



**INTERNATIONAL LABOUR ORGANIZATION  
TECHNICAL COOPERATION**

**Project Review of the  
Support to the implementation of the Expanded Public Works Programme,  
Limpopo Province**

1	<b>Project title</b>	Support to the implementation of the Expanded Public Works Programme , Limpopo Province
2	<b>Country</b>	Republic of South Africa
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c..	<i>Name of evaluator</i>	Prof. Oladele O. Arowolo
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## List of Acronyms and Abbreviations

ILO-ASIST	-	ILO-Advisory Support and Information Services and Training
CBPWP	-	Community Based Public Works Programme
CETA	-	Construction Education and Training Authority
CIDB	-	Construction Industry Development Board
CTA	-	Chief Technical Adviser
DaO	-	Delivering as One
DoL	-	Department of Labour
DoT	-	Department of Transport
DoRT	-	Department of Roads and Transport
DPW	-	Department of Public Works
DDG	-	Deputy Director General
DFID	-	Department for International Development (of the UK)
DPE	-	Department of Public Enterprise
EIIP/ ILO	-	Employment Intensive Investment Programme of the ILO
EPWP	-	Expanded Public Works Programme
GSA	-	Government of South Africa
EI	-	Employment Intensive
ILO	-	International Labour Organization
KZN	-	KwaZulu Natal (Province of South Africa)
LDPW	-	Limpopo Department of Public Works
LEPWP	-	Limpopo Expanded Public Works Programme
LI	-	Labour Intensive
MEC	-	Member of the Executive Council
MIG	-	Municipal Infrastructure Grant
MoU	-	Memorandum of Understanding
NDPW	-	National Department of Public Works
NPWP	-	National Public Works Programme
PIG	-	Provincial Infrastructure Grant
PIU	-	Programme Implementation Unit
PSC	-	Project Steering Committee
RAL	-	Roads Agency Limpopo
RDP	-	Reconstruction and Development Programme
TA	-	Technical Assistance/Technical Advisor
TOR	-	Terms of Reference
UNCT	-	United Nations Country Team
UNDAF	-	United Nations Development Assistance Framework

## **1. Brief background on the project and its logic**

With an estimated population of 5.6 million (2009) Limpopo Province has 12% of the total population and the fourth largest in South Africa. Women make up to 55% of the adult population while the youth constitute about 35% of the population. For quite some time since South Africa's political transformation, the Province has been enjoying a competitive advantage in mining, agriculture, tourism and manufacturing. Over the period of 1996 to 2008, the economy of the Limpopo Province has been growing at an annual average of 4% and increased its economic contribution to the country from 5.7% in 1995 to 6.5% in 2002. And in recent years, Limpopo Province has experienced a faster than average economic growth primarily due to growth in the agricultural, power, tourism and mining sectors, with high potentials for future growth in these sectors. However, the Province is faced with serious developmental challenges including, poverty, skewed distribution of resources (inequity), high dependency ratio, widespread unemployment and underemployment, and illiteracy. The unemployment rate is estimated to be 49% and is the second highest in the country. Women, youth and people with disabilities are the most affected and make up the larger portion of the poor in the Province. In addition, due to mainly historical imbalances, basic infrastructural services are in a deplorable state coupled with massive backlogs in construction and maintenance of public infrastructure.

In 2004, the Government of South Africa (GSA) launched the Expanded Public Works Programme (EPWP) with the main objective to provide essential services and infrastructure to disadvantaged communities, develop skills of the unemployed and create the much needed employment through the determination and application of appropriate technology. Government embarked upon EPWP for creating work opportunities to about one million people during the first five years of the programme. According to the programme design, these opportunities will be created under the four components of the programme (Infrastructure sector, Environmental sector, Social sector and, Economic sector), with focus on the unemployed and marginalized groups of the society. EPWP target groups include the unemployed, able and willing to work; largely unskilled people; people not receiving social grants; the poor; women; and people living with disabilities.

The programme was supported by all the tripartite constituents at the Growth and Development Summit 2003 (ILO, 2004). With the technical intervention of the ILO Area Office in Pretoria and the ILO Advisory Support, Information Services and Training (ASIST) Programme an implementation strategy was designed for the EPWP; thus building upon previous support provided to the Department of Public Works (DPW) in evaluating the Community Employment Programme (CEP), the Community Based Public Works Programme (CBPWP), and the 'Gundo Lashu' Emerging Contractor Development Programme - all government-funded poverty alleviation programmes addressing infrastructure and employment problems in previously disadvantaged areas.

The goal of creating one million job opportunities during the 1<sup>st</sup> Phase (2005 – 2009) of EPWP was achieved by the end of the financial year ending 31 March 2008, one full year ahead of schedule. Such an encouraging performance prompted the Government to move swiftly to the 2<sup>nd</sup> Phase (2010 – 2014) of EPWP, raising programme target to creation of 4.5 million Work Opportunities (or 2 million Full-Time Equivalent).

EPWP is being implemented in the country at all the levels of governance, i.e., national, provincial and local/Municipality, and by all State owned enterprises. Since 2005, ILO in collaboration with GSA, has been implementing two related projects under EPWP, one at national and the other at provincial level; namely:

- i) Support to the National Department of Public Works On the implementation of the Expanded Public Works Programme (2005-2010) and;
- ii) Support to the implementation of the Expanded Public Works Limpopo Province.

This report is based on the evaluation of the Limpopo based ILO project providing technical support to EPWP implementation in the province (LEPWP).

## **2. Purpose and scope of the evaluation**

### *2.1 Purpose*

This evaluation is based on the norms and standards of the ILO and ethical safeguards. According to the TOR for this exercise, the main purpose of the evaluation is “to provide independent assessment of the technical assistance input provided by the ILO to the implementation of EPWP, assess the appropriateness of design as it relates to strategic and policy framework and to give directions for effectively utilizing ILO’s inputs in the second phase of EPWP”.

### *2.2 Objectives*

The specific objectives of this evaluation include the following:

- a) Assess whether the objectives of the Technical assistance support to the implementation of the EPWP phase 1 were achieved
- b) Assess the role of the ILO Technical Assistance in relation to the requirements of EPWP Phase II;
- c) Review the project design (for the separate ILO projects) and make recommendations on how these objectives could be realized in the newly signed agreements;
- d) Make recommendations for the necessary realignment of TA activities to the requirements of EPWP Phase II;
- e) Make recommendations on future direction, viability, and necessity of similar TA activities in the country based on availability of local capacity and expertise related to employment intensive technology and inform

- current discussions within ILO on whether a similar services could be replicated wider in South Africa; and
- f) Ascertain to what extent EPWP links to the Decent Work Country Programme and explore the implications of the programme for the wider national development agenda.

In order to address these specific and general objectives, the TOR (see Annex 4 of this report) specifies in detail the evaluation questions that should be asked in the course of field work, which revolve around the following critical programme implementation issues: relevance and strategic fit; validity of the design; project effectiveness; effectiveness of management arrangements; efficiency of resource use; impact orientation and sustainability; lessons learned and good practices. Project managers in the ILO and in Government were requested at meetings to provide answers to questions framed around these issues, and their analyzed responses provided the basis for addressing the purpose and objectives of the exercise.

### *2.3 Scope of work*

The evaluation, which was carried out between 25 October and 09 December 2010, covered all the technical and management support provided by the ILO to the EPWP in the Limpopo Province since 2005 based on the original and the revised collaboration agreements and project document. The consultancy service involved, among others: i) desk study of all relevant project documents and Memoranda of Understanding, EPWP policy and implementation guidelines, Provincial 5-year Business Plans, Sector Plans, technical manuals, progress reports and work plans and; ii) assessment of the effectiveness and efficiency of the ILO Technical Assistance input into the national EPWP through meetings with the relevant authorities at National, provinces hosting the TAs, Provincial Roads Authorities and Municipalities.

### *2.4 Clients*

The clients of the evaluation are (i) ILO Pretoria Office and the technical unit in Headquarters (EMP/INVEST), project partners namely NDPW, LDPW, the donor – The Limpopo Provincial Government, the Government of South Africa and the tripartite constituents.

## **3. Methodology and limitations**

### *3.1 Data sources*

This is a detailed evaluation and review of activities, outputs and outcomes of the ILO project on LEPWP based on agreed key performance indicators. Information for the evaluation utilized data and information derived from both primary and secondary sources; it was a combination of desk review of relevant literature and documents (published and unpublished) and collection of primary data through interview of selected programme implementers and managers from the ILO Office in Pretoria, the ILO Technical Advisors (TAs) in Limpopo

Province and the Government of South Africa, particularly the Limpopo Department of Public Works (LDPW), Polokwane.

The desk study covered all relevant project documents and Memoranda of Understanding, EPWP policy and implementation guidelines, Provincial 5-year Business Plans, Sector Plans, technical manuals, progress reports, workshop and seminar reports, ILO mission reports, and work plans. The ILO office provided link to relevant websites where additional general background information was obtained. The consultant held meetings with the ILO staff of technical units and the field technical specialists based in Limpopo who have been involved with the management and implementation of the project, in order to assess the capacity of the ILO itself to deliver on the promises in the project document.

#### *Limitations*

One major limitation of the exercise is that it combined two evaluations (the ILO National project and the Limpopo Province project) into one, and within a very limited time and both requiring extensive travels in the country to attend meetings and conduct interviews (see list of persons met in Annex 1, and LEPWP project sites visited in Annex 2 of this report). According to the Terms of reference and its work schedule, the ILO evaluation management allowed only two days for data analysis and preparation of the two draft reports, this one and the other on the National EPWP project. Following discussions with the ILO project management, it was agreed to extend the contract period for 01 December to 09 December 2010 so as to allow 7 working days for the preparation and finalization of the two reports.

### **4. Findings**

Following the analysis of data collected, the evaluation addresses the evaluation questions based on the critical issues of project implementation: namely, relevance and strategic fit of the project; the validity of the design; project effectiveness; effectiveness of the management arrangements; efficiency of resource use and; project impact orientation and sustainability. Based on the findings, the report identifies a few lessons learnt and makes some recommendations for Phase 2 of the project.

#### **4.1 Project relevance and strategic fit**

EPWP Phase 1 had a target of providing employment opportunities and training to at least one million targeted unemployed people in its first five years. The plan identified four major sectors in the economy and devised strategies to create employment opportunities in each of them: i) Infrastructure sector; ii) Environmental sector; iii) Social sector and; iv) Economic sector.

The ILO project titled: "Support to the implementation of the Expanded Public Works Limpopo Province" was designed to assist the Government of South Africa, and the Limpopo Provincial Government in particular, to fulfill the goals and objectives of the EPWP in the creation of decent work opportunities for the

unemployed that will contribute towards the government's objective of poverty reduction, improved livelihoods of the target beneficiaries and skills development. In terms of design objective, project LDPW is quite relevant given the challenge of Government capacity in creating employment opportunities and the persistence of poverty and widespread unemployment among the disadvantaged groups in the country, particularly blacks who make up the majority of the population.

## **4.2 Validity of the design**

### *4.2.1 Project objectives*

The main objective of the ILO LEPWP project is to assist the Government of South Africa and the Limpopo Provincial Government in particular to fulfill the goals and objectives of the EPWP in the creation of decent work opportunities for the unemployed that will contribute towards the government's objective of poverty reduction, improved livelihoods of the target beneficiaries and skills development.

Under this project agreement, however, the ILO committed to providing support to the Limpopo Department of Public Works (LDPW) that will facilitate the smooth implementation of the infrastructure component of EPWP in the province. In particular, the ILO provided direct support to the following EPWP Infrastructure Sector initiatives identified by the Limpopo Department of Public Works (LDPW): Labour-Intensive Rural Roads Programme (Gundo Lashu project); Emerging contractor development programme – Sakhasonke building construction project; Electromechanical Contractor development programme; Labour intensive maintenance of public assets; Alternative building materials; Building contractor development; Carpentry and plumbing Artisans and contractor development; and Environmental sector projects with EI potential. The additional support areas in Environmental sector projects by the ILO constitute supplementary objectives of the project.

The immediate objectives of the project are clear; and these are in line with the objectives of the Government of South Africa and at all levels of governance to address the problem of poverty through sustainable employment creation strategies. The project also focuses on ILO support to EPWP initiatives identified by LDPW, thus ensuring alignment and coherence with provincial needs. The selection of the target beneficiaries is also logical considering the capacity shortages in specific areas already identified by the LDPW itself.

However, a careful examination of these objectives in relation to the capacity of Government implementers and the ILO inputs has revealed that the objectives are too many and may be unrealistic under one project, a fact underscored in the HSRC's EPWP Mid-Term Review. To provide technical training only (theory and practical), at provincial and municipality levels and covering all the sectors, by itself, is a consuming objective.



One basic assumption that underpinned the formulation of project objectives was that the capacity to implement EPWP projects and programmes was readily available in all public bodies. As project implementation progressed, it soon became clear that capacity is generally lacking in the technical areas of infrastructure upon which this project has been anchored; this is more so at the District and local Municipality levels than at the provincial level. Even at provincial level, the inability of LDPW to deploy counterparts to work with ILO TAs in adequate number and quality over the past five years suggests that high level capacity shortage is endemic to the administration. This, according to information sources, has been worsened by the high rates of staff turnover the Government Departments at all levels, a phenomenon that is capable of frustrating any human capacity building of this nature.

Again, while acceptance of EPWP with its labour intensive (LI) principle is widely and enthusiastically embraced at the highest level of policy and decision making in the country and also in Limpopo province, the LI principle has not received such a universal appeal among the technocrats and among project delivery groups – contractors, engineers, structure managers, trainers, etc. The result has been that the ILO project spent much of its time on sensitization and advocacy for re-orientation among those who were supposed to know better.

Based on the reality on ground, ILO project management has focused project delivery on four realistic objectives:

- a) To support training and capacity development
- b) To provide technical advisory support
- c) To support advocacy for LI compliance in planning, design, tendering and project execution
- d) To conduct research in support of EPWP

These objectives are derived from Table A, p (iii) of the 2010 Bi-Annual Report, under 'Technical Assistance function'.

#### *4.2.2 Strategy*

In order to achieve the project objectives, the following strategies have been adopted: a) Establishing a functioning training centre; b) Assisting in the development of appropriate multi-sectoral training material covering both technical and business management issues; c) Providing training and guidance on business management, negotiation skills and relevant labour standards to emerging contractors; d) Supporting LDPW, RAL and Municipalities on EI approaches in the areas of roads, buildings, laying of pipelines, storm water drainage and sidewalks; e) Assisting in developing a comprehensive monitoring system that is aligned to the monitoring system developed at the national level and; f) Assisting in the programme management and development of strategies for increased and sustained involvement of emerging contractors in the building and other sectors.

The above strategies have been derived from section 6.1 of the project document where the ‘Scope of work’ is defined; they are the six areas in which the ILO proposed to provide direct support to the EPWP initiatives identified by LDPW. As presented in the project document, they are not formulated as strategies but as main activities with sub-activities.

This is basically a capacity building project; and given limitations of resources, the proposed areas of interventions strategically target the infrastructure sector. In order to maximize the utilization of technical inputs, the project deployed a team of 5 ILO Technical Advisors (later reduced to 4 in 2009 due to resignation) led by a CTA, to the Department of Public Works in Polokwane, Limpopo Province in 2005. This is an example of targeted intervention designed to achieve the maximum results under a set of inputs. A capacity building project such as this, if well implemented, should assure sustainability. In the five years of project implementation, although the TAs worked with industrious dedication and made important efforts to build public and private beneficiary capacities through training and field demonstrations, Government was unable to deploy counterparts to work with them in adequately number and quality, for project sustainability. The provincial Government is aware of this lapse and plans to address the challenge effectively during the 2<sup>nd</sup> Phase of EPWP.

#### *4.2.3 Project inputs*

In accordance with the first signed Memorandum of Understanding (MoU), in 2005, inputs into the project are by both the Limpopo Department of Public Works (LDPW) and the ILO. The contractual basis of the ILO technical assistance is a Memorandum of Understanding (MoU) dated 14th January 2005 covering the period January 2005 to December 2008, which was subsequently amended in June 2007, extending the scope and project period to August 2010, and a further no-cost extension to 31st December 2010. Taking into consideration the subsequent amendments to the initial MoU, the ILO LEPWP project has been funded by the Government of Limpopo Province in the sum of US\$5,023,514, for the period January 2005 – 31 December 2010. The LDPW was expected to provide support to the project over the 5-year period as follows: i) Funds to cover the full cost of the Technical Assistance inputs project as detailed in Annex 1 of the project document [NDPW to make an agreed initial deposit into ILO account in Geneva as soon as the MoU comes into operation]; ii) Make available a suitable training center, fully staffed and furnish it with the necessary training aids; iii) Provide the necessary office equipment, stationery, vehicles, cost of servicing of all such equipment and travel expenses of the ILO TA team and; iv) Office accommodation and the necessary secretarial and other support staff to the ILO TA team. To a large extent, in the course of the five years in reference, the Government fulfilled its own side of the bargain; money was released in response to ILO invoices.

The Annex 3a of the project document presents the project’s budget summary but without budget justification. It is under a ‘budget justification’ that the

objective basis for allocating funds to specific budget lines is clearly stated by the designers of a project. That would allow the project manager to take appropriate decisions in expending funds, in the absence of which the manager is challenged to use the best judgment based on generic guidelines. Since most of the expenditure items go to payment of salaries and emoluments of project staff with pretty standard guidelines, the absence of budget justification might be ignored. But the evaluation must struggle to make a case to 'efficiency of resource utilization' when it come to funding. The ILO Office in Pretoria and the project CTA are aware of this omission and plan to rectify this in the formulation of the project document for LEPWP Phase 2.

On its part, the ILO committed to making available for the project qualified and competent staff to support the implementation of this project. For this purpose in 2005, the ILO deployed a team of 5 ILO Technical Advisors (later reduced to 4 in 2009 due to resignation). The TAs and CTA have addressed different areas of infrastructure technical assistance for the promotion of employment creation. The CTA has been responsible for the overall coordination of the team's activities, and technical support to Departments on road projects. Each of the three TAs focused on different aspects of the project as follows: i) technical support to Municipalities and Departments on infrastructure works particularly buildings, water and sanitation projects; ii) coordinating EPWP training programmes in implementing staff capacity building, and private sector skills and enterprises development and; iii) technical support to Municipalities particularly on road projects. In addition, ILO will provide the necessary technical backstopping and supervision on the performance of the technical team through ILO/ASIST.

Given the nature of this project, the inputs have been well thought out and, if efficiently managed, should serve the purpose of achieving most of the expected outputs within the limits of time. The first major responsibility of the ILO, that of providing experts to implement the project, was well addressed, and Government acknowledges the competence and assiduity of the team of ILO Technical Advisers. The ILO team members complement each other, work together, and have jointly achieved remarkable results. However, the failure of the ILO to submit invoices in time, while Government was ready to pay, interrupted the smooth operation of the project and ran the ILO project budget into red for almost a year. The ILO has since taken up measures to avoid such lapses during the 2<sup>nd</sup> Phase of LEPWP.

#### *4.2.4 Project outputs*

As defined in the project document (2005), the expected project outputs are defined in the project document in relation to the ILO project technical support to the LEPWP programme. For illustration, the ILO outputs include the following:

- A total of 78 learnerships, i.e. 78 emerging contractors and 156 supervisors, trained on the appropriate use of employment intensive approaches in the delivery of infrastructure by end of project period.
- Over 100 emerging contractors (outside of infrastructure sector) received training on business management and negotiation skills that are essential for their growth in their respective sectors.
- At least 15 Consulting firms and technical staff that are based in Limpopo Province trained in LIC design and contracts management, etc.
- Contribute to the overall achievement of the infrastructure component of EPWP.

The outputs have been defined independently from the sub-activities in section 6.1 of the project document. In the Bi-Annual Progress Report No. 10 (January – June 2010), project “Outputs achieved” are defined in terms of Technical Assistance Functions, which fall into four categories (or outputs): Training and capacity development; ii) Technical Advisory Support; iii) Advocacy and; iv) Research and Development. When all the documents pertaining to the project are examined, it is not clear where the real output statements are located. In the absence of clearly defined outputs, the evaluation restates the four technical functions as project ‘outputs’, which then form the basis for examination of activities and achievements.

The project outputs should have been defined in the project document with reference to the strategies, using the sub-activities as basis for defining the project output indicators. In essence, the outputs from the project document and Bi-Annual Report (2010) have not been logically derived. The question for this evaluation is therefore whether to assess project performance by the proposed activities (Section 6.1: Scope of work), which should be the case; or by the outputs stated in the document. The absence of a logical framework in the project document has contributed to the confusion in having a proper definition of outputs and has also undermined the integrity of the project design. Perhaps a detailed logical framework for the project (apart from the Training and Implementation Schedule in Table 1 of the project document) could have made the desired clarification, in the absence of which a realistic work plan should have addressed well defined outputs, output indicators and their corresponding baselines and targets, all of which are lacking in the LEPWP project document.

### ***Conclusion***

Given the above review of the project design, it is safe to conclude that the LEPWP project was poorly designed. Project implementers employed a series of annual work plans and bi-annual progress reports to rectify the deficiencies in project design to some degree of success. However, as the project moves into the EPWP Phase 2, it is highly recommended that a new project document should be developed, taking into consideration the latest amendment to the MoU and the design limitations of the project document covering the review period 2005 – 2010. The new project document may wish to address the following:

1. Background
2. Goal, objectives and strategies of LEPWP
3. Project objectives
4. Project strategies
5. Project outputs and indicators (with baselines and targets)
6. ILO and Government inputs, capacities and their roles
7. Project assumptions and risks
8. Project implementation arrangements
9. Sustainability of project activities
10. Cooperation and collaboration (UNCT Delivering as One)
11. Monitoring and evaluation
12. Budget summary and budget justification
13. Logical Framework for the project

#### 4.3 Project achievements

As already pointed out, this evaluation focuses on the ILO project technical support to LEPWP; it is not an evaluation of the LEPWP per se. Therefore, the indicators and progress measurement will be at project level, examining the inputs by the ILO, what has been accomplished, effectiveness of interventions, efficiency of project management, sustainability of project activities, gaps in the process and future considerations for both ILO and Limpopo Department of Works.

Since the project cycle has been extended in Phase 1 to 2010, this analysis will cover project activities from 2005 to 2010. A summary of project achievements during the period in reference is shown in Figure 1; thereafter analysis of performance is presented.

**Fig. 1: ILO/LDW Project achievements in support of LEPWP (2005-2010)**

<i>Objective</i>	<i>Output</i>	<i>Indicator</i>	<i>Progress achieved</i>	<i>Remarks</i>
<b>1.To support training and capacity development</b>	1.1 EPWP re-orientation workshops organized and participants trained	Number of participants trained	* 21 Workshops conducted; 438 officials from various implementing agencies in the Province benefited from the training course. * 157 staff of Engineering Consultants, Mentors and Training Service Providers have received one-week training in LIC planning, design, and project management. * Established and managed a viable Giyani Training Centre (GTC) of Excellence.	Training has proved quite effective; participants re-oriented to LI approaches. GTC fully established and functioning, serving other provinces in advancing LIC/EPWP-related training; but closed down since mid-2007. Government planning to resuscitate the Centre soon.
	1.2 External	Number of	* 30 officials benefited in	Govt impressed by



			methods in Road rehabilitation	
<i>Source: Based on ILO, EPWP Limpopo - Bi-Annual Report 10, (2010); ILO records.</i>				

#### 4.4 Project effectiveness

Assessment of effectiveness examines the extent to which the project achieved its planned results, using the indicators, their baselines and targets. EPWP is being implemented in the country at all the levels of governance, i.e., national, provincial and local/Municipality, and by all State owned enterprises. At provincial level, the LEPWP, like the national EPWP, achieved its targets one year ahead of time. During Phase 1 of EPWP, the contribution of Limpopo Province as at end of March 2009 was estimated at 144,472 job opportunities created, or 14.4% of the national target. LEPWP plans to create additional 441,993 job opportunities or 10% of the national target during EPWP Phase 2 ending in 2014. This evaluation found that the output indicator used to measure EPWP performance (number of employment opportunities created, of full-time employment equivalent) seems to underestimate the overall effect of EPWP on the community. For illustration, the evaluation learned that when a road is being constructed, apart from the employment provided directly to the employed road workers, there are spin-offs of the project not generally recognized: the vendors who supply water and food; artisans who provide repair services; local contractors who benefit from sub-contracts; local transporter who carry workers, etc. The implication is that the current EPWP output indicator of employment opportunities created is rather limited; an impact evaluation would reveal a more robust programme indicator and therefore show the full effects of EPWP interventions on the community.

Regarding the ILO project in support of EPWP in Limpopo Province, much has been achieved during the review period, although the extent to which these achievements were done within target is a mute point. This has to do with the problem of design; the project document failed to define outputs and their indicators together with their corresponding baselines and targets. What project management has done was to design annual work plans and implement accordingly, implying that moving targets were agreed to without reference to overall project output indicator targets.

Nevertheless, from the records of project performance, which were confirmed by the different implementers, the ILO project of support to LEPWP achieved most of its outputs.

##### *Training*

In order to build capacity of EPWP implementing partners and that of project beneficiaries (re-orientation of existing contractors, engineers, mentors, etc. and training of emerging actors in infrastructure) the project strategy has placed emphasis on training. Based on detailed annual work plans, the ILO project team

developed and delivered EPWP/LIC training interventions to different categories of project beneficiaries and target groups. These include: a) awareness seminars for Senior Managers; b) re-orientation workshops for implementing Agency staff; c) re-orientation workshops for Technical Support Advisers; d) re-orientation workshops for Project Managers and Consultants; e) re-orientation workshops for Mentors and Trainers; f) implementation of Learnership Programmes through accredited Training Service Providers with ILO support and assistance when required; g) organization and facilitation of senior officials from various Departments and Municipals to attend relevant external short courses at the ILO ITC in Turin, Italy; h) facilitation of Study Tours by Senior Government officials to expose them to LIC practices in selected countries abroad.

The Annex Table 1 presents the details of these training programmes under EPWP Phase 1, showing analysis by date, duration, venue and most importantly analysis of beneficiaries by gender. For illustration, half (50%) of the officials who went on study tours were women; and females constituted 42% of participants in the external courses for capacity building; 37% of contractor development learnership training; 18% of re-orientation workshops for training service providers and mentors; 29% of re-orientation workshops for Consultants; 23% of re-orientation workshops for Technical Support Advisers; 36% of re-orientation workshops for implementing agency staff and; 81% of participants at the awareness seminars for Senior Management. Admittedly, the participation of women reached low levels in some of the trainings, but given that infrastructure activities tend to be male-dominated, the project management should be commended for reaching out to so many women in the course of these trainings.

Most of the training activities targeted adults and the TAs used a range of active participatory and practice-oriented training techniques to ensure effectiveness of the strategy. Project reports show that Municipalities and Departments with trained managers required progressively less support, and those managers trained are applying for new jobs and joining consultants.

Again, in order to assure effectiveness, participants were rigorously assessed based on attendance, participation in Group work and score on a short test before they were judged qualified to be awarded certificate of successful participation. In addition, participants were also required at the end of each module and after the programme to rate various aspects such as achievement of objectives, content, usefulness, performance of individual Facilitators etc., and to provide additional comments as feedback to the organizers for the purposes of improving on future workshops. In the case of the learnership programmes, assessment is conducted by SETA's accredited Assessors and Moderators.

Since training is central to the ILO strategy for capacity building, the running of the ILO project should address the challenges being faced by the Government in delivering training. First, there is limited standard accredited training materials for skills development. Second, is the lack of acceptance and misunderstanding



of employment intensive methods which are often regarded as more difficult to manage, longer to complete, more costly to implement, produces inferior quality output and, above all, considered as an out-dated approach. Third, there has been no harmonization of training and Learnership programme delivery among the role players (Trainer, Mentor and Client) in the Province, and this has adversely affected the beneficiaries (Learners) of these programmes and ultimately resulted in poor service delivery. In addition, there is the lack of proper monitoring and quality assurance by the Construction Education and Training Authority CETA's Training Service Providers and Mentors. The closure of the established Giyani Training Centre (GTC) of Excellence, to which the ILO project made substantial contribution, has further aggravated this situation. In the course of this evaluation, Government gave assurance that the Giyani Training Center will soon be revitalized to play its role as a centre of excellence. Already, NDPW with the support of ILO is planning to support this process in Limpopo as a pilot, possibly to be replicated later in all the other provinces in the country.

The ILO project supported the training of selected high-level government officials in Turin, Italy. The exposure of some Government officials to the ILO training programme in Turin has proved remarkably useful to the beneficiaries and many more would like to take advantage of the training; however, since it will not be feasible to support so many officials to train in Turin, Government would like to suggest that arrangements for bringing the trainers in Turin to South Africa should be explored by the ILO during EPWP Phase 2.

### *Technical support*

In the different areas of infrastructure activities, the project TAs provided support to Senior Management at provincial and local Municipality levels. Such support interventions include realigning Tender Documents for Municipalities and Government Department to EPWP requirements, and preparation of concept and strategy documents; process analysis and coordination documents; operational documents, and consolidation of reports and presentations. In addition, the ILO team provided technical support to Management and District Coordinators in preparation of sector plans, and follow-up of process analysis for District and Local Municipality Projects. The available evidence shows that since the inception of the ILO LEPWP project in 2005, more than 300 project proposals and tender documents have been reviewed, as well as developing standardized tender documents which incorporate all relevant LI/EPWP and CIDB requirements, for roads and buildings projects..

Although the quality of TA support has been quite high and effective, the generally low management skills of municipality staff posed a challenge. This has meant that the team spent much time on follow-up of projects and processes through visits to District and Local Municipalities, and in attending coordination meetings, and review of technical and tender documents for compliance to

EPWP. Following the production of standardized documents, requests for Tender review have reduced markedly as more and more Consultants become conversant with the EPWP requirements.

Another important area of technical support by the ILO team has been in the production of technical documents; output indicators in this area (apart from business plans, TORs and technical concept notes) include: 4 Technical Guidelines documents produced; 9 Business Plans produced (covering LEPWP 1 & 2; Greening Limpopo, Environment; Infrastructure; Emerging Contractors; Alternative Building materials; Food for Waste; VIP Toilets); 3 Technical Concept Notes developed on Contractor/Enterprise Development; Youth Skills Development; and LIC Training Centre of Excellence; 1 Training Manual developed and; 1 EPWP Promotional Video produced (see a full list of documents produced in Annex 3 of this report). These documents were produced under the Limpopo project of EPWP; however, in order to assure national reach and use, it is suggested that the EPWP ILO project management should consider a review of the documents by all the EPWP ILO TAs and related experts for adaptation to the national/international context, and their publication and dissemination during EPWP Phase 2.

Related to the direct support to LDPW, the ILO team has also supported the Department of Roads and Transport in the development of a number of technical documents; namely: Concept Note on Road Maintenance Management System and developed draft maintenance Tender/contract documents; Business plan for 2010/11 up-scaling projects implemented under the DoRT; Business plan for Road Construction and Maintenance Learnership involving about 20 firms; Business plan for the Youth Training on Road Safety which was to be implemented as part of the National Youth Service project and benefiting up to fifty (50) youth in the Province ; Advertisement and application forms for advertising for twenty (20) learnerships; Payment certificate formats for processing road maintenance payments to contractors; Updating Learnership Business plan document; Draft Consultancy Agreement for engaging consultants for the design and supervision of projects and; Standard road rehabilitation tender documents.

Apart from technical advice, the TAs supported the Government of Limpopo province through contributions of a gap-filling nature, made upon request. These inputs include: i) Providing technical assistance in Environmental Sector projects with high employment potential aside infrastructure-related project in this sector; ii) Preparation of monthly, Quarterly, and Annual EPWP Reports; iii) Preparation and delivery of EPWP Presentations at various forums; iv) Attendance and participation in EPWP monthly Districts and Provincial PMU meetings involving Municipalities: monthly Infrastructure, and Environmental Sector Meetings, quarterly Provincial Steering Committee meetings, quarterly National level Provincial Coordination meeting, quarterly National level Road

up-scaling Project meeting and, provision of clerical, logistic and administration services.

Overall, Government expressed satisfaction with the quality and relevance of the inputs (both technical and administrative) by the ILO technical team in Limpopo. The wish is that the ILO team should remain throughout the duration of EPWP Phase 2. However, considering the lean support provided at national level, management may wish to take another look at the current strategy for the deployment of its experts under EPWP.

The volume of work done through gap-filling attests to the existing capacity shortages in the LDPW in general, which is also why the Government has been unable to adequately provide counterparts to work with and under-study the ILO TAs since 2005. The evaluation process raised this capacity building and sustainability issue with the Government and was assured that implementation of the newly approved management structure of LDPW would ensure that appropriate counterparts are deployed to work with the ILO TAs during the EPWP Phase 2.

#### *Unintended benefits*

The Limpopo Project also provided technical assistance to the Indonesia, Ache rural road Project through: i) Attachment of their Engineers to Limpopo project sites for one month to understudy LIC sealing techniques (See Project Report No. 5); ii) Several missions by one of the project team staff to assist with the initial project setup and; iii) Sharing of technical documentations and lessons learnt. In addition, the ILO Limpopo EPWP project has provided site-level technical support in LIC road sealing through sharing of documentation and the fielding of two trained technicians to the Kenya Roads 2000 Programme for two months. These two external support provided by the project demonstrates the veracity of the project outputs beyond Limpopo province. An impact study would reveal the full dimension of the good practices generated by the project.

#### *Effectiveness of ILO'S Backstopping received*

Records show that there was regular and fairly effective ILO technical backstopping from an SRO official based in Harare to the project from 2005 until 2009 when the ILO-ASIST programme in Harare came to an end. Thus, .. in terms of efficiency of resource use, backstopping the LEPWP project was fairly adequate.

### **4.5 Effectiveness of management arrangements**

#### *General*

As specified in the MoU and the supporting project document (2005), the Limpopo Department of Public Works (LDPW) in Polokwane has the overall responsibility for coordinating and monitoring the Provincial implementation of EPWP, including the ILO Limpopo capacity building project. LDPW, through its

EPWP Directorate is also responsible for developing guidelines and implementation and monitoring tools, and documenting achievements made in the implementation of EPWP. On its part, the ILO has the responsibility to administer and account for the contribution in accordance with its financial regulations and other applicable rules and procedures and practices. The MoU makes provision for LDPW and the ILO to hold annual Programme Review Meetings, to be convened in the last quarter of each calendar year. In addition, the ILO takes responsibility for project monitoring and evaluation and is expected to provide LDPW project progress reports and the financial statement, in accordance to the internal monitoring and evaluation procedures of the Organization.

Since 2005 when the MoU was signed, it has been amended three times (Amendment 1 of 23 August 2007, Amendment 2 of 7 May 2008, and Amendment 3 of 2 June 2010). The latest Amendment of 2 June 2010 was informed by the bilateral discussions between the parties and the LDPW's request to extend the collaboration between the parties. While the amendments introduced certain changes in project inputs and strategy, the fundamentals remain largely unchanged, and these MoU amendments have in no way adversely affected the LEPWP project implementation process. Figure 2 shows the differences between EPWP Phases 1 and 2.

**Fig 2: The fundamental differences between EPWP Phases 1 and 2**

	Key Areas	Phase 1	Phase 2	Remarks
1	Employment Targets	1 million WO without provincial and local targets	4.5 million WO with set targets	
2	Demographic Targets	Women 60%, Youth 40%, PWD 2%	Women 55%, Youth 40%, PWD 2%	
3	Sectors	Infrastructure Environmental Economic Social	Infrastructure Environmental Social Non-state	Enterprise Development takes place in all sectors in phase2
4	Workers' Training	Mandatory requirement	Required as resources allow	
5	Fiscal Incentive Grant	None	R4.2 billion	To motivate government bodies who exceed their targets.

#### *Role of the ILO*

The MoU (2005) makes provision for NDPW (including LDPW) and the ILO to hold annual Programme Review Meetings, to be convened in the last quarter of each calendar year. In addition, the ILO takes responsibility for project monitoring and evaluation and is expected to provide NDPW project progress reports and the financial statement, in accordance to the internal monitoring and evaluation procedures of the Organization.

Management meetings as defined by the MoU during Phase 1 of the ILO project were anything but regular. Between 2005 and 2008, the meetings were fairly regular; but after the meeting of 2 October 2008, no project meeting was held for the concerned parties until 29 September 2010, although the EPWP moved to Phase 2 in 2009. Apart from the Annual Programme Review Meetings, clause 10 in the original MOU dated January 2005 makes provision for LDPW and ILO, from time to time, at the request of either party, to hold discussions through their representatives with regard to project implementation and progress monitoring issues. Incidentally, the two long years of silence by project management witnessed serious lapses in project administration particularly by the ILO. Internal squabbles between the national ILO team of Advisors went for more than one year without resolution, creating confusion and considerable concern among the EPWP management in Government. In addition, due to a long period of under-invoicing by the ILO, the project account of the Organization in Geneva ran into deficit while Government was willing to pay if requested. Part of the problem was that the ILO Geneva was dealing directly with NDPW without going through or necessarily keeping the local ILO office in Pretoria informed. Although the administrative lapses have been resolved recently, it has left a mark on the efficiency of the ILO in managing its support to EPWP in South Africa. At their meeting on 3 November 2010, the two parties acknowledged these shortcomings and committed themselves to a more efficient management of the project henceforth.

#### *Role of LDPW*

The LDPW project implementation is coordinated by a General Manager (GM) who heads the EPWP Directorate with responsibility for the day to day running of the programme. Regular meetings were held during the review period by the Directorate with concerned institutions and bodies (Premier's Office, National EPWP Coordinating Unit, Department of Labour, Sector Education and Training Authorities (SETAs), Independent Development Trust (IDT), and those involved in the Learnership Programmes, Mentorship Services, Workers' Training and Social Facilitation.

The GM works closely with the ILO appointed CTA in the planning, coordinating and implementing all activities essential to achieve the outputs of the project. The staff of EPWP Directorate comprises the GM, 1 Acting Senior Manager, 3 Managers and 2 Deputy Managers who, together, constitute about half of the approved staff complement. This has had a serious implication for the effectiveness of project implementation; the ILO TAs have not been adequately supported with counterparts for capacity building, and for much of their time, the TAs have been engaged in gap-filling (mostly administrative functions) for unfilled positions in the establishment.

In terms of programme management, the General Manager (GM) leads the programme and is supported by a Provincial Steering Committee (PSC)

consisting of all stakeholders, i.e. LDPW, ILO, RAL, Municipalities and Departments, and meet quarterly. The PSC has a Technical Coordination Committee which monitors the technical inputs of the concerned sectors through regular meetings. In addition, the EPWP Director has established and sustained the functioning of Sector Coordinating Committees, each facilitated by a Lead Department, with the responsibility of coordinating the activities each sector through their monthly meetings.

The PSC has also taken on the responsibility for supervising and guiding the work of the technical assistance team. The ILO Chief Technical Adviser (CTA) assists the GM in the compilation of monthly reports for the Infrastructure Sector to the PMC in accordance with agreed formats, and also compiles bi-annual reports to the ILO in accordance with ILO guidelines.

One of the key requirements for a successful implementation of EPWP is the observance of human rights in general and ensuring of the rights and welfare of workers in particular. These are clearly stated in the Code of Good Practice for Special Public Works issued by Department of Labour and the Guideline for the Implementation of Labour-Intensive Infrastructure projects under EPWP. The Code defines benefits to be accrued to the workers by virtue of working on EPWP projects and the conditions of work including health and safety requirements. The workers are also each entitled to a two-day paid training per month on technical and vocational skills which enhances their future employability.

Project-based Steering Committees (PSC) comprising of the local Authorities, Community Leaders, representatives of local civic organizations, CBOs and NGO are established on all projects to monitor project activities, to ensure the welfare of workers and serve as links between the community and projects managers. In addition, all projects appoint Community Liaison Officers (CLOs) who monitor the welfare of the workers on a daily basis and communicate the grievances of the workers to the PSCs. The CLOs serve as the first complaint mechanism for workers. As they are selected from among the local community, the CLOs are easily approachable and workers communicate their problems (even very intimate ones) to them. All EPWP projects are required to strictly follow this implementing mechanism/ approach so as to ensure productivity, protect the rights and welfare of workers as well as to sustain the benefits of EPWP.

Coordination of EPWP activities has been well managed, facilitated by increasing knowledge of the role of labour intensive (LI) approaches in the delivery of EPWP objectives and the widespread acceptability of the programme at the policy and decision making level. The ILO team has also played a vital role in the EPWP coordination through provision of technical support to the Directorate and general administrative support to the coordinating processes in the light of capacity gaps in the establishment. In order to improve the coordinating arrangements, a proposal for a revised structure is currently being considered by the EPWP management.

However, lack of proactive project planning cycle, constrained by the Financial Year, has adversely affected project implementation particularly in the municipalities. Records show that the process of project approval, the procurement of Consultants (for survey, design and preparation of tenders) and contractors could last at least six months, leaving only half a year for implementation. The provincial programme coordination still lacks the requisite institutional strength to sustain its activities. More importantly, the LEPWP Directorate is hugely understaffed and is facing high rate of staff turnover especially at critical middle management level.

In terms of communication, there was a fairly effective communication between the project team, the ILO office in Pretoria, and the sub-regional office in Harare and the responsible technical department at headquarters. The CTA provided a vital link between the team and the Government and other implementing partners through regular meetings and periodic reporting of progress in project implementation.

Administrative support was provided to the project in Limpopo by the ILO office in Pretoria. However, the Project experienced cash-flow constraints, notable delay in filling of vacant posts and poor financial support, although the situation seems to be improving currently. For a more efficient administration of the project, the ILO Office in Pretoria should ensure: i) stricter adherence to the terms of MoU regarding timely issue of invoices and financial statements – to separately provide Income and Expenditure Statements for both Limpopo and National projects; ii) provision of adequate finance and administrative support, including imprest account for the project in Polokwane; iii) provision of consistent backstopping support; iv) provision of guidance and support in developing a clear project document; v) possible review of duty station hardship classification.

#### **4.6 Efficiency of resource use**

Evaluation of efficiency should link outputs to resources (human, material and financial) and assess whether this occurred as economically as possible. This is critical for scaling up promising intervention of projects, and can help identify whether scaling up requires only adding resources in a predictable fashion or whether the intervention or project itself may need to be redesigned.

##### *Human resource*

In terms of human resource for the ILO project in support of LEPWP, a team of five Technical Advisors (including 1 CTA) was deployed to the LDPW (2005) to assist with project implementation under the MoU of 2005. The MoU in reference was expected to expire at the end of December 2008; however this was extended to 31 August 2010 based on a request from the Limpopo Department of Public Works, with a further no-cost extension to December 2010. The current agreement refocuses/realigns project inputs and outputs; and slightly extends

the scope of the ILO technical assistance within the overall objectives and the agreed logical framework indicated in the original agreement. It also extends the project period by about thirty months and adjusts the budget ceiling accordingly. The ILO technical team comprised of five officials was reduced to four following the resignation of two experts, and subsequent replacement of one TA (Municipal Roads) in October 2009, whilst Mr Asare, already in the team assumed the CTA position in addition to providing support for provincial roads from April 2009.

The deployment of the TA team to the LDPW has been strategic and effective. With a focus on the infrastructure sector of LEPWP, the team has worked with industrious dedication and professionalism in addressing capacity building of the various actors (existing and emerging contractors, engineers, mentors, learners and trainers, Government implementing partners and officials at provincial and local Municipality levels), through training and support to learnership programmes. The training interventions have benefited men and women almost equally, and addressed the needs of Government and partner implementers as well as those of contractors and related actors in the infrastructure sector. In order to establish standards, assure quality and eventual sustainability of project activities, the team has conducted research and produced a variety of technical documents, manuals, technical concept papers and business plans which will continue to guide EPWP implementation beyond Limpopo province (see Annex Table 3 of this report for details of technical documents produced).

The ILO team recognized that success in the implementation of any project depends on forging meaningful relationships through dialogue between various role players particularly between the employer and workers. To this end, the team has developed an EPWP Operational Level Guidelines Manual, which elaborates the various roles and responsibilities of all stakeholders and institutions. The guidelines provide a reference for social dialogue and interaction between the workers and their employers as well as the community and programme managers.

Given their technical contribution to the LEPWP and the extent of administrative work in which the TAs have been engaged, there is no doubt that the human resource aspect of the ILO project has proved most effective. Not so effective has been the ILO backstopping of the project, a situation now firmly under control with the re location of the Senior Specialist from Addis office to the Office in Pretoria as a result of ILO field restructuring. .

#### *Financial and material resources*

The Limpopo EPWP has made adequate budget provisions to support its programme implementation including the ILO project component, totaling US\$5,023,514 from 2005 to 2010 (see Table 1). However, due to cumulative under-invoicing by the ILO, the project budget was in the red for



about 2 years, almost forcing project closure – not because the money was not there but due to administrative delays in Geneva in preparing and submitting adequate invoices in time. The issue was recently resolved by the Government and the ILO at their progress review meeting; both parties look forward to a better financial reporting under EPWP Phase 2.

In terms of financial resource utilization, the Limpopo ILO project has recorded an overall implementation rate of 93% during the Phase 1 period. This is highly commendable given the administrative constraint experienced in processing project transactions.

**Table 1: LEPWP – Expenditure on Annual Basis (2005-2010)**

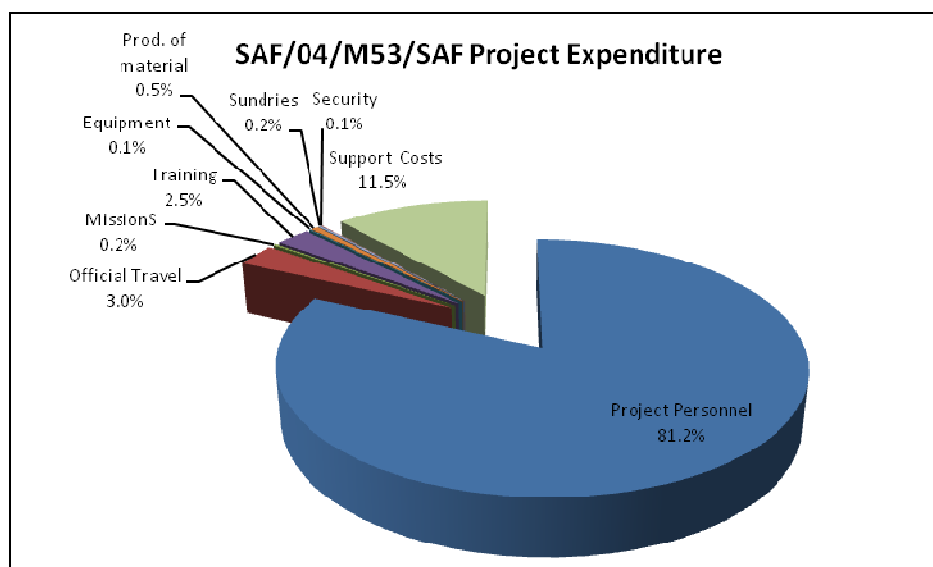
Title : Support to the implementation of Limpopo Expanded Public Works Programme (EPWP) Project No. SAF/04/M53/SAF								
Code	Title	TOTAL BUDGET	EXPENDITURE					
		\$	TOTAL	2005-06	2007	2008	2009	2010
		\$	\$	\$	\$	\$	\$	\$
11.99	Project Personnel	3 944 063	3 819 813	850 755	852 279	865 805	645 377	605 453
15.01	Official Travel	125 227	140 219	7 945	21 585	30 431	41 504	38 754
16.99	Mission Costs	75 547	10 026	2 168	2 421	5 437	0	0
31	Total Training	114 029	118 296	0	0	12 767	52 664	52 865
49	Total Equipment	7 640	3 448	0	140	536	2 772	0
51.01	Production of material	34 175	25 488	0	176	10 582	14 730	0
51.02	Sundries	22 496	9 615	0	6 732	789	604	1 490
53.5	Security		3 224				793	2 431
	Sub Total	4 353 178	4 132 049	860 868	883 333	926 348	760 445	700 993
69	Support Costs (13%)	570 279	535 710	111 913	114 833	120 425	98 858	89 681
	Sub Total	4 923 456	4 667 759	972 781	998 166	1 046 773	859 303	790 674
71	Provision for cost increases	100 058	0	0		0	0	0
99	Project Grand Total	5 023 514	4 667 841	972 781	998 166	1 046 773	859 303	790 674
<b>Percentage Spent</b>		<b>93%</b>						

Source: ILO LEPWP project records

The project team in Polokwane has experienced three main constraints regarding financial resource utilization. The CTA has no access to ILO's financial system (FISEXT) due to the remoteness of the project from Pretoria, and this inhibited his ability to effectively undertake the day-to-day financial management of the project's account. In addition, the project, located some 275 km from Pretoria, has been managed without impress. Also, administrative support to the project has been weak; the four technical ILO staff are not supported by a Secretary of Finance/Administrative staff, leaving the CTA to combine these functions with his own technical and coordinating duties. It is suggested that ILO project management should look at the situation critically and provide a workable solution in the interest of effective management of the project.

Analysis of pattern of financial expenditure shows that, justifiably, 81.2% of the budget goes to project personnel, 11% to support costs, 3% official travel. The details are illustrated with Figure 3. In the second phase of EPWP, it may be necessary to devote more financial resource to research and production of documents, given the suggestion that the documents produced under this project should be screened and reviewed for publication and wide dissemination.

**Fig. 3: Project Financial Expenditure**



Source: ILO TAs briefing note, 2010.

The work of the TAs has also been facilitated by provision of a number of non-expendable equipment, including computers, scanners, printers, office furniture, cellular phones, vehicles and GPS. The details are provided in Table 2. Most of the items of equipment were found to be in good conditions and have proved very useful in project implementation. However, the current laptops are of low specs and inappropriate; their replacement should be considered by ILO/Limpopo project management.

**Table 2: ILO LEPWP project: Inventory of Non-Expendable Project Equipment (Nov. 2010)**

	Item Description	Quantity	Procured through
1.	Project Supervision vehicles	4	GSA
2.	Laptop Computers	4	GSA
3.	Printers	5	GSA
4.	Office Furniture	4 sets	GSA
4.	3G Data Card	4	GSA
5.	Cellular Phones	4	GSA
6.	Scanner	1	ILO
7.	GPS	4	ILO

## 5. Impact orientation and sustainability

The ILO project provided support to building the capacity of the management of LEPWP, particularly the LDPW through inputs into a) training; b) technical advice, and c) production of technical documents. The purpose is to achieve re-orientation of project managers and implementers to the labour intensive approaches and ensure sustainability of project activities.

Critical to sustainability of project activities under LEPWP is political support at all levels of governance; political support has been clearly demonstrated by the large amount of budget, over US\$5 million, set aside by the Government in support of LEPWP (2005-2010). This assures project and programme ownership

by all the sectors and at all levels from provincial to the municipality. The Government's decision to use its line budget, to the tune of R19 billion, to maximize job creation is a major factor towards sustainable financing. Participation of target communities in the selection and monitoring of projects through the Integrated Development Plan (IDP) process assures local ownership and therefore sustainability.

From the standpoint of technical assistance, the key to sustainability is effective transfer of skills; this can best be achieved if counterparts are adequately assigned by Government to work with the ILO TAs. Five years into the implementation of LEPWP by the LDPW, counterparts are yet to be assigned to under-study the ILO TAs. Even if counterparts are available and trained, the high staff turn-over which characterizes official appointments across the sectors has the potential for undermining any programme of on-the-job training designed to strengthen capacity.

In addition, the mechanisms for skills development by the respective SETAs are yet to be aligned to EPWP. The Department of Labour (DoL) has previously been responsible for financing of Workers' training and in the development of low level technical and life skills, but these responsibilities are now being shifted to the Department of Higher Education and Training. This new dispensation has to be taken into account, and the institutional arrangements reviewed to ensure synergy between training and project delivery.

Experience has shown that maintenance of physical infrastructure has the potential to create long-term employment while at the same time improving service delivery. However, in the case of Limpopo province, this potential is being hampered by lack of a maintenance culture using labour intensive approach. LEPWP management should consider and take necessary steps to accord maintenance as a veritable source of employment creation during EPWP Phase 2.

Community and stakeholder participation is of paramount importance for a development programme such as EPWP, in order for it to have an impact in the livelihood of its target beneficiaries. Under the EPWP, the framework for community participation is the Integrated Development Planning (IDP) process, which requires all public bodies to consult the community at village/ward levels before presenting projects to elected local leaders (e.g. Councils) for approval. This process empowers the community to participate in the identification, selection and prioritization of projects for public investment; therefore, IDP offers an adequate opportunity for sustainability of the EPWP processes.

However, there are programming challenges largely of an endemic nature and which may take time to overcome. Understanding the message of EPWP and LIC has come rather slowly if not with a high degree of reluctance: there has been slow acceptance and appreciation of the potential benefits of EPWP/LIC

concepts in the province, particularly among senior managers and some policy makers who view the use of labour intensive methods as outdated, costly, and producing work of inferior quality. This has constrained the expansion of the EPWP to a degree which can best be determined by an impact assessment of the programme.

#### *Collaboration*

There are several other on-going ILO projects which feed into South Africa's DWCP and with which LEPWP has high potential for collaboration namely: a) Women Entrepreneurial Development and Gender Equity in SA (WEDGE-SA); b) Social Enterprise Development targeting Youth in SA (SEYTSA); c) Sustainability through Competition and Responsible Enterprise (SCORE), and; d) Gender Equality in South Africa. It is important to establish a common platform for these and the national EPWP project to meet and share ideas, review documents and compare challenges and opportunities.

Initially, there was a close collaboration between the ILO - Limpopo and National EPWP Teams in the areas of technical documentations, training and capacity development, from 2006 until 2008 when internal wrangles within the National team made continuation of this collaboration unworkable. During the short period of collaboration, three joint training sessions were undertaken, and one technical documentation session were held. In 2010 the Limpopo Team provided developed training materials and supported the National ILO Team by jointly facilitating three training workshops in two other provinces (Gauteng and North West provinces)..

#### **6. Lessons learned**

- Poorly defined project outputs and indicators without baselines and targets constitute a challenge to project implementation and rob project evaluation the rigor of performance analysis.
- Increasing the scale of the EPWP to the size proposed in the Draft Anti-Poverty Strategy would require mobilization of additional resources.
- Low-level Workers' Training targets in the first phase were not being met largely because of limited existing training capacity and funding by DoL to implement the massive training requirements of the programme.
- The Economic Sector, which was meant to address the development and needs of Small, Medium, and Micro Enterprises (SMMEs), as a specific objective of the first phase of the programme, was not very effective as a stand-alone sector.
- Stretching the ILO support to other sectors beyond Infrastructure sector would require more resources than currently available.
- Temporary employment opportunities being created in massive numbers under the EPWP could in the end prove disastrous socially and economically unless the process is supported by additional training of temporary workers in Artisans/trade skills, small scale enterprise development or other forms of employment.

- The continued use of the ILO TA for gap-filling in administrative and other support services on an elaborate scale, if unchecked, could be detrimental to the realization of the overall project objective

## **7. Recommendations**

### **7.1 EPWP Limpopo**

- a) The use of the current EPWP output indicator, based on number of employment opportunities created, is rather narrow; an impact evaluation would reveal a more robust programme indicator and therefore show the full effect of EPWP interventions on the community.
- b) The re-establishment of the LI Training Centre of Excellence is paramount in ensuring effective coordination and quality assurance of LI training delivery
- c) LDPW's Filling of vacant EPWP Directorate posts including technical counterparts for the ILO officials is essential for project sustainability

### **7.2 ILO Limpopo project**

- a) In view of the shortcomings of the ILO project document (Re: Annex 2 to the Memorandum of Understanding, 2005), it is recommended that a project document should be developed to reflect the major elements of EPWP Phase 2, and which will take into consideration the specific limitations of the project document, including the Logical framework and the budget.
- b) All the ILO projects addressing employment issues in South Africa, including the national and Limpopo EPWP, should have a common platform for exchange of ideas, information sharing and technical cooperation in order to achieve synergy and enhance the overall quality of the ILO support to the country.
- c) From the standpoint of technical assistance, the key to sustainability is effective transfer of skills; this can best be achieved if counterparts are assigned by Government to work with the ILO TAs. Five years into the implementation of LEPWP by the DPW counterparts are yet to be assigned in adequate number and quality to understudy the ILO TAs; this situation should be addressed without any further delay.
- d) Overall, Government expressed satisfaction with the quality and relevance of the inputs (both technical and administrative) by the ILO technical team in Limpopo. The wish is that the ILO team should remain throughout the duration of EPWP Phase 2. However, considering the lean support provided at national level, management may wish to take another look at the current strategy for the deployment of its experts under EPWP.

- e) The LEPWP project has produced a number of technical documents on different aspects of EPWP and LIC; in order to assure national reach and use, The EPWP ILO project management should consider a review of the documents with all the EPWP ILO TAs and related experts and their publication and dissemination during EPWP Phase 2.
- f) The exposure of some Government officials to the ILO training programme in Turin has proved remarkably useful to the beneficiaries and many more would like to take advantage of the training; however, since it will not be feasible to support so many officials to train in Turin, Government would like to suggest that arrangements for bringing the trainers in Turin to South Africa should be explored by the ILO.
- g) Aspects of project management that require closer scrutiny by the ILO (Pretoria/ Geneva) during the EPWP Phase 2 include project backstopping; coordination of EPWP projects; financial reporting and management; provision of administrative support to the TAs; and general oversight.
- h) Collaboration between the Limpopo and National ILO TAs should be structured and strengthened thus avoiding duplication of functions, particularly in addressing research, production of technical documents and training.

## ANNEX 1: List of persons met in Limpopo Province

	Stakeholder	Name of Official	Designation	Role
1	LDPW	George M. Phadagi	MEC - LDPW	Policy Perspective
		C. M. Ramphele	HOD - LDPW	Strategic Perspective
		Ray Malele	G.M. - EPWP	Functional Perspective
		M. Molongwana	Manager - EPWP	Infrastructure Sector
		Kgabo Sebina	Manager - EPWP	National Youth Skills NYS
		Salome Maphalla	Senior Manager	Monitoring & Evaluation
		Jowie Sedibeng	Administrative officer	Monitoring & Evaluation
		Gomba Mashau	Manager - EPWP	Monitoring & Evaluation
		Ditebogo Thindiza	Assistant Manager - EPWP	Monitoring
		Jabu Tshabalala	Manager - EPWP	Infrastructure Coordination
		Minie Groobmoom	Assistant Manager - EPWP	Infrastructure Coordination
		Adelaide Ledwaba	Administrative officer	Infrastructure Coordination
		Freddy Mamburu	Administrative officer	Infrastructure Coordination
		Masiza Maswanganyi	Administrative officer	Infrastructure Coordination
		Eric Mashiane	Manager - EPWP	Environmental Sector

		Robert Tshabalala	Administrative officer	Environmental Sector
2	RAL	M. Malungana	Project Managers	LIC Technical inputs
		Refilwe Ramodike	Project Manager	Social Facilitation
3	DoRT	Makgomo Kgosana	SM - EPWP	Road Maintenance
4	Consultants	Abrie Cilliers	MD - Mosomo	Eng. Design/ Supervision
		Sam Scheepers	MD- Uthungulu	Training Provider
		Ishmael Makungo	ABC Consultants	Mentor
5	DoA	Richard Selemela	GM - EPWP	Environmental Sector
6	DoHSD	Stanley Marara	Manager - EPWP	Social Sector
7	Municipalities	Phillipine Kalauba	Manager - EPWP	Local Municipality
8	CETA	Lufono Radzwinani	Regional Manager	Learnerships & skills Dev.
9	DoL	Mpho Maringa	Regional Manager	Workers Training
10	Contractors	Dineo Thema	M.D- Mamoleboge	Building Contractor
		Sesi Mtimunye	M.D. - Sandengenhlanipho Construction	Road (Learner) Contractor
11	ILO TA Limpopo	Augustus Osei Asare	CTA	Technical Support
		Htun Hlaing	Training Adviser	Technical Support
		Dingilizwe Tshabalala	Technical Adviser - Water, San. Buid	Technical Support
		Stephen Muthua	Technical Adviser - Roads	Technical Support
	ILO Office Pretoria	Vic van Vuuren	Director	Management
		Joni Musabayana	Deputy Director	Management
		Kwaku Osei-Bonsu	Senior Specialist - EIIP	Management
		Boshigo Matlou	Programme Officer	Management
		Sindile Moitse	Programme Officer	Management

## ANNEX 2: LEPWP Project Sites Visited by Evaluator:

#	Project Name	Agency	Length (Km)	Date Started	Date Completed	Project Cost Rm	Employment Created (No.)				Wages Paid (Million Rand)
							Total	Women	Youth	PWD	
1	Upgrading (from Gravel to tar) : Ga Ngwetsane – Ga Kgorosi Road	RAL	8.0	Sept. 2005	July 2006	6.23	383	179	199	-	1.405
2	Upgrading (from Gravel to tar) Kordon – Clowie Road	Capricorn District Municipality	3.0	Aug. 2007	Jan. 2008	3.60	237	114	105	-	0.939
3	Construction of Mawhereleng Pedestrian	DORT	4.0	May 2010	Nov. 2010	4.2	63	19	51	-	0.498



	Walkways										
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1. Completed by 2 Trained Contractors
2. Learnership project completed by 3 contractors
3. On-going 1<sup>st</sup> Learnership projects by 2 contractors

### ANNEX 3: ILO Project on Limpopo EPWP: List of Technical Documents Produced

	Technical Document	Date Produced	Focus Area
<b>1.</b>	<b>Technical Guidelines</b>		
1.1	Guidelines for Construction of bituminous seals using Labour and light plant and equipment	Sept. 2007	Infrastructure - Roads
1.2	Guidelines for the Construction of an Asphalt Surfacing with a Bituminous Emulsion Binder using Labour supported by Light Plant	April 2009	Infrastructure - Roads
1.3	Guidelines for Labour intensive Construction of Water, Sanitation, and Buildings	Sept. 2010	Infrastructure - Water, Sanitation, Buildings
1.4	EPWP Operational Level Guidelines	May 2007	Planning and Admin.
1.5	Simplified EPWP Monthly Reporting Template (Excel)	October 2005	Monitoring & Evaluation
<b>2.</b>	<b>Business Plans</b>		
2.1	5-Year EPWP Business Plan for Phase1	May 2007	Planning and Admin.
2.2	5-Year EPWP Business Plan for Phase2	October 2009	Planning and Admin.
2.3	5-Year Greening Limpopo Greening Programme	December 2009	Planning and Admin.
2.4	Greening Operational Plan	February 2010	Planning and Admin.
2.5	Sector Plans for Infrastructure Sector	Annually	Infrastructure Sector
2.6	Sector Plans for Environmental Sector	Annually	Infrastructure Sector
2.7	Sakhasonke Emerging Contractors Business Plan	September 2008	Enterprise Development
2.8	Fetakgomo Municipality: Waste Management Business Plan	July 2008	Environmental - Sanitation
	Department of Roads and Transport Up-scaling project	September 2008	Infrastructure - Roads
	National Youth Service Skills Development Programme	March 2007	Infrastructure - Training
	Limpopo ASGISA Proposal to National Skills Fund	October 2006	Infrastructure - Training
<b>3.</b>	<b>Technical Concept Notes</b>		
3.1	Emerging Contractor/Enterprise Development	October 2009	Enterprise Development
3.2	Youth Skills Development	October 2009	Enterprise Development
3.3	Research and development	October 2009	Infrastructure
3.4	Establishment of an LIC Training Centre of Excellence	October 2009	Training
3.3	Community based Road Maintenance	November 2009	Enterprise Development
3.5	Limpopo Provincial Sanitation Project: Project Proposal	June 2006	Infrastructure (Water and Sanitation)
3.6	Recommendations for the Modification of the Grey Water Recycling System at the	June 2010	Environmental

	Parliamentary Village in Bendor, Polokwane		
3.7	Department of Public Works: Project Proposal: Provision of Cleaning Service to Blocks A and B at Head Office in Ladanna	August 2009	Environmental
3.8	Provision of Cleaning Service to Building Assets for the Fetakgomo Local Municipality	November 2008	Environmental
3.9	Recommendations for the Modification of the Grey Water Recycling System at the Parliamentary Village in Bendor, Polokwane	June 2010	Environmental
<b>4.</b>	<b>Training</b>		
4.1	Training Materials for LIC/EPWP Reorientation Workshops	August 2007	Training
4.2	Video for road Emulsion Treated Base	December 2008	Training
4.3	ILO Internal Survey of Gundo Lashu Contractors	March 2007	Enterprise Development
	ILO Internal Survey of the Sakhasonke Contractors	September 2007	Enterprise Development
<b>5.</b>	<b>Advocacy</b>		
5.1	EPWP Promotional Video	June 2007	Advocacy
<b>6.</b>	<b>Standardized Tender/Contract Documents for:</b>		
6.1	Road construction and upgrading	April 2007	Infrastructure - Roads
6.2	Road Maintenance	November 2009	Infrastructure - Roads
6.3	Building Construction	August 2008	Infrastructure - Buildings
<b>7.</b>	<b>Terms of References for:</b>		
7.1	Alternative Building Materials	March 2006	Infrastructure - Buildings
7.2	Update of 2005 Cost Comparison Study	April 2007	Infrastructure - Roads
7.3	Evaluation of Sakhasonke Emerging Contractor Dev.	April 2006	Infrastructure - Roads
7.4	Evaluation of National Youth Skills (NYS) programme	December 2008	Infrastructure - Roads
7.5	Review of Wage Rates applicable to Labour intensive Construction Works in Limpopo Province	September 2009	Planning and Administration
7.6	Learnership Training Services Provision	December 2007	Training
7.7	Limpopo EPWP Project Review	August 2010	Monitoring & Evaluation

## ANNEX 4: List of documents consulted

### ILO documents

- Memorandum of Understanding Between the Government of South Africa and the ILO Regarding the Implementation of the EPWP (2005), and subsequent amendments.
- EPWP Project documents and logical framework (national & Limpopo)
- Decent work country programme for South Africa, 2010-2014
- Project Final Report, 2009
- Inception and progress Report, 2010

- Project workplans
- Progress reports
- Publications and promotional materials

#### **Others**

- United Nations Development Assistance Framework for South Africa, 2007-2010.
- United Nations, System-Wide Coherence: Report of the Co-chairs, Ambassador Mahiga (United Republic of Tanzania) and Ambassador Kavanaugh (Ireland), submitted to the UN General Assembly on 21 July 2008.
- Tseggai Elias, ILO CTA, EPWP project Final Report, 2009.
- Amelita King-Dejardin & Lourdes Kathleen Santos. 2008. National Seminar on Reducing Unemployment and Poverty – International Experiences and Proposals for the Expanded Public Works Programme – Phase II, 2–3 September 2008; Kievetskroon, Pretoria.

## **ANNEX 5: Terms of Reference**

### **Terms of Reference**

#### **Project Review of the Technical Assistance (TA) to Limpopo Expanded Public Works Programme and the National Department of Public Works:**

#### **1.0 Introduction and Background**

The Expanded Public Works Programme (EPWP) is a nationwide programme which makes systematic use of public expenditure to boost productive employment and to develop marketable skills among the historically disadvantaged communities thereby contributing towards the national goal of alleviating poverty. The programme covers all spheres of government and state-owned enterprises.

The EPWP is intended to consolidate and complement the achievements of previous Government development initiatives<sup>1</sup> and to provide an employment-based social protection mechanism to the marginalized communities in the short to medium term.

The EPWP targets are the historically marginalized communities, the unemployed as well as disadvantaged groups such as Women, Youth, and People with Disability. The initial aim was to create at least one million job opportunities nationally coupled with life & technical skills training in the first five years of the programme ending in March 2009. This first phase of EPWP has been successfully completed achieving its target of 1,000,000 job opportunities one year ahead of schedule.

A second phase spanning the period April 2009 to the end of March 2014 was launched in April 2009, with an overall national objective of up-scaling and creating 4.5 million jobs (or 2 million Full Time Equivalent) to contribute towards the Millennium Development Goals of halving unemployment by 2014.

All Provinces including Limpopo are implementing the EPWP programme within the above overall national policy framework and guidelines.

LIMPOPO Component:

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<sup>1</sup> One of the flagship projects which formed the basis of the initial design of the infrastructure Sector EPWP was the ILO supported “Gundo Lashu” project which successfully introduced the concept of employment intensive infrastructure works, demonstrated its viability in South Africa and showed its potential for addressing teething social problems such as unemployment and poverty. The Gundo Lashu labour intensive project was implemented in Limpopo where the National EPWP was launched by the State President in May 2004. Other flagship projects are “Zibambele” and Sakhasonke Contractor Development projects.

The Limpopo Province, with an estimated population of 5.6 million, is currently implementing EPWP in four sectors namely; Infrastructure, Environmental & Culture, Social and Non-state sectors.

The Limpopo Department of Public Works (LDPW) is tasked with the responsibility of the overall coordination of EPWP in the Province. Its mandates include, among others, the coordination of training and skills development activities, assist in the realigning of Government funded infrastructure projects to EPWP principles, monitor the implementation of EPWP projects, provide technical backstopping to implementing agencies in relation to EPWP and Labour Intensive Construction (LIC) principles and procedures, as well as creation of awareness among the Policy Makers, Programme/Project Managers, Local Leaders and the General Public on the principles and objectives of EPWP and LIC.

The Department is being assisted by the International Labour Organization (ILO) which initially fielded five international experts in the provision of Technical Assistance (TA) and support in the implementation of the infrastructure component of EPWP while also providing overall managerial support in the coordination and implementation of the programme in all sectors. The collaboration between the two was affirmed in a Tripartite Agreement signed between the National Department of Public Works (NDPW), LDPW and ILO in January 2005. The Agreement<sup>2</sup> articulates the objectives and scope of the collaboration as well as the major outputs expected thereof. The original agreement was supposed to expire at the end of December 2008; however this was extended to 31 August 2010 based on a request from the Department of Public Works and a further no-cost extension to December 2010. The current agreement refocuses/realigns project inputs and outputs; and slightly extends the scope of the ILO technical assistance within the overall objectives and the agreed logical framework indicated in the original agreement.

Specific outputs expected from the revised collaboration agreement include:

1. Coordinate/Assist in the training of 180 learners from emerging road contractors;
2. Coordinate and participate in the training of at least 100 non-road infrastructure learners from emerging small-scale contractors;
3. Re-orientation training for at least 45 established Consulting/Mentoring firms;
4. Training and creation of awareness among at least 96 municipal officers (Municipal and technical managers) through organizing and conducting practically oriented workshops, and
5. Technical and managerial support given to all Implementing Agencies on the use of LIC including pro-employment planning and implementation methods.

The achievement of these outputs is dependent on the availability of resources, the efficiency of planning and programming processes of participating government implementing bodies as well as timely identification and selection of target beneficiaries particularly for learnership programmes.

ILO Technical Assistance to the Limpopo EPWP is into its fifth year of implementation. A lot of progress has been made during this period in most priority output areas although in some, implementation was hampered by various administrative and operational challenges.

#### National Component:

A separate but complementary ILO TA team has been attached to the National EPWP since 2005. The ILO National TA team comprises three specialists; a Chief Technical Adviser (CTA) and Team Leader and two Technical Advisers (TAs). The CTA is based in the Department of Public Works (National) EPWP Infrastructure Sector Directorate in Pretoria. The TA's are stationed in provincial offices responsible for provincial roads. One is based in Pietermaritzburg in KwaZulu Natal Province whilst another is in Bisho in the Eastern Cape Province. The team is supported by a project secretary provided by the Department of Public Works. In addition to working as a team the individual members were assigned specific provinces to technically support in order to cover the whole country.

Currently the ILO National Technical Assistance Team is operating according to the Terms of Reference spelt out in Amendment 2 of the MOU (of May 2008). This is read in conjunction with those detailed in the original project document forming part of the MOU signed in January 2005.

During the programming workshop held in May 2010, it was decided to revise and align the ILO National team's Terms of Reference with the EPWP Phase 2 and other complementary initiatives. The meeting, which comprised both ILO (technical and programming staff) and EPWP Infrastructure Chief Directorate participants reviewed the following documents and proposed priority areas for the ILO National team ;

- EPWP Overall framework;
- EPWP Infrastructure sector component;
- Decent Work Country Programme developed jointly by the GSA, Workers and Employers' Organisations;

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<sup>2</sup> Project Document : Support to the National Department of Public Works On the implementation of the Expanded Public Works Programme

- Limpopo ILO team Project Document.

Subsequent meetings with the EPWP Chief Director for Infrastructure sector identified additional priorities for the GSA. To date, a revised logframe for the National team's envisaged input and corresponding job descriptions have been developed.

The revised ILO National Team outputs feed into the EPWP outputs. The envisaged team outputs are grouped under the following Key Result Areas;

#### **Key Result Area 1: Policy development and promotion**

*Contribution made to development and promotion of appropriate employment intensive investment policies for the EPWP Phase 2.*

#### **Key Result Area 2: Skills / Capacity Development**

*Contribution made to enhance the capacity of institutions implementing the EPWP Phase 2 to execute employment intensive projects as per EPWP principles.*

#### **Key Result Area 3: Project Management and Technical Support**

*Project management and technical support provided to institutions implementing the EPWP Phase 2 to execute employment intensive projects as per EPWP principles.*

#### **Key Result Area 4: Research**

*Researches and studies that contribute to optimization and mainstreaming of the use of Employment Intensive (EI) methods carried out in collaboration with relevant stakeholders implementing the EPWP Phase 2.*

#### **Key Result Area 5: Advocacy**

*Adoption and application of strategies, processes and tools that contribute to up-scaling of the EPWP promoted to relevant stakeholders.*

#### **General**

In order to accurately and adequately measure the full impact of the Technical Assistance, it is of paramount importance to carry out a detailed evaluation and review of activities, outputs and outcomes of the programme based on agreed key performance indicators. The findings of the evaluation/review will be used to improve future delivery of TA to Limpopo and National EPWP and to inform similar projects within and outside the Country. The lessons learnt from the TA activities so far will also be used to enhance the implementation of EPWP phase II.

The International Labour Organization (ILO), therefore, intends to engage the services of an independent Consultant to carry out a Project review of the TA to EPWP in both the Limpopo and the National components.

## **2.0 Purpose, Scope and Clients of the evaluation**

### **2.1 Purpose**

The main purpose of the evaluation is to provide independent assessment of the Technical assistance input provided by the ILO to the implementation of EPWP, assess the appropriateness of design as it relates to strategic and policy framework and to give directions for effectively utilizing ILO's inputs in the second phase of EPWP.

The specific objectives are :

- 1) Assess whether the objectives of the Technical assistance support to the implementation of the EPWP phase I were achieved
- 2) Assess the role of the ILO Technical Assistance in relation to the requirements of EPWP Phase II;
- 3) Review the project design (for the separate ILO projects) and make recommendations on how these objectives could be realized in the newly signed agreements;
- 4) Make recommendations for the necessary realignment of TA activities to the requirements of EPWP Phase II;
- 5) Make recommendations on future direction, viability, and necessity of similar TA activities in the country based on availability of local capacity and expertise related to employment intensive technology and inform current discussions within ILO on whether a similar services could be replicated wider in South Africa; and
- 6) Ascertain to what extent EPWP links to the Decent Work Country Programme and explore the implications of the programme for the wider national development agenda.

The evaluation will comply with the evaluation norms and standards of the ILO and ethical safeguards will be followed. The attached documents on UN Evaluation Norms and Standards of DAC Evaluation Quality Standards should be referred

### **2.2 Scope of work**

The evaluation will cover all the technical and management support provided by the ILO to the EPWP since 2005 based on the original and the revised collaboration agreements and project documents. The evaluation will further

examine the effectiveness and efficiency of the Limpopo and National EPWP programme in general and the contribution made so far by the ILO. The consultancy service will involve among others:

- I) Desk study of all relevant project documents and Memoranda of Understanding, EPWP policy and implementation guidelines, Provincial 5-year Business Plans, Sector Plans, technical manuals, progress reports and work plans.
- II) Assess the effectiveness and efficiency of the ILO Technical Assistance input to
  - Limpopo EPWP through meetings and interviews with the relevant authorities in the Province, among others, the partners in Department of Public Works, Road Agency Limpopo (RAL), other selected implementing bodies, small scale contractors, Department of Labour, Construction Education and Training Authority (CETA), subject experts, and
  - National EPWP through meetings with the relevant authorities at National, provinces hosting the TAs, Provincial Roads Authorities and Municipalities.
- III) Compile separate review reports for the Limpopo and National programmes.

### 2.3 Clients

The clients of the evaluation are (i) ILO Pretoria Office and the technical unit in Headquarters (EMP/INVEST), project partners namely NDPW, LDPW, the donor – The Government of South Africa and the tripartite constituents.

### 3.0 Key Evaluation Questions

In order to achieve the above stated objectives the evaluator shall examine the following key issues:

- i. Relevance and strategic fit,
  - Was the planned ILO support relevant and realistic to the achievements of the Limpopo and National EPWP as well as to situation on the ground?
  - The contribution of the programme to the national development plan, the South African DWCP outcomes and UNDAF?
  - How well the programme complements and fit with other ongoing ILO programmes in the country.
- ii. Validity of design
  - The adequacy of the design process (Was the resulting project design logical and coherent?)
  - Do outputs causally link to the intended outcomes that in turn link to the broader development objective?
  - Considering the results that were achieved, was the project design realistic?
  - Did the project design include a strategy for sustainability?)
- iii. Project effectiveness
  - To what extent did the programme achieve its objectives (both the TA/management support to Limpopo and National EPWP)?
  - What are the specific contributions of the ILO TA/management to the achievements of the programme objectives?
  - Have the quantity and quality of the outputs produced been satisfactory? Do the benefits accrue equally to men and women? To what extent the specific targets for intended beneficiaries (women, youth, disabled)?
  - What outputs have not been produced and why?
  - In which area (geographic, sectoral, issue) does the programme have the greatest achievements? Why and what have been the supporting factors? How can these achievements be scaled-up?
  - How effective were the backstopping support provided by ILO ASIST in Harare, ILO in Pretoria and Geneva to the programme
  - The contribution of the National and Limpopo components on social and economic aspects of the programme
  - Are there any unintended results of the project?
- iv. Efficiency of resource use
  - Were resources (human resources, time, expertise, funds etc.) allocated strategically to provide the necessary support and to achieve the broader programme objectives?
  - Were resources used efficiently? Were activities supporting EPWP cost-effective? In general, did the results achieve justify the costs? Could the same results be attained with fewer resources?
  - Were funds and activities delivered in a timely manner? If not, what were the bottlenecks encountered?
- v. Effectiveness of management arrangements
  - Were the management capacities adequate (both the ILO component and the EPWP)?
  - Has the programme governance facilitated good results and efficient delivery? Was there a clear understanding of roles and responsibilities by all parties involved?
  - Did the ILO component of the programme receive adequate political, technical and administrative support from its national partners? Did implementing partners provide for effective programme implementation?
  - How effective was communication between the programme team, the field office/Pretoria, the regional office and the responsible technical department at headquarters? How effective was communication between the programme (ILO component) team and the national implementing partners?

- Did the programme receive adequate administrative, technical and - if needed - political support from the ILO office in the field, field technical specialists and the responsible technical units in headquarters?
  - How effectively did the programme management (both the ILO Component and EPWP) monitor programme performance and results?
    - Was a monitoring and evaluation system in place and how effective was it?
    - Were appropriate means of verification for tracking progress, performance and achievement of indicator values defined?
    - Was relevant information and data systematically collected and collated? Was data disaggregated by sex (and by other relevant characteristics if relevant)?
    - Was information being regularly analysed and used to feed into management decisions?
  - Was cooperation with programme partners efficient?
  - Did the programme make strategic use of coordination and collaboration with other ILO programmes and with other donors in the country/region to increase its effectiveness and impact?
- vi. Impact orientation and sustainability
- How far has the programme (ILO Component and EPWP) made a significant contribution to broader and longer-term development impact (look at sustainability and local ownership of the programme)? Is the programme strategy and programme management steering towards impact?
  - What are the realistic long-term effects of the programme on the poverty level and decent work conditions of the people?
  - How effective and realistic is the exit strategy of the programme?
  - Has the ILO component of the programme successfully built the capacity of people and national institutions or strengthened an enabling environment (laws, policies, people's skills, attitudes etc.)? Once the ILO Component of the programme ends will national institutions and implementing partners be able to continue the programme or carry forwards its results without external support?
- vii. Lessons learned
- What good practices can be learned from the project that can be applied to similar future projects?
  - What should have been different, and should be avoided in similar future projects?
  - Can the project approach be replicated and scaled up, in South Africa or elsewhere?

Further questions are appended (annex 2) to the assist the Evaluator prepare the evaluation instruments.

#### 4. Main Outputs

The evaluator will prepare the following reports in the course of executing his/her assignment:

1. Inception Report for each component, not more than ten (10) pages, outlining work method, and key questions to answer;
2. An evaluation summary according to the ILO's template for summaries of independent evaluation reports
3. Final evaluation reports for each component incorporating comments made on the draft reports;
4. Evaluation summary (according to ILO standard template)

The evaluation Reports should be about 25 pages long, excluding annexes and conform with the quality checklist for evaluation reports of the ILO Evaluation unit. It should contain the following: -

- Cover page with key project data (project title, project number, donor, project start and completion dates, budget, technical area, managing ILO unit, geographical coverage); and evaluation data (type of evaluation, managing ILO unit, start and completion dates of the evaluation mission, name(s) of evaluator(s), date of submission of evaluation report).
- Executive Summary
- Brief background on the project and its logic
- Purpose and scope of the evaluation
- Methodology
- Findings (This section's content should be organized around the TOR questions)
- Lessons Learned and good practices
- Recommendations, including whom they are addressed to, on improvements in strategy and possible future directions
- Annexes – Work schedule and persons interviewed  
List of project outputs examined  
Other documents consulted

#### 5.0 Methodology

The methodology will combine both quantitative and qualitative approaches. The evaluator will collect data from desk review of documents to be available to him/her and verify them with primary data from field visits and interviews. During the the process of data gathering, the evaluator will compare , validate and cross validate data of different sources (programme staff, programme implementing partners and beneficiaries) and different methodologies ( desk review, site visits and interviews)

Desk review:

Prior to undertaking the field visits, the evaluator will review the following documents: programme documentation, Bi-annual progress reports, work plans mission reports workshop reports, country data, etc.

Individual interviews with ILO staff and filed interviews.

The evaluators will discuss with the ILO staff of technical units and the field technical specialist who are involved with the management and implementation of the two components

- ✦ ILO HQ staff - Terje Tessem
- ✦ ILO technical backstopping staff: Kwaku Osei- Bonsu
- ✦ ILO Pretoria office: Vic Van Vuuren, Joni Musabayana, Boshie Matlou
- ✦ ILO Programme Staff: Gamelihle Sibanda, Mpayo Kasure, Basotho Seetsa, Augustus Asare, Htun Hlaing, Dingilizwe Tshabalala, Stephen Muthua
- ✦ NDPW: Stanely Henderson (Deputy Director General EPWP), Ignatius Ariyo (Chief Director Infrastructure EPWP)
- ✦ LDPW : See detailed list in Annex 3
- ✦ Kwazulu Natal: Ms Glen Ndaba (General Strategic Planning and Monitoring)
- ✦ Eastern Cape: Mr Quinton Mageza (General Manager Community Based Public Works programmes)

Tripartite Constituents:

Field visits

The evaluator will undertake visits to Pretoria, Limpopo, Kwazulu Natal and Eastern Cape to interview implementing partners and key stakeholders in accordance with the evaluator's request and in consonance with the terms of reference.

Debriefing

The evaluator will present his preliminary findings and recommendations to ILO and NDPW, LDPW. The draft reports will then be shared for comments before finalization

5. Management Arrangements, Workplan and Time frame

The evaluation focal person is Ms. Boshie Matlou. The evaluator will thus be able to ask for any support and reports directly to the evaluation focal person of the ILO Pretoria office.

The evaluation will be implemented by either a National or International evaluator

#### **Documents to be shared with evaluator**

The client will provide all available information on EPWP and any other information relevant to the successful completion of the consultancy assignment. The client will ensure that the Consultant is introduced to relevant implementing agencies and other government and local administration officers in the target areas.

The following documents would be shared with the evaluator

- ✦ Programme documents and logical framework
- ✦ Decent work country programme
- ✦ Project workplans
- ✦ Progress reports
- ✦ Publications and promotional materials

Additional general background information can be obtained from [www.ilo.org](http://www.ilo.org) (under EIIP), [www.epwp.gov.za](http://www.epwp.gov.za) and [www.limpopo.gov.za](http://www.limpopo.gov.za).

## **6. Reporting**

The time frame with deadlines for each major steps in the process are defined below

The proposed evaluation time frame is from 10<sup>th</sup> October – 17November 2010.

Date	Events
08 October	Evaluator engaged
11 – 14 October	Desk review of major documents
18 October	Evaluator commences field work
25 October	Evaluator submits inception report
4 November	Evaluator submits draft report and debriefing
5- 11 November	Focal person shares report for comments
16 November	Report finalized



17 <sup>th</sup> November	Final report submitted to CODEV/ PARDEV, NDPW, LDPW
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Task	Source of Information	Time frame
Desk review of the major documents: programme documents, progress reports, mission reports, work plans, workshop reports and others	ILO Pretoria Office to provide reference documents	4 working days
Consultations with ILO staff of technical units and field technical specialists involved in the management and implementation of the project.	To be held in Pretoria office.	1 working day
The Evaluator will be deployed to Pretoria for Interview/discussions with ILO programme staff, partners and key stakeholders	National CTA to coordinate appointments.	2 working days
Visits	The CTA of the Limpopo component will accompany the evaluator to Limpopo. National CTA will accompany evaluator to KZN and EC.	9 working days
Debriefing on preliminary findings of evaluation	The evaluator will debrief the Evaluation manager/focal person. CTA's, Technical backstopper, Director of the office.	1 working day
Preparation and delivery of first evaluation report	Based on the outcome of the debriefing sessions, the evaluator will draft the evaluation report and send it to the evaluation focal person who will circulate it to all concerned.	3 working days
Circulation of the draft report for comments	The evaluation focal person collects the comments and sends them to the evaluator.	5 ILO working days
Issue of final evaluation report	The evaluator incorporates comments as he /she deems it appropriate and submits the final report to the evaluation manager.	2 working days

**TOR Annex 1: LOGICAL FRAMEWORK FOR THE ILO NATIONAL TEAM FOR EPWP PHASE 2**

INTERVENTION		OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
<b>GOAL</b>				
Contribution made to creation of decent job opportunities targeting unemployed men and women (55%), youth (40%) and people living with disabilities (2%) so as to contribute to halving unemployment by 2014.		National Development Statistics	National development reports	Other Government policy interventions complement the gains of the EPWP.  EPWP Phase 2 policy is not changed.
			South Africa Bureau of Statistics Database.	
			EPWP Quarterly reports from Public bodies.	
<b>IMMEDIATE OBJECTION</b>				
The capacity of the EPWP Phase 2 infrastructure sector component enhanced to optimise the creation of decent work opportunities in all sectors in a manner that increases labour intensity.		EPWP progress assessment and evaluation shows increase in work opportunities	EPWP Progress and evaluation reports	Staff turnover in institutions implementing the EPWP does not dwindle below a critical minimum.
		ILO self evaluation and independent assessment	ILO self evaluation reports	
			Independent assessment reports	

OUTPUTS				
KEY RESULT AREA	OUTPUTS			
1. POLICY DEVELOPMENT AND PROMOTION.	Contribution made to development and promotion of appropriate employment intensive investment policies for the EPWP Phase 2.	Concept and Discussion documents for policy development prepared	Concept documents, Policy Discussion Papers and Implementation Guidelines.	Proposed planning and implementation tools, strategies and research recommendations are adopted and applied by EPWP stakeholders.
		ILO policy promotion materials produced	Advocacy brochures and promotional video	
		ILO policy promotion materials disseminated	Media clips (TV, Print media, radio audio) and Launch photographs	
2. SKILLS/ CAPACITY DEVELOPMENT	Contribution made to enhance the capacity of institutions implementing the EPWP Phase 2 to execute employment intensive projects as per EPWP principles.	Reporting and monitoring tools developed	Reporting and Monitoring Framework Document	
		Stakeholders implementing EPWP re-oriented towards EPWP principles and their capacity to execute LI enhanced.	Training and Workshops reports	
		Linkages for collaboration between EPWP and international partners established	Study tour reports and email communications	
3. PROJECT MANAGEMENT AND TECHNICAL SUPPORT	Project management and technical support provided to institutions implementing the EPWP Phase 2 to execute employment intensive projects as per EPWP principles.	Project management tools developed	Planning, Design and implementation Guidelines and reports	
		Ongoing technical support to institutions implementing the EPWP	ILO bi-annual reports, Minutes of meetings and respective correspondence	

		Participation in monitoring and evaluation of project implementation	Monitoring and evaluation reports
		Ongoing collaboration between ILO National and Limpopo teams	Joint programming and progress reports
4. RESEARCH	Researches and studies that contribute to optimization and mainstreaming of the use of Employment Intensive (EI) methods carried out in collaboration with relevant stakeholders implementing the EPWP Phase 2.	Innovative research and studies carried out	Research reports
		Research findings disseminated to relevant stakeholders.	Dissemination seminars reports
		Promotion of recommendations for adoption/application of appropriate research findings by relevant stakeholders.	Concept documents and minutes/correspondence records with relevant stakeholders
5. ADVOCACY	Adoption and application of strategies, processes and tools that contribute to up-scaling of the EPWP promoted to relevant stakeholders.	Dissemination and promotion of good practices used in South Africa and other countries	Seminar reports and Correspondence records
		Participation in relevant forums in support of implementation of the EPWP	Reports, minutes and photographs of proceedings

<b>ACTIVITIES</b>
<b>1. Policy development and promotion</b>
1.1 Draft concept and discussion documents to assist in the development and promotion of employment intensive infrastructure investment policies, strategies and implementation tools for adoption by implementing agencies
1.2 Develop policy promotion materials (brochures, video)
1.3 Disseminate policy promotion materials through various media (TV, print, Radio, public gatherings)
1.4 Develop guidelines for the implementation of different portfolios of infrastructure using Labour-intensive methods of construction.
<b>2. Skills / Capacity Development</b>
2.1 Assist in the development and promotion of employment intensive infrastructure investment policies, concepts, strategies and implementation tools for adoption by implementing agencies
2.2 Conduct training and Reorientation of EPWP stakeholders such as Officials involved in coordinating and managing the EPWP in provinces and municipalities and Officials involved in implementing EPWP projects. Produce associated reports.
2.3 Facilitate collaboration between the EPWP and other countries in knowledge sharing and skills development in employment intensive approaches.
2.4 Arrange study tours as necessary and produce reports/records of the same.
<b>3. Project Management and Technical Support</b>
3.1 Assist implementing public bodies in the identification, planning, and implementation of infrastructure projects in a manner that increases labour intensity and is compliant with EPWP principles.
3.2 Produce planning, design and implementation Guidelines for EPWP implementers.
3.3 Provide ongoing technical support to practitioners and officials of institutions implementing the EPWP
3.4 Prepare reports in agreed formats and submit in agreed timeframes.
3.5 Participate in ad-hoc and periodic programming, monitoring, reviews and impact assessments.
3.6 Collaborate with the ILO Limpopo Technical Assistance team to complement each other and create synergies.
3.7 Ensure that project outputs supplement and contribute towards the delivery of the Decent Work Country Programme for South Africa
<b>4. Research</b>
4.1 In collaboration with relevant stakeholders, carry out researches and studies that contribute to optimization and mainstreaming of the use of Employment Intensive (EI) methods.

4.2 Based on research findings identify, recommend and promote innovative approaches.
4.3 Maintain a record of research activities and related correspondence.
<b>5. Advocacy</b>
5.1 Promote adherence to appropriate labour standards as per EPWP principles.
5.2 Promote establishment of sustainable Labour Intensive training institutions.
5.3 Disseminate and promote adoption of good practices used in South Africa and other countries.
5.4 Participation in relevant forums in support of implementation of the EPWP.
5.5. Assist in the development of promotional materials (videos, pamphlets, bill boards, etc) which target policy makers, programme managers and the general public and assist in branding of EPWP.
5.6 Prepare Reports, Minutes and audio-visual record of advocacy initiatives.

TOR Annex 2:

#### **Technical inputs**

1. Review effectiveness of the Project Team considering, inter alia, the following
  - The relationship between the Technical Teams provided by the ILO and the LDPW staff members in the EPWP Directorate and NDPW EPWP Infrastructure Directorate respectively.
  - The effectiveness of the backstopping provided by ILO ASIST in Harare.
  - The effectiveness of the support provided by ILO in Pretoria and Geneva.
  - The extent to which all necessary technical and contractual skills are provided within the Team and its support staff (addressing the issue of whether there may be a need to expand, retain or reduce the Team).
  - The extent to which the Team has been given the necessary logistical support by the host department.

#### **Governance and Institutional inputs**

- 2) Review governance and institutional aspects impacting on the implementation of the programme, considering, inter alia, the following:
  - The extent to which the LDPW ,NDPW, KZN Department of Transport and Eastern Cape Department of Public Works supports and embraces the Technical Assistance provided by the ILO team;
  - Extent to which EPWP is mainstreamed in LDPW ,NDPW, KZN Department of Transport and Eastern Cape Department of Public Works regular programmes
  - The extent to which all implementing agencies in the Provinces receiving ILO Technical Assistance and national government are contributing to creating an enabling environment to ensure the necessary resources and capacity to implement and internalise the Expanded Public Works Programme;
  - The status of the establishment of a Centre of Excellence for Labour Intensive training;
  - The role played by the social facilitators and community structures and the types of issues and/or conflicts that they have had and addressed;
  - The extent and nature of LDPW partnerships with Provinces receiving ILO Technical Assistance and with other stakeholders, including National Departments, Provincial Departments, Municipalities and District Councils, the private sector and civil society, and how this contributes to the implementation of the EPWP; and
  - The extent to which the practical application of the EPWP/LIC projects has already been mainstreamed in the regular programmes of implementing bodies, influenced the attitudes of decision makers and practicing professionals at Provincial and National level, or has the potential to influence them in the future.

#### **Social Development inputs**

- 3) Review the contribution of the National and Limpopo components on social and economic aspects of the programme, with reference to the Objectively Verifiable Indicators (OVIs) of the national EPWP logframe, and using the following criteria:
  - The extent to which the social and economic benefits of EPWP and Labour Intensive Construction (LIC) principles are supported and embraced by all government implementing bodies in the Provinces receiving ILO Technical Assistance;
  - The quality and relevance of social development models, policies and programmes being proposed or implemented through the Programme, and the extent to which these are resourced within LDPW, National and other implementing government agencies;
  - The extent to which HIV/AIDS is mainstreamed into the EPWP work plans of the Implementing bodies and the impact of HIV/AIDS on the programme addressed;
  - The extent to which specific targets for intended beneficiaries (women, youth, disabled) have been achieved, how this was achieved, and to what cost/ benefit;
  - The extent to which the EPWP works have created opportunities for complementary local communities and SMMEs and its contribution to the overall economic activity within the local economy;
  - The extent to which the applicable laws and labour standards (code of good practice for special works) were applied, and
  - The extent to which the local communities are involved in the planning, implementation and monitoring of EPWP projects

#### **Project management arrangements**

- 4) Assess the effectiveness and efficiency of project management arrangements:

- Role and functioning of current programme management arrangements to provide lessons for LDPW, NDPW, KZNDDT, ECDPW, and ILO; and
- Assess progress achieved and where significant delays have occurred and describe the reasons for the delays.
- Assess the lessons learned regarding technology transfer and how to build on the same.
- Assess the extent and effectiveness of skills and capacity development in LIC technology provided to implementing government officials, Consultants, and Contractors
- Assess the adequacy of counterparts assigned by National DPW and LDPW to the ILO officials and the extent of skills transfer/ mentorship provided by ILO to counterparts in ensuring programme sustainability on exit of the ILO officials.

#### Monitoring and evaluation

- Assess the quality and effectiveness of arrangements for monitoring the impact of the programme and its potential for mainstreaming within the regular programmes of all implementing agencies in the Province.

#### Management of risks

- Review the original risk analysis and assess management of the risks; and
- Identify any new risks that have emerged since project design and in the light of implementation experience give recommendations for partners on managing them.

#### Donor coordination

- Examine the extent to which this Programme links and engages (or should link and engage) with other ILO programmes and projects as well as whether the TA activities are in line with current national policy focus areas and government priorities particularly EPWP Phase II;
- Examine the nature, extent and benefits of linkages with other donor initiatives in the Limpopo Province, other Provinces receiving ILO Technical Assistance and National.
- ;

#### Consideration of the extension / replication of this programme

- Consider the case for extending and/or replicating this programme more widely within South Africa, particularly in view of the SA Governments' emphasis on Phase II of the national Expanded Public Works Programme and employment intensive initiatives.

TOR Annex 3: List of Persons to be interviewed in Limpopo Province



	Stakeholder	Name of Official	Designation	Role
1	LDPW	George M. Phadagi	MEC - LDPW	Policy Perspective
		C. M. Ramphele	HOD - LDPW	Strategic Perspective
		Ray Malele	G.M. – EPWP	Functional Perspective
		M. Molongwana	Manager – EPWP	Infrastructure Sector
		Kgabo Sebina	Manager – EPWP	National Youth Skills NYS
		Gomba Mashau	Manager – EPWP	Monitoring & Evaluation
2	Reg. DPW	Musa Nstane	Manager – EPWP	
3	RAL	M. Malungana/N Swarts	Project Managers	LIC Technical inputs
		Refilwe Ramodike	Project Manager	Social Facilitation
4	DoRT	Rapetsoa Molatelo	GM - Infrastructure	Road Maintenance
5	DoA	Richard Selemela	GM – EPWP	Environmental Sector
6	DoHSD	Stanley Marara	Manager – EPWP	Social Sector
7	Municipalities	T. Tshililo	Manager – EPWP	District Municipality
		Phillipine Kalauba	Manager - EPWP	Local Municipality
8	CETA	Lufono Radzwinani	Regional Manager	Learnerships & skills Dev.
9	DoL	Seema Harmse	Regional Manager	Workers Training
10	IDT	Bale Mamabolo	Regional Manager	Non-state Sector
11	Consultants	Abrie Cilliers	MD – Mosomo	Eng. Design/ Supervision
		Sam Scheepers	MD- Uthungulu	Training Provider



		Ishmael Makungo	ABC Consultants	Mentor
12	Contractors	T.Mhangwane	MD – Kapstan	LIC Road Contractor
		Dineo Thema	M.D- Mamoleboge	Building Contractor