the "poorest of the poor". The "poorest of the poor" is a broad category including many people who are chronically ill, old, mentally and physically retarded. Since the though processes behind the development of independent contractors within the WFW Programme is to

develop entrepreneurs who will be able to provide employment for people even after they have been exited from the WFW Programme, the best possible candidates should be chosen from the outset. This will radically increase the chances of success considering that development of these candidates should take place over a maximum of 24-months.

Minimum contractor criteria should include

- Matriculation certificate
- At least 25 years of age
- Must have the ability to deal with people. Look for previous people management experience
- Look for previous leadership positions held e.g. class captain, member of community organisation etc.
- People must show eagerness to take on the responsibility of being a contractor. Must express the desire to lead.
- Contractors must display character.
- Previous experience in a manager or leadership position is essential.
- At least 5 years working experience
- Contractors who have had their own businesses should be given preference
- Ability to speak and write English.

2. CONTRACTOR COMPETENCY

It was very difficult to draw conclusions about the contractor competency as not one of the projects had contractor evaluations available. A basic format for contract evaluations has been designed by the researcher and is attached as Appendix 4. The criteria was set based on the requirements of the WFW programme in terms of what is expects its contractors to achieve within the 24 months within the WFW programme.

- Complete a contractor evaluation within the first 6 months. If contractor achieves less than 50% remove that contractor.
- Complete a contractor evaluation within the first 12 months. If contractor achieves less than 60% remove that contractor.

- Complete a contractor evaluation within the first 18months. If the contractor achieves less that 60% it is too late to replace that contractor based on the logistical arrangement. Identify the problem areas and set up further development training related to that specific contractor.
- The Social Development unit must become more involved in this process. This unit must form part of the evaluation team and then design further training requirements to assist the contractor.
- Managers must be evaluated based on the competency of their contractors. In cases where contractor competency is seriously lacking this is related to management failure. As part of the annual performance appraisal of managers the development of the competency level of their contractors should be included.

3. MANAGEMENT COMPETENCY

- Managers should complete the entire training course that contractors have to complete. This training is outlined in the training matrix as Appendix 5. The training matrix was designed by the national training co-ordinator in the national office of the WFW programme in conjunction with the main role players involved with the strategic direction of the WFW programme. This will give them a basic understanding of the contents of each course the contractor has undergone. Contractors will have more respect for managers who bears first hand knowledge of all aspects related to their development as contractors.
- The requirements according to the national training matrix should not be optional. It should be compulsory for all WFW managers to attend the following courses:
- Financial and administrative management- this should include how the tax registration process operates, registration with Workmen's Compensation and regional services levy. Additional information should relate to UIF payments. This will be useful in assisting the contractors for preparing for work outside of the WFW Programme.

- People Management to assist the contractors in dealing with difficult labour situations. Based on the mandate of the programme to employ previously unemployed people it is inevitable that labour conflict will arise. People might not have been working for a number of years and then all of a sudden they are placed in a production, task based environment with a contractor that is also new to the job. This will lead to conflict, but the managers would then be better able to assist the contractor in this regard.
- SAASVELD-Part time diploma over a two years in catchment management- This should not be an optional course, but all managers must be required to complete this course since it addresses the main issues of contracting such as productivity and legal requirements.
- Limited Pest Control course as identified by the training matrix in Appendix 5. This course relates to the safe application of herbicide. Managers must be able to perceive when spraying or clearing operations are not in line with acceptable industry standards.
- Project Management to be able to plan the projects for optimal return.
- Fire fighting. The WFW programme is often involved in assisting landowners with fighting fires on private and state land. The manager needs to be trained to deal with dangerous situation so that he or she will be able to keep teams out of trouble or if in trouble with dangerous fires be able to direct them to withstand it in the safest manner possible.
- WFW contractor awareness. This course relates to the knowledge required by contractors. Managers must be able to assist the contractors with any questions or problems they might face. They need the necessary knowledge in the context of the WFW programme to do so.

Managers who do not have a basic schooling in forestry or nature conservation related disciplines should be considered very carefully before appointment. Previous forestry related training is a definite advantage to assist in the developing of independent contractors when it comes to the Working for Water Programme.

4. TRAINING WITH SPECIFIC REFERENCE TO ENTREPRENEURIAL DEVELOPMENT

Over the last year (2004) training was almost non-existent due to the implementation difficulties experienced by using the Department of Labour as principle resource for training approval. The 24-month period is relatively short for contractor development as indicated by the works of Luiz (2002) in chapter two, p. 30. If this process is further delayed due to ineffective partnerships the people who are adversely affected are the contractors. The contractor must have the opportunity to implement his or her newly developed skills. A much bigger focus needs to be placed on entrepreneurship development.

In-house training is an essential tool in the development of independent contractors. It is therefor critical that managers are competent in the technical side of operations, but that they also have a good grounding in contractor development.

5. FINANCIAL RECOMMENDATIONS

- Charge out rates as attached as Appendix 6 should be revised on a six monthly basis. The charge out rates is rates allowed by the WFW programme, which the contractors can claim for on a daily basis for tools and equipment. It is calculated by taking the cost per year for the specific item and dividing it by 186 days. The 186 days represents the number of working days in a financial year. Since prices of Personal Protective Clothing vary the replacement cost of an overall bought six months ago might be a lot more that the replacement price for the contractor. In addition clothing tends to be worn faster than the allocated time period in Appendix 6. This is due to the rough terrain in which the contractors have to perform their duties. Clothes get torn, boots get ripped open on the sides and gloves are worn out quickly.

- Charge out rates for chainsaws should be increased to cater for the difficult conditions under which these machines are operational. Sand is blown into the bark of specifically coastal trees. This causes abnormal wear and tear on the blades. These induced costs are not catered for in the current costing strategy of chainsaws. Machines working in heavy sandy conditions must also be fitted with heavy-duty airfilters. The life span of a machine working in sandy conditions is substantially less that that of a machine working in ideal forestry conditions. The charge out rates for chainsaws should support these operational difficulties.
- The first three contracts of a contractor should be buffered with slightly increased charge out rates to help the contractor with the establishment of his new business.
- Reduce the write off period of chainsaws and brushcutters of projects operating in coastal areas to 14months, based on the extremely harsh conditions under which these machines operate on a daily basis.

7. POST EXIT OPPORTUNITIES

A "champion" needs to be appointed that will actively seek exit opportunities for trained WFW contractors. This needs to be a full time person who actively seeks functional partnerships with municipalities and sister organisations.

- Develop functional partnerships with the Department of Agriculture so those WFW contractors may be used to implement the Conservation of Agricultural Resources Act.
- In areas where WFW is already present establish high level agreements with municipalities in which the planned budgets for alien vegetation clearing activities is filtered back to exited WFW contractors.
- Expand and formalise existing partnerships. The identified "champion" needs to ascertain what other lead government departments and NGO's are doing in terms of alien vegetation clearing or development initiatives and forge partnerships with these departments.

8. FURTHER RECOMMENDATIONS

WFW Management staff and contractors found the semi-structured interviews helpful in the sense that it afforded them the opportunity to air their views regarding the development of independent contractors based of the WFW exit strategy. A debriefing session could prove useful to managers to reflect on their role in the development of independent contractors. The feedback from these sessions could prove useful in improving the development of contractors. Annual performance appraisals of WFW management staff should include the progress of the development of independent contractors within their respective projects.

9. RECOMMENDATION FOR FUTURE RESEARCH

Future research opportunities exist in determining what happened to contractors that were exited from the WFW Programme. This can take the form of a summative programme evaluation to determine the success of the Programme. The research into the development of independent contractors needs to be reviewed on a five yearly basis to see if the recommended actions had indeed been implemented and to monitor the improvements in this regard. A follow up study of the large scale public programmes of Kenya, Lesotho and Botswana will reveal the plight of the small contractors that were developed mainly for the civil construction industry. These programmes have been in operation since the early 1990's, and as such have a broader database to work from in terms of time frames and also the development of small contractors.

10. LIMITATIONS OF THE STUDY

The study was limited to the Western Region of the Eastern Cape under one Implementing Agent. Results from findings might have differed from implementing agent to implementing agent. The use of implementing agents for the WFW Programme is unique in so far as the Department of Water Affairs and Forestry predominantly implement the rest of the country's WFW Programmes.

A study of the entire Eastern Cape could have given a different picture with regards to the development of independent contractors.

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APPENDICES

APPENDIX 1

INTERVIEW SCHEDULE: CONTRACTOR INTERVIEWS

1. How were you selected to become a WFW contractor?
2. What do you understand by the WFW exit strategy?
3. Tell me about your previous employment before you came to WFW.
4. Have you ever conducted any business activities before? Tell me about it.
5. What assets do you own that will help you in the day to day running of your business?
6. What do you think of the training Programme? What training have you done so far?
7. What additional training do you think is necessary to prepare you better for exit?
8. What educational qualifications do you have?
9. What would change in the exit strategy?
10. How certain do you feel that you will continue with a business after you have exited the WFW Programme? Why?
11. How will you do this?
12. Who does your financial administration?
13. What are you going to do after you have exited the WFW Programme?
14. What do you understand by the balance sheet?
15. What do you understand by the term income statement?
16. What are the biggest problems you face as a contractor?
17. What is your estimated yearly income from your contracting activities?
18. What age of people do you like to employ?
19. What role did your manager play in developing you as a contractor?
20. How were the workers employed for your business?

APPENDIX 2

INTERVIEW SCHEDULE: WFW PROJECT MANAGERS

1. What do you understand by the WFW exit strategy?

2. How do you implement this in your project?

3. Do you think the exit strategy is working? Why?

4. What would you change about the exit strategy if you could?

5. What skills do you think is required for the development of an independent contractor?

6. What are you doing to develop those skills in your project?

7. What role do you play in the development of contractors and entrepreneurs in your project?

8. How will you support them after they have left the WFW Programme?

9. Do you think that the training Programme is adequate to develop independent contractors?

10. Who compiles your contractor financial documents?

11. What do you think the minimum selection criteria should be for the appointment of a contractor?

12. How often do you conduct contractor evaluations in your project?

13. What do you think is going to happen to your contractors once

14. How did you think contractors should be appointed in your project?

15. Did any of your contractors approach you to help them with the sourcing of finance?

16. Were any of your contractor's applications for finance successful?

17. What employment problems do your contractors experience in terms of their workforce?

18. What is the major problems contractors face?

APPENDIX 3

INTERVIEW SCHEDULE: REGIONAL PROGRAMME LEADER INTERVIEW

1. How is the exit strategy implemented in the WFW Programme?
2. How does the Programme achieve what is aims to do in terms of structure?
3. How does the Programme achieve what is aims to do in terms of processes?
4. Is it working?
5. What synergies are being created at a higher level to assist in the creating of opportunities for exited contractors?
6. Do you think that the process for the development of independent contractors is clearly understood and implemented by your region?
7. Do you think the time period of the exit strategy will allow for the development of independent contractors?
8. What would change about the exit strategy if you could? Why?
9. What support do you receive from national level in terms of support of your development initiatives?
10. Do you think meaningful post exit opportunities exist for contractors?
11. What are you doing to foster and create these opportunities?

APPENDIX 4

CONTRACTOR EVALUATION SHEETS

Evaluation 1: To be done within the first 6 months that the contractor is working 50% and less and the contractor must be removed from the Programme
Contractor Evaluation 1:
Point System

Very Poor	**1**
Poor	**2**
Mediocre	**3**
Good	**4**
Very Good	**5**

NAME: ....

STANDARD	Max	Allocated point	Comment
CONTRACTOR ADMIN			
Updated Maintenance Schedule	5		
Updated Daily timesheets on site	5		
Monthly balance sheet	5		
Monthly income statement	5		
Cash Flow Summary	5		
Monthly contractor report available	5		
Payslips available for all workers	5		
Expenditure file up to date	5		
Signed contract with each and every worker	5		
Personnel files up to date	5		
All workers have undergone a medical examination	5		
Total	**55**		
Health and Safety			
Incident investigation register available and up to date	5		
Monthly safety minute book available and up date	5		
Monthly inspection register up to date	5		
IOD File available and up to date	5		
Workers wearing correct PPE	5		
Trained first aider on site	5		
Health and safety rep available on site	5		
First aid Box on site and stocked	5		
Total	**40**		
Transport(5 or 0 points, no in-between points)	5		
Valid drivers license	5		
Vehicle fitted with railings or canopy	5		

Separate transport of people and equipment	5		
Vehicle size adequate for number of people	5		
Total	**25**		
METHOD OF WORK			
Boundaries marked	5		
Daily target set	5		
Appropriate method	5		
Stacking	5		
Task co-ordination	5		
Production measured & recorded	5		
Contract document on site	5		
Clearly demarcated area for tools herbicide and fire equipment	5		
Total	**35**		
STARNDARD	Max	Allocated points	COMMENTS
TOOLS			
Tools suited to work	5		
Tools in quotation package available on site	5		
Adequate machinery for contract	5		
Tools serviced and in good working order	5		
Five firebeaters on site	5		
One fire extinguisher on site	5		
Tool register available to contractor	5		
All tools in quotation available on site	5		
Adequate number of machines for task	5		
Maintenance & regular sharpening	5		
Maintenance schedule & record	5		
Safety features	5		
Correct safe technique	5		
Correct refuelling	5		
Operator tools	5		
Total	**75**		

HERBICIDE			
Correct application	5		
Correct mixing	5		
Cleanliness of equipment	5		
All knapsacks fitted with rubber bands	5		
Leaking equipment	5		
Correct maintenance and schedule	5		
Demarcated site	5		
Container leak proof	5		
Containers marked	5		
Shade storage	5		
Absorbent material	5		
Washing & drinking water available	5		
Washing facilities	5		
Cost/litre/ha/known	5		
Total	**70**		
SANITATION			
Facilities on site	5		
Total	**5**		
ENVIRONMENTAL AWARENESS			
Damage to indigenous plants	5		
Existing access routes used	5		
Litter evident	5		
Total	**15**		
COSTS			
Costs per ha known	5		
Persondays per ha known	5		
Estimated completion time known	5		
Herbicide record of actual costs available	5		
Total	**20**		
Total	**320**		

Evaluation2: To be done within the first 12 months that the contractor is working 50% and less and the contractor must be removed from the Programme

Contractor Evaluation 1:

Point System

Very Poor	**1**
Poor	**2**
Mediocre	**3**
Good	**4**
Very Good	**5**

NAME: ....

STANDARD	Max	Allocated point	Comment
CONTRACTOR ADMIN			
Updated Maintenance Schedule	5		
Updated Daily timesheets on site	5		
Monthly balance sheet	5		
Monthly income statement	5		
Cash Flow Summary	5		
Monthly contractor report available	5		
Payslips available for all workers	5		
Expenditure file up to date	5		
Signed contract with each and every worker	5		
Personnel files up to date	5		
All workers have undergone a medical examination	5		
Total	**55**		
Health and Safety			
Incident investigation register available and up to date	5		
Monthly safety minute book available and up date	5		
Monthly inspection register up to date	5		
IOD File available and up to date	5		
Workers wearing correct PPE	5		
Trained first aider on site	5		
Health and safety rep available on site	5		
First aid Box on site and stocked	5		
Total	**40**		
Transport(5 or 0 points, no in-between points)	5		
Valid drivers license	5		
Vehicle fitted with railings or canopy	5		
Separate transport of people and equipment	5		
Vehicle size adequate for number of people	5		

Total	**25**		
METHOD OF WORK			
Boundaries marked	5		
Daily target set	5		
Appropriate method	5		
Stacking	5		
Task co-ordination	5		
Production measured & recorded	5		
Contract document on site	5		
Clearly demarcated area for tools herbicide and fire equipment	5		
Total	**35**		
STARNDARD	Max	Allocated points	COMMENTS
TOOLS			
Tools suited to work	5		
Tools in quotation package available on site	5		
Adequate machinery for contract	5		
Tools serviced and in good working order	5		
Five firebeaters on site	5		
One fire extinguisher on site	5		
Tool register available to contractor	5		
All tools in quotation available on site	5		
Adequate number of machines for task	5		
Maintenance & regular sharpening	5		
Maintenance schedule & record	5		
Safety features	5		
Correct safe technique	5		
Correct refueling	5		
Operator tools	5		
Total	**75**		

HERBICIDE			
Correct application	5		
Correct mixing	5		
Cleanliness of equipment	5		
All knapsacks fitted with rubber bands	5		
Leaking equipment	5		
Correct maintenance and schedule	5		
Dermacated site	5		
Container leak proof	5		
Containers marked	5		
Shade storage	5		
Absorbent material	5		
Washing & drinking water available	5		
Washing facilities	5		
Cost/litre/ha/known	5		
Total	**70**		
SANITATION			
Facilities on site	5		
Total	**5**		
ENVIRONMENTAL AWARENESS			
Damage to indigenous plants	5		
Existing access routes used	5		
Litter evident	5		
Total	**15**		
COSTS			
Costs per ha known	5		
Persondays per ha known	5		
Estimated completion time known	5		
Herbicide record of actual costs available	5		
Total	**20**		
Total	**340**		

Evaluation3: To be done within the first 18 months that the contractor is working. Non compliance at this stage must lead to specified training and management interventions.

Contractor Evaluation 1:

Point System

Very Poor	**1**
Poor	**2**
Mediocre	**3**
Good	**4**
Very Good	**5**

NAME: .....

STANDARD	Max	Allocated point	Comment
CONTRACTOR ADMIN			
Updated Maintenance Schedule	5		
Updated Daily timesheets on site	5		
Monthly balance sheet	5		
Monthly income statement	5		
Cash Flow Summary	5		
Monthly contractor report available	5		
Payslips available for all workers	5		
Expenditure file up to date	5		
Signed contract with each and every worker	5		
Personnel files up to date	5		
All workers have undergone a medical examination	5		
Total	**55**		
Health and Safety			
Incident investigation register available and up to date	5		
Monthly safety minute book available and up date	5		
Monthly inspection register up to date	5		
IOD File available and up to date	5		
Workers wearing correct PPE	5		
Trained first aider on site	5		
Health and safety rep available on site	5		
First aid Box on site and stocked	5		
Total	**40**		
Transport(5 or 0 points, no in-between points)	5		
Valid drivers license	5		
Vehicle fitted with railings or canopy	5		
Separate transport of people and equipment	5		
Vehicle size adequate for number of people	5		

Total	**25**		
METHOD OF WORK			
Boundaries marked	5		
Daily target set	5		
Appropriate method	5		
Stacking	5		
Task co-ordination	5		
Production measured & recorded	5		
Contract document on site	5		
Clearly demarcated area for tools herbicide and fire equipment	5		
Total	**35**		
STARNDARD	Max	Allocated points	COMMENTS
TOOLS			
Tools suited to work	5		
Tools in quotation package available on site	5		
Adequate machinery for contract	5		
Tools serviced and in good working order	5		
Five firebeaters on site	5		
One fire extinguisher on site	5		
Tool register available to contractor	5		
All tools in quotation available on site	5		
Adequate number of machines for task	5		
Maintenance & regular sharpening	5		
Maintenance schedule & record	5		
Safety features	5		
Correct safe technique	5		
Correct refuelling	5		
Operator tools	5		
Total	**75**		

HERBICIDE			
Correct application	5		
Correct mixing	5		
Cleanliness of equipment	5		
All knapsacks fitted with rubber bands	5		
Leaking equipment	5		
Correct maintenance and schedule	5		
Dermacated site	5		
Container leak proof	5		
Containers marked	5		
Shade storage	5		
Absorbent material	5		
Washing & drinking water available	5		
Washing facilities	5		
Cost/litre/ha/known	5		
Total	**70**		
SANITATION			
Facilities on site	5		
Total	**5**		
ENVIRONMENTAL AWARENESS			
Damage to indigenous plants	5		
Existing access routes used	5		
Litter evident	5		
Total	**15**		
COSTS			
Costs per ha known	5		
Persondays per ha known	5		
Estimated completion time known	5		
Herbicide record of actual costs available	5		
Total	**20**		
Total	**340**		

APPENDIX 5

TRAINING MATRIX

WORKING FOR WATER TRAINING MATRIX				
No	JOB CATEGORY	PRIORITY	PROJECT MANAGER	CONTRACTOR
	FUNCTIONAL			
1	INDUCTION	FIRST COURSE	3	3
2	CHAINSAW OPERATIONS	BEFORE OPERATIONS		
3	CHAINSAW OPERATIONS REFRESHER	ANNUALLY		
4	CHAINSAW APPRECIATION	BEFORE OPERATIONS	5	5
5	BRUSHCUTTER OPERATIONS REFRESHER	BEFORE OPERATIONS		
6	BRUSHCUTTER OPERATIONS REFRESHER	ANNUALLY		
7	BRUSHCUTTER APPRECIATION		5	5
8	HERBICIDE APPLICATORS	BEFORE OPERATIONS		3
9	HERBICIDE	EVERY 6 MONTHS		

	APPLICATORS REFRESHER			
10	HERBICIDE LIMITED PEST CONTROL CERTIFICATE	FIRST 6 MONTHS	5	5
11	ADVANCED DRIVING	FIRST 3 MONTHS	2	2 if driver
12	HEALTH AND SAFETY PHASE 1	BEFORE 2ND CONTRACT	2	2
14	HEALTH AND SAFETY PHASE 2	FIRST 3 MONTHS	2	
15	INCIDENT INVESTIGATION	FIRST 3 MONTHS	2	
16	COIDA TRAINING		3HRS	
17	FIRE AWARENESS	BEFORE FIRE SEASON		1
19	FIRST AID	BEFORE OPERATIONS		2
20	FIRST AID REFRESHER	EVERY 2 YEARS		2
No	JOB CATEGORY	PRIORITY	PROJECT MANAGER	CONTRACTOR
	SOCIAL DEVELOPMENT TRAINING			
21	HIV/AIDS	EVERY 6 MONTHS	1	1
22	PEER EDUCATORS COURSE	FIRST 3 MONTHS		
23	COUNSELLING	FIRST 6 MONTHS		
24	PRIMARY HEALTH	EVERY 6 MONTHS		1
25	MY PERSONAL FINANCES	FIRST 6 MONTHS		1

26	DIVERSITY (RACE AND GENDER)	FIRST YEAR OF WORKING	2	2
27	LITERACY / NUMERACY / ABET	ONGOING FROM START OF OPERATIONS		30
	CONTRACTOR'S TRAINING			
28	WFW CONTRACTOR COURSE UNIT 1-11	BEFORE OPERATIONS		10
29	WFW CONTRACTOR COURSE PRACTICAL	BEFORE OPERATIONS		2
30	WFW CONTRACTOR COURSE UNIT 12-16	FIRST 4 CONTRACTS		3
31	BUSINESS FINANCE	SECOND 6 MONTHS OF WORKING		3
32	WFW CONTRACTOR COURSE UNIT 17-19	SECOND YEAR OF WORKING		2
33	ADVANCED ENTREPRENEUR	SECOND YEAR OF WORKING		3
No	JOB CATEGORY	PRIORITY	PROJECT MANAGER	CONTRACTOR
	PROJECT MANAGER'S TRAINING			
34	ANNUAL REFRESHER COURSE	BEGINNING OF THE YEAR	5	
35	COMPUTER LITERACY			
36	FINANCIAL AND ADMIN. MANAGEMENT	BEFORE END OF FIRST YEAR	5	
37	PEOPLE MANAGEMENT	FIRST 6 MONTHS	3	
38	SAASVELD	CONTINUOUS FOR 2	50	

		YEARS		
39	LIMITED PEST CONTROL CERTIFICATE		5	
40	PROJECT MANAGEMENT		5	
41	FIRE FIGHTING	BEFORE FIRE SEASON	3	
42	WFW CONTRACTOR AWARENESS	BEFORE STARTING WORK	5	
43	BIO-CONTROL TRAINING			
44	AQUATIC WEEDS			
	TOTAL No OF DAYS OVER 2 YEARS		**105**	**86**

Appendix 6: Charge out rates for PPE

	General Worker						
	Item	Issues per year	Cost per item		Cost per year	Charge out rate per personday	
	Gloves leather	4	R	6.84	R 27.36	R	0.15
	Eye protection	1	R	19.44	R 19.44	R	0.10
	Conti suits	2	R	71.70	R 143.40	R	0.77
	Leather boots	1	R	181.20	R 181.20	R	0.97
	Gumboots	1	R	45.37	R 45.37	R	0.24
	Rain suits	1	R	117.42	R 117.42	R	0.63
	Hard hats	1	R	10.30	R 10.30	R	0.06
	T shirts	5	R	32.40	R 162.00	R	0.87
			Total		R 706.49	R	3.80
	Chainsaw operator						
	Item	Issues per year	Cost per item		Cost per year	Charge out rate per personday	
	Chainsaw pants	2.00	R	400.71	R 801.42	R	4.31
	Safety boots	2.00	R	259.86	R 519.72	R	2.79
	Gloves						
	Rain suits	1.00	R	89.95	R 89.95	R	0.48
	Chainsaw hard hat	1.00	R	399.71	R 399.71	R	2.15
	Chainsaw tunic	1.00	R	80.00	R 80.00	R	0.43
	T shirts	5.00	R	32.40	R 162.00	R	0.87
	Tool pouch	1.00	R	65.22	R 65.22	R	0.35
	Bandage	2.00	R	4.22	R 8.44	R	0.05
	Whistle	1.00	R	7.00	R 7.00	R	0.04
	Belt	1.00	R	40.00	R 40.00	R	0.22
			Total		R 2,173.46	R	11.69
	Herbicide applicator (Knapsack)						
	Item	Issues per year	Cost per item		Cost per year	Charge out rate per personday	
	Gloves rubber	2.00	R	27.08	R 54.16	R 0.29	
	Eye protection	1.00	R	19.44	R 19.44	R 0.10	
	Conti suits	2.00	R	71.70	R 143.40	R 0.77	
	Boots leather	1.00	R	181.20	R 181.20	R 0.97	
	Mask FFP1	48.00	R	5.66	R 271.68	R 1.46	
	Rain suit	1.00	R	89.95	R 89.95	R 0.48	
	Gumboots	1.00	R	45.37	R 45.37	R 0.24	
	Hard hat	1.00	R	10.30	R 10.30	R 0.06	
	Cape	1.00	R	44.40	R 44.40	R 0.24	
	Leggings	1.00	R	66.50	R 66.50	R 0.36	
	Yellow T shirt	5.00	R	32.40	R 162.00	R 0.87	
			Total		R 1,088.40	R	5.85
	Herbicide applicator (Cut stump)						
	Item	Issues per year	Cost per item		Cost per year	Charge out rate per personday	
	Gloves Rubber	2	R	27.08	R 54.16	R	0.29
	Eye protection	1	R	19.44	R 19.44	R	0.10
	Conti suits	2	R	71.70	R 143.40	R	0.77
	Boots leather	1	R	181.20	R 181.20	R	0.97
	Mask FFP1	48	R	5.66	R 271.68	R	1.46
	Rain suit	1	R	89.95	R 89.95	R	0.48
	Gumboots	1	R	45.37	R 45.37	R	0.24
	Hard hat	1	R	10.30	R 10.30	R	0.06
	Yellow Tshirt	5	R	32.40	R 162.00	R	0.87
			Total		R 977.50	R	5.26

Appendix 6: Charge out rate for equipment

Average prices and charge out rates

	Item	Issues per year	Purchase price	Cost per year	Charge out rate	
Tools	Chainsaw		R 4,814.96		R 100.00	per day
	Brushcutter		R 6,695.79		R 90.00	per day
	Knapsack sprayer	0.2	R 650.00	R 130.00	R 0.70	
	Hand held sprayer	0.5	R 135.00	R 67.50	R 0.36	
	Parrot nose slashe	1.5	R 98.50	R 147.75	R 0.79	
	Cane knife	1	R 39.00	R 39.00	R 0.21	
	Bow saw	1	R 40.00	R 40.00	R 0.22	
	Hatchet	1	R 86.27	R 86.27	R 0.46	
	Fire beater	0.3	R 63.95	R 19.19	R 0.10	
				R -	R -	
Consumables	First aid kit re	1	R 270.00	R 270.00	R 1.45	
	Fire extinguisher	0.2	R 305.60	R 61.12	R 0.33	
	Sharpening stones	2	R 95.00	R 190.00	R 1.02	
	Plastic jugs	2	R 20.00	R 40.00	R 0.22	
	25 Lt container		R 25.00	R -	R -	
	Slasher handles	2	R 12.20	R 24.40	R 0.13	
	Spade	1	R 49.00	R 49.00	R 0.26	
	Wajax can	1	R 786.00	R 786.00	R 4.23	
	Knapsack harness	1	R 300.00	R 300.00	R 1.61	
Herbicides	Garlon		R135.16 per lt			
	Timbrel		*R157.26/Lt			
	Chopper		*R196.61/Lt			
	Dye		R 135.00 per Lt			
	Mamba		*R21.66/Lt			
	Acriporn		R 14.35 per Lt			
	MSMA		*R20.06/Lt			
	Viroex		*R144.50/Lt			
	Access		*R161.28/Lt			
Protective clothing	**Chainsaw operator**					
	Chainsaw pants	2	R 400.71	R 801.42	R 4.31	per persondag
	Safety boots	2	R 259.86	R 519.72	R 2.79	per persondag
	Rain suits	1	R 80.00	R 80.00	R 0.43	per persondag
	Chainsaw hard hat	1	R 299.71	R 299.71	R 1.61	per persondag
	Chainsaw tunic	1	R 154.68	R 154.68	R 0.83	per persondag
	T shirts	5	R 32.40	R 162.00	R 0.87	per persondag
	Chainsaw gloves	1	R 77.91	R 77.91	R 0.42	per persondag
	Tool pouch	1	R 65.22	R 65.22	R 0.35	per persondag
	Bandage	1	R 4.11	R 4.11	R 0.02	per persondag
	Whistle	1	R 7.00	R 7.00	R 0.04	per persondag
	Belt	1	R 40.00	R 40.00	R 0.22	per persondag
	General Worker					
	Gloves leather	4	R 6.84	R 27.36	R 0.15	per persondag
	Eye protection	1	R 19.44	R 19.44	R 0.10	per persondag
	Conti suits	2	R 71.70	R 143.40	R 0.77	per persondag
	Boots Leather	1	R 181.20	R 181.20	R 0.97	per persondag
	Gumboots	1	R 45.37	R 45.37	R 0.24	per persondag
	Rain suits	1	R 117.42	R 117.42	R 0.63	per persondag
	Hard hats	1	R 10.30	R 10.30	R 0.06	per persondag
	T shirts	5	R 32.40	R 162.00	R 0.87	per persondag
	Herbicide applicator (Knapsack)					
	Gloves rubber (eli	2.00	R 27.08	R 54.16	R 0.29	per persondag
	Eye protection	1.00	R 19.44	R 19.44	R 0.10	per persondag
	Conti suits	2.00	R 71.70	R 143.40	R 0.77	per persondag
	Boots leather	1.00	R 181.20	R 181.20	R 0.97	per persondag
	Mask FFP1	48.00	R 5.66	R 271.68	R 1.46	per persondag
	Rain suit	1.00	R 89.95	R 89.95	R 0.48	per persondag
	Gumboots	1.00	R 45.37	R 45.37	R 0.24	per persondag
	Hard hat	1.00	R 10.30	R 10.30	R 0.06	per persondag
	Cape	1.00	R 44.40	R 44.40	R 0.24	per persondag
	Leggings	1.00	R 66.50	R 66.50	R 0.36	per persondag
	Yellow T shirt	5.00	R 32.40	R 162.00	R 0.87	per persondag
	Herbicide applicator (Cut stump)			R -	R -	
	Gloves rubber (eli	12	R 27.08	R 324.96	R 1.75	per persondag
	Eye protection	1	R 19.44	R 19.44	R 0.10	per persondag
	Conti suits	2	R 71.70	R 143.40	R 0.77	per persondag
	Boots leather	1	R 181.20	R 181.20	R 0.97	per persondag
	Mask FFP1	48	R 5.66	R 271.68	R 1.46	per persondag
	Rain suit	1	R 89.95	R 89.95	R 0.48	per persondag
	Gumboots	1	R 45.37	R 45.37	R 0.24	per persondag
	Hard hat	1	R 10.30	R 10.30	R 0.06	per persondag
	Yellow Tshirt	5	R 32.40	R 162.00	R 0.87	per persondag