



# ILO EVALUATION

- **Evaluation Title:** Implementation of the Expanded Public Works Programme (EPWP) in South Africa through the National Department of Public Works, at the national level and in the Limpopo Province
- **ILO TC/SYMBOL:** SAF/04/01/SAF covering sub-projects SAF/04/53/SAF and SAF/04/54/SAF
- **Type of Evaluation:** Independent final evaluation
- **Country:** South Africa
- **Date of the evaluation:** May-June 2019
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- **ILO Administrative Office:** CO Pretoria, South Africa
- **ILO Technical Backstopping Office:** ILO DWT & Country office in Pretoria; EMP/INVEST, Geneva
- **Date project ends:** Project 1 31 December 2019 and Project 2 March 2019
- **Donor:** Republic of South Africa
- **Budget:** Project 1 (Limpopo): USD 4.3 million  
Project 2 (National): USD 6 million  
Total: USD 10, 3 million
- **Evaluation Manager:** Mr. Xu Liu, liu@ilo.org
- **Key Words:** Unemployment, Public Employment Programmes, Labour Intensive Approaches, Capacity development, Decent Work, South Africa.

This evaluation was conducted according to ILO's evaluation policies and procedures.

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### **Acknowledgment and disclaimer**

The evaluator would like to thank all the people involved in preparing and facilitating this evaluation. I wish to thank ILO staff for their support organizing the mission, as well as national stakeholders in the National Department of Public Work and all the provinces visited for providing their time to meet and discuss the project. I specially appreciate the support and encouragement provided by the two CTA of the ILO projects.

### **Evaluation team**

Raquel Cabello Arribas, Evaluator

### List of acronyms and abbreviations

ANC	African National Congress
CO	Country Office
CSIR	Centre for Scientific and Industrial Research
CTA	Chief Technical Adviser
DAC	OECD's Development Assistance Committee
DHET	Department of Higher Education and Training
DoL	Department of Labour
DPW	Department of Public Works
DSD	Department of Social Development
DWCP	Decent Work Country Programme
DWT	Decent Work Team
EC	Eastern Cape
EI	Employment Intensive
EIA	Employment Intensive Approach
EIC	Employment Intensive Construction
EIIP	Employment Intensive Investment Programme
EPWP	Expanded Public Works Programme
ESEID	Economic Sectors, Employment and Infrastructure Development
EXCO	Executive Council
GDP	gross domestic product
GDS	Growth Development Summit
GSA	Government of South Africa
ILO	International Labour Organization
ITC	International Training Centre
KZN	Kwazulu Natal Province
LB	Labour Based (=Labour Intensive)
LCS	Living Conditions Survey
LDP	Limpopo Development Plan
LDPWRI	Limpopo Department of Public Works, Roads and Infrastructure
LIC	Labour Intensive Construction
LITC	Labour Intensive Training Centre
MDG	Millennium Development Goals
MoU	Memorandum of Understanding
NDP	National Development Plan
NDPW	National Department of Public Works
NEDLAC	National Economic Development and Labour Council
NGOs	Non-Governmental Organizations
NGP	National Growth Path
NSC	National Steering Committee
NSF	National Skills Fund
OECD	Organisation for Economic Co-operation and Development
PAGE	Partnership for Action on Green Economy
PEP	Public Employment Programmes
PSC	Programme Steering Committee
PWD	Persons with Disabilities
RAL	Roads Agency Limpopo

RDP	Reconstruction and Development Programme
SA	South Africa
SDGs	Sustainable Development Goals
StataSA	Statistics South Africa
TA	Technical Assistance/Technical Adviser
ToC	Theory of Change
ToR	Terms of Reference
TrA	Training Advisor
UBPL	upper-bound poverty line
UN	United Nations
UNSCF	United Nations Strategic Cooperation Framework

## Executive summary

**Introduction:** This document constitutes the final report of the cluster independent evaluation of the two ILO technical assistance projects supporting the "Implementation of the third phase of the Expanded Public Works Programmes (EPWP)": the SAF/04/54/SAF at a national level; and the SAF/04/53/SAF at the Limpopo Province level. Both projects are financed by South African institutions: the national component by the Infrastructure Directorate of National Department of Public Work (DPW) with a budget of US\$ 6 million; and the other project by the Limpopo Department of Public Work, Roads and Infrastructure (LDPWRI) with a budget of 4.3 million US dollars.

**Projects background:** 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 (National, Provincial and Local) as well as state-owned enterprises. EPWP is implemented in phases of five-years each and is currently in its third phase that commenced on 1 April 2014 with a target of 6 million work opportunities and will run to the end of March 2019 and is the one under evaluation. The International Labour Organization (ILO) is providing the technical assistance to the government of the South Africa, through the Department of Public works, in the coordination and implementation of the EPWP at the national and provincial levels. Part the ILO's responsibilities include training and capacity development of implementing agencies in the public and private sectors on the use of LIC. The ILO also provides technical support through the production of manuals, guidelines and intellectual tools for various stakeholders of EPWP including policy and decision makers, programme and project managers, consultants, trainers, mentors and contractors.

**Evaluation purpose and scope:** The overall purpose of the independent evaluation outlined in terms of Reference (ToR annexe 1) is to promote accountability and strengthen learning between the ILO and critical stakeholders. The evaluation also aims: to assess the extent to which the two projects have achieved or are on track of achieving their stated goal and expected results regarding men and women; to assess the extent to which the projects' outcomes will be sustainable; to establish the relevance of the projects' design and implementation strategies with South Africa and ILO and UN ones such as national development frameworks, Decent Work Country Program (DWCP), Sustainable Development Goals (SDGs) and United Nations Development Assistance Framework (UNDAF); and to assess the implementation efficiency. The evaluation will focus on phase III of the project, namely from April 2014 to the end of March 2019.

The **evaluation methodology** is a combination of results-based approaches with an analysis of the theory of change. A consultative and transparent approach has been adopted to ensure triangulation of evidence. The evaluation matrix is presented in Annex 2b. The main sources of the evaluation are describes in the evaluation matrix that includes: 45 individual interviews during the evaluation mission in South Africa, revision of projects' and EPWP's documents, online survey (annex 6) and literature.

### Main findings

**Relevance: The projects are relevant for supporting the implementation of EPWP at a national and provincial level, specifically in Limpopo**

- The project works on a demand-driven basis, which gives it great adaptability and flexibility. The ILO project is appreciated for its high and rapid responsiveness and



- reaction. People are satisfied with ILO support despite their unawareness of the projects' scope
- The formulation process is very close with quite limited participation of most of the stakeholders, however most of the interviewees are satisfied with the ILO project capacity to answer their needs.
  - The projects' intervention logic (Theory of Change) underpinning the implementation shows coherence and suggested that the results-chain leads to a common goal: Support the implementation in very different ways. The goal of the project is a process itself, not a specific and establish target goal.
  - Pro-docs mark the guidelines and strategies for action, but without defined objectives
  - The finding regarding the adequacy of the projects' resources remains a qualitative and subjective data based on testimonials. There are neither plans nor outputs linked to a budget.
  - Institutional arrangements prove to be relevant for initial Phase III of the projects, however in the last years there is a claim for change to be taking into consideration
  - Projects supports national priorities and are aligned with SDG 8 and some key focus areas of the past UNSCF.
  - There is a constructive interaction with other ILO projects in the country and also with other programs or projects supporting EPWP or related to it.

**Efficiency: Overall, the projects' use of resources has been improved in each phase of the projects**

- According to the sources the projects resources are adequate to achieve the expected results. However, there is quantitative data to support this statement as there are not activities, outputs or outcomes linked to a budget.
- According to the donor, which in this case is also the recipient, the quality-price ratio of the projects is very high, despite being an expensive project, especially taking into account the dollar-rand exchange rate.
- Thanks to the efforts and availability of the ILO country office, stakeholders did not point to any any bottlenecks in the implementation of the projects
- The rapid response capacity of ILO and its efficiency is one of the elements best appreciated by stakeholders. This is partly due to the integration of the project teams in the Department of Public Works and the efforts of the ILO country office to accelerate administrative procedures and boost efficiency.

**Effectiveness: Overall the projects are very effective in achieving outputs and completing activities conceptualized in the ToC**

- The direct outcome identified in the reconstructed ToC has been achieved, as have the result indicators of the national PRODOC.
- The political and strategic support is the component that has obtained important and recognized results, which are expected to be consolidated in the next phase of the projects
- The online training, developed and customized for EPWP is underused and should be scaled-up, as an affordable and accessible tool.
- ILO has trained more than 4000 people in national and international training, defined as a high quality, however the skills transfer is very weak. The lack of a defined training strategy is the main internal factor to that weakness, but there are elements outside of the project teams' control that are the responsible for stagnation of the skills transfer.
- The two projects are promoting two Labour Intensive Training Centre in the country, one at national level in Free State Province and other at provincial level in Limpopo.

- ILO embedded under the infrastructure sector has limited the effectiveness of the ILO support to the EPWP other sectors besides infrastructure
- There are significant advantages but also surmountable disadvantages in the fact that the projects donor and recipient is the DPW/LDPWRI.
- Effective demand-driven backstopping from DWT in Pretoria.
- The recommendations of previous evaluation (2014) were mostly taken into account with different level of implementation in the third phase of the project.
- The constant and open communication with the donor promoted effectiveness to achieve the result set in the ToC.

**Sustainability: The evaluation finds that the likelihood of sustainability of the ILO results achieved is mixed.**

- The degree of ownership of the DPW/ LDPWRI enhanced monitoring and ILO South Africa communication.
- The pro-doc included the risks assessed, and since then, the projects' report on them. It seems that the risks continue five years later, without any new upcoming threat and without losing any either, which makes us wonder to what extent risk analysis is a deep and consensual exercise.
- There are sustainable outputs of the project that will remain, and as far as they are applied, they will ensure its sustainability: these are the manual, guidelines, papers and training material elaborated or customized for the EPWP. Nevertheless, to have an impact on sustainability, the EPWP's ownership of this knowledge must be enhanced, and the institutions must understand that these documents are not ILO, but EPWP materials and that a real hand-over must take place.
- EPWP started as a temporary initiative to tackle unemployment, but 15 years later, unemployment has increased, and EPWP is now an established and consolidated program, with no exit strategy. It is a common perception that ILO supported projects are running with EPWP and last as much as the government program, that's is why there is not an exit strategy.

**Gender and international labour standards**

- The degree of commitment of the projects with gender mainstreaming could not be established by this evaluation. No adequate resources are included in the budget nor in the logical framework to address gender issues or promote gender equality.
- These projects are supporting the EPWP and SA government to further develop the International Labour Standards already ratified, and ensuring that these principles are respected and promoted

**Conclusions**

Based on the main findings summarized at the beginning of the findings' section for each evaluation criteria, the following conclusions emerge.

- Projects are still relevant, even after 15 years of implementation. They are working on a demand-driven approach and, therefore, they are continually evolving. This approach is also reflected in the project documents with a light and very soft set up of outcomes and indicators and by the lack of a Theory of Change.
- The institutional arrangement of the national component is very controversial and could limit the scope to the EPWP assistance, affecting the relevance, the efficiency and the effectiveness of the project results.
- The lack of results and objectives linked to a budget makes it difficult to analyse the suitability of the projects' resources to achieve the expected goals. In the short term this will be mitigated

with the present deployment of the new IRIS budgeting system. However, the relation value-money, even though difficult to calculate, seems to be more than acceptable according to the different components of the projects.

- The projects are efficient, having a high response capacity, which could be compromised in the future with the incorporation of the new ILO management system (IRIS). It would be necessary to inform the main counterparts to avoid bottlenecks or “disappointing situations”.
- In general, ILO projects have been very effective reaching expectations of stakeholders and other national counterparts, especially regarding the political and strategic support component, which has been critical to EPWP support and it is expected to continue growing in the next phase.
- Projects have successfully realized the training demanded and expected, in spite of this the outcome of enhancing capacities and transferring skills has remained very low.
- Both project are working in a Labour Intensive Training Centre (LITC), but as the projects work closely and in close collaboration, it is questionable and not relevant, neither for the projects nor for the country, to work in parallel in the establishment of two LITC in South Africa. It would be better to collaborate in a LITC pilot experience, and according to the results in the medium term to replicate it in other provinces.
- The institutional arrangement of the national component could limit the scope to the EPWP assistance, affecting the relevance, the efficiency and the effectiveness of the project results. Nevertheless the constant and open communication with the donor that is also the main stakeholder, has boosted effectiveness.
- The sustainability of projects results is ensure regarding mostly all the EPWP materials, documents and guidelines produces. However, despite all the people trained the enhancement of institutional capacities remains a challenge.
- Despite the awareness and acknowledgment of the importance of the integration of the gender approach by the project team, this approach is not reflected either in the PRODOCs or in the materials produced by it. Additional support in the area of gender would be more than desirable.

### Recommendations

Once gathered the main findings and conclusions, the following recommendations are made. Again, the logic between the main evaluation findings, the conclusions, and these recommendations is explicitly presented in Table 10 below.

**R1: Open-up the formulation process:** A more consultative, participative and transparent exercise needs to be implemented to allow stakeholders from other sectors outside infrastructure to understand the scope of the project and contribute financially to obtain the support required.

Addressed to	Priority	Resource	Timing
ILO project team and DPW/ LDPWRI	High	Low	Short-term Before the end of 2019, while the ILO project is being formulated

**R2: Develop a coherent a comprehensive Theory of Change of the project:** clearly define goals, objectives, outcomes, outputs and activities and the causal relationship among them. ToC must be realistic considering the five years’ time frame and the resources available, including Outcome indicators.

Addressed to	Priority	Resource	Timing
ILO project team and DPW/ LDPWRI	High	Low	Short-term By December 2019

**R3. Move the location of the ILO's national project** from under the CD of Infrastructure to under the DDG of the EPWP, who will appointed a focal point, to ensure proper, timely and adequate support to other EPWP sectors besides infrastructure.

Addressed to	Priority	Resource	Timing
DPW	High	None	Short-term Beginning of next phase

**R4. Establish SMART outcomes and outputs:** Include outputs and outcomes in the PRODOCs and in the annual plan, with an associated budget, to facilitate monitoring and future evaluations, in addition to having adequate information when making decisions.

Addressed to	Priority	Resource	Timing
ILO project team	High	Low	Short-term By December 2019 include in the pro-doc. Medium term; include in every annual plan

**R5. Establish a skill transfer and training strategy with a realistic time objective of 5 years;** in order to understand what the project intend to do and what it should be the level of capacity that will remain within the institutions, in other words: the final outcome of the training, It is recommended that the project develop and strategy with an achievable goal, maybe with a structured and continuous training.

Addressed to	Priority	Resource	Timing
ILO project team and DPW/ LDPWRI	High	Low	Short-term By December 2019 (include the strategy in the pro-doc) Medium-term (develop a real training strategy road map within the first year of the next phase)

**R6. Establish the technical human resources** to ensure the conditions needed for the skills transfer.

Addressed to	Priority	Resource	Timing
DPW/ LDPWRI and to provincial department	High	Medium	Short-term

**R7. Develop a unique LITC pilot jointly by the two projects:** For efficiency and effectiveness purposes, both projects should join efforts and collaboration to develop a South African pilot Labour-Intensive Training Centre, before replicating the experience in other parts of the country.

Addressed to	Priority	Resource	Timing
ILO project team Steering Committees	Medium	Low	Short-term

**R8. Appoint skilled technical counterparts** to work directly with the ILO, to enhance and ensure sustainability of projects' results and the continuity of interventions.

Addressed to	Priority	Resource	Timing
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DPW/ LDPWRI and provincial departments hosting TAs of the national project	High	Medium	Short-term
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**R9.** Develop an exit strategy for the next phase, involving different stakeholders with objectives within a short and long-term time frame.

Addressed to	Priority	Resource	Timing
ILO project team and DPW/LDPWRI	Medium	Low	Short-term (include the strategy in the pro-doc) Medium-term (develop a real exit strategy road map)

**R10. Include gender approach** in the ILO project and support gender mainstreaming into EPWP, considering budget for gender expertise ad-hoc.

Addressed to	Priority	Resource	Timing
ILO project team and DPW/LDPWRI	Medium	Medium	Short-term By December 2019

### Lessons learnt

**Lesson 1:** The donor relies on ILO's quick response even if the request is out of the scope of the project. The ability of ILO projects, supported by the Country Office, to quickly respond to the Government needs and last minute requests has enhanced legitimacy and credibility to this technical assistance.

**Lesson 2:** The ILO international experience and expertise on EPWP is requested by South Africa national institutions on labour intensive methods and other subjects related to EPWP. National institutions rely on ILO support to rapidly identify at international level the expertise and experiences for EPWP implementation

### Good practices

**Good practice 1:** Actively participating in the formulation process of the National Program places the ILO project in a privileged place to support the subsequent implementation of the aforementioned program.

**Good practice 2:** The projects have the ability and capacity to put on the table and lobby to introduce issues that were not addressed by the EPWP but whose need is real, thanks to their independence as an international organization. As an example, it could be mentioned the elaboration of the national policy, or the problem on the ground around the country of the lack of mechanism to enforce the compliance with the LI requirements.

## Section I: Introduction

This document constitutes the final report of the cluster independent evaluation of the two ILO technical assistance projects supporting the "Implementation of the Expanded Public Works Programmes (EPWP)": the SAF/04/54/SAF at a national level; and the SAF/04/53/SAF at the Limpopo Province level.

### 1.1. Context

Reducing poverty and inequality has been the overriding concern of South Africa's development policies and programmes, from the onset of its democracy in 1994 with the Reconstruction and Development Programme (RDP) to the current National Development Plan: Vision 2030 of 2012 (NDP). The NDP projects that to raise the living standards to the minimum required level it would involve various mechanisms, such as increasing employment, income, and productivity as well as social protection and quality public services. South Africa has an estimated population of 57.7 million people (South Africa Statistics mid-2018), 5.80 million of them located in Limpopo province. Approximately 51% (around 29,5 million) of the population are women; and about 29.5% of the people are younger than 15 years old.

South Africa became a full democracy in 1994 when it held its first all-race elections. The African National Congress (ANC) won and has dominated all subsequent elections since, including the last one, in May 2019 when it won with a majority of 57.5% at the National Assembly, but with a higher majority of 75%, being 49% in the Limpopo Provincial Legislature. Its main policy aims for South Africa are boosting growth, creating jobs, advancing black economic empowerment, and reducing inequality.

South Africa is a mixed economy, the second largest in Africa after Nigeria, and the 32nd in the world. It also has a relatively good gross domestic product (GDP) (US\$13,870 at purchasing power parity as of 2017 data).

According to the last Living Conditions Survey (LCS) of 2014/15, approximately 40,0% of South Africans were living below the upper-bound poverty line (UBPL). In Limpopo Province, 67,5% of adults were living in poverty, the highest proportion of the nine South African provinces. The poverty gap (the distance away from the poverty line) and the severity of poverty conditions were more significant for female-headed households than those compared to male-headed households. Almost six out of every ten households headed by males (59,3%) compared to over seven out of every ten households headed by females (74,8%) in traditional areas were living under the UBPL<sup>1</sup>.

South Africa's official unemployment rate is on the increase. Over the past ten years (2008–2018), the unemployment rate has increased from 21,5% to almost 28,0% at a national level. However, in Limpopo, unemployment had decreased to 16% in 2018 from 2008. Unemployment refers to those people who were not employed, had taken steps to look for a job or to start a business and were available to take up a career had it been offered. Now, the main hiccup lies with those people who have been unemployed for more extended periods and still cannot find any form of employment.

Long-term unemployment refers to people who have been unemployed for 12 months or more. The long-term unemployment rate shows the proportion of people in long-term unemployment conditions among all the unemployed people. According to the Quarterly Labour Force Survey, Q1: 2019, released by Statistics South Africa, 6,2 million South Africans are now unemployed, and 4,3 million of them have been unemployed for a year or longer.

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<sup>1</sup> SA Stats <http://www.statssa.gov.za/?p=12075>

Despite the significant progress in reducing the poverty line and increasing the quality of life, in 2015 South Africa attained only three of the nine Millennium Development Goals (MDG) indicators marking progress towards achieving reductions in poverty and hunger: being bettering unemployment issues the biggest challenge facing the country. The problem of unemployment remains as a breaking point to accomplish the Sustainable Development Goals (SDGs) for 2030.

## **1.2. Projects background**

### **1.2.1. EPWP**

The inter-related problems of unemployment and poverty are endemic in South Africa. After the 2003 Growth Development Summit (GDS) where it was agreed that public work programmes could provide poverty and income relief through temporary work for the unemployed to carry out "socially useful activities", Government, Business and Labour Organisations committed to a range of interventions including ensuring that planned government expenditure was targeted for employment-intensive programmes through the Expanded Public Works Programme (EPWP).

The EPWP was officially launched in 2004 as a nationwide Government program. Government and state-owned enterprises use the EPWP to generate temporary labour-intensive employment opportunities through the delivery of public infrastructure (schools, roads, clinics), as well as the provision of socially useful services such as home-based care services, community security and the creation of community gardens. Since its inception, the EPWP has generated over 8 million employment opportunities.

The policy design and delivery of the EPWP is the purview of the Department of Labour as well as the Department of Public Works (DPW). The DSD is responsible for the development of the overarching social protection policy, while the DPW drives the delivery, coordination, and monitoring of EPWP programmes. The national and provincial governments, as well as their underlying municipalities, allocate a part of their budget for the procurement of services via the EPWP framework. The EPWP projects fall under four thematic areas, namely; Infrastructure, non-state, environment and culture, and social works.

The target of the EPWP Phase 1 (2004-09) was to create a cumulative total of 1 million job opportunities, a goal attained and surpassed. Limpopo Province achieved 144.472 work opportunities out of the provincial target of 391441. The EPWP Phase 2 (2009-14) reached 88% per cent of the planned 4.5 million work opportunities in 2014. In this second phase, Limpopo achieved 110% of its target, with 487.294. The EPWP Phase 3 (2014-19) targeted 6 millions work opportunities and reported 4.5 million by March 2019 (75% achieved), through a Government funding commitment of ZAR 150 billion (approximately USD 11.4 billion) over five years. Limpopo's target is 635.880 work opportunities, a 10% contribution to the National goal.

### **1.2.2. ILO Assistance**

The International Labour Organization (ILO), Technical Assistance project, started in 2005, although its scope and focus has been continuously changed to suit the priorities and objectives of various phases of the EPWP. The project has two components, National and Limpopo province, each with its team of engineers.

### Limpopo project

The Limpopo Department of Public Works Roads and Infrastructure (LDPWRI) is responsible for the overall coordination of EPWP in the Province. Its mandate includes, among others: the coordination of training and skills development activities, assisting in the realigning of Government funded infrastructure projects to EPWP principles, monitoring the implementation of EPWP projects, providing technical backstopping to implementing agencies concerning EPWP and Labour-Intensive Construction (LIC) principles and procedures. It also includes the 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 ILO is providing technical assistance to the LDPWRI supporting mainly the implementation of the infrastructure component of EPWP while also providing overall managerial support in the coordination and implementation of the programme in all target sectors. The current project initially would run until December 2019. Three ILO experts are providing technical support to the implementation of infrastructure-related works. The ILO team is based at the LDPWRI offices in Polokwane, Limpopo Province. Since 2017 the projects have worked with only the CTA and one technical advisor.

The Immediate objectives of the project in the current period (January 2015 - December 2019) are:

- to enhance the technical support capacity of the Limpopo Department of Public Works, Roads and Infrastructure (LDPWRI) in particular, and other EPWP Stakeholders in general, through the development of appropriate EIA strategies and tools in the coordination and implementation of provincial EPWP; and,
- increasing the capacity of implementing public bodies to plan, manage and enforce Employment Intensive (EI) programmes and projects that incorporate good labour policies and practices, through training and institutional capacity development.
- 

### National Component:

A separate but complementary ILO Technical Adviser (TA) team has been attached to the National EPWP since 2005. The ILO National TA team comprises four specialists: A Chief Technical Adviser (CTA) and Team Leader, two Technical Advisers (TAs) and a Training Adviser. The CTA and Training Adviser are based in the National Department of Public Works (NDPW) EPWP Infrastructure Sector Directorate in Pretoria. The TA's are stationed in provincial offices responsible for rural roads. One is based in Pietermaritzburg in KwaZulu Natal (KZN) Province while another is in Bisho in the Eastern Cape (EC) Province. In addition to working as a team, the individual members were assigned specific provinces to provide technical support for them, therefore covering the whole country.

Currently, the ILO National Technical Assistance Team is operating according to the Terms of Reference spelt out in Amendment 5 of the Memoranda of Understanding (MoU) (of June 2015). This operation, however, should be read in conjunction with those detailed in the original projects' document (PRODOC) forming part of the MOU signed in January 2005.

The NDPW requested continued ILO's support due to increased employment targets, diversified focus areas, global challenges in the managing of EPWP as well as capacity constraints in most of the implementing bodies. Based on joint strategic review and planning by NDPW and ILO, it was agreed that ILO technical assistance to the EPWP would continue under the following thematic areas:

- Policy development and promotion: Contribution made to the development and promotion of appropriate infrastructure investment and public employment policies for the Expanded Public Works Programme (EPWP)



- Skills / Capacity Development: Knowledge, skills, and technical capacity of EPWP stakeholders, labour-intensive delivery of infrastructure investment, public employment, and sustainable livelihoods programs enhanced.
- Project Management and Technical Support: Implementation tools developed, and public bodies assisted in the delivery of infrastructure projects in a manner that labour intensity is increased and is compliant with EPWP and decent work principles.
- Research: Researches and studies that contribute to the optimization and mainstreaming of the labour-intensive delivery of infrastructure investment, public employment, and sustainable livelihoods programmes carried out in collaboration with relevant stakeholders implementing the EPWP
- Advocacy: Adoption and application of policies, strategies, processes, ethical practices, and tools that contribute to up scaling the effectiveness and impact of the EPWP.

The main objective of the ILO TA project is to enhance the technical capacity of the EPWP in the labour-intensive delivery of infrastructure investment and public employment programs.

### 1.2.3. Institutional Arrangement

The projects are administered following the original agreement and subsequent MoU for both the national and the Limpopo component. The projects are coordinated and technically backstopped by the ILO Decent Work Team (DWT) & CO - Pretoria with the support of the ILO DEV/INVEST in Geneva.

In the following section, chapter 3 will explain the institutional arrangement and its relevance to the EPWP's support.

## 2. Evaluation background

### 2.1. Purpose and objective

The overall purpose of the independent evaluation outlined in terms of Reference (ToR annexe 1) is to promote accountability and strengthen learning between the ILO and critical stakeholders.

The specific objectives of the evaluation are to:

- Assess the extent to which the two projects have achieved or are on track of achieving their stated goal and expected results regarding men and women;
- Identify the supporting factors and constraints that have led to them, including implementation modalities chosen;
- Identify unexpected positive and negative consequences of the projects;
- Assess the extent to which the projects' outcomes will be sustainable;
- Establish the relevance of the projects' design and implementation strategies with South Africa and ILO and UN ones such as national development frameworks, DWCP, SDGs and UNDAF;
- Assess the implementation efficiency;
- Provide recommendations to the projects' stakeholders to promote sustainability and support further development of the project outcomes;

- Identify lessons learned and good practices to inform the critical stakeholders for future similar interventions.

## 2.2. Scope

The evaluation will focus on phase III of the project, namely from April 2014 to the end of March 2019, assessing all the results and key outputs that have been produced in this period. The geographical scope will be in line with the Limpopo province and the national components of the project.

## 2.3. Intended Users

The primary users of the evaluation are: the Government of South Africa in its three roles, as financier, implementer and recipient country, the project implementing partners, namely NDPW, LDPWRI as well as ILO tripartite constituents, the ILO project technical unit, the ILO CO, the ILO DWT Office in Pretoria, the ILO Regional Office for Africa (ROAF); and the EIIP technical unit in Headquarters (EMP/INVEST).

**Figure 1: Intended users**

Primary audience	Intended use
Government of South Africa NEDLAC NDPW LDPWRI ILO project unit ILO COILO DWT ROAF EIIP	To make informed strategic decisions in the future
	To support and sustain projects' results.
	To improve on-going and future capacity development interventions.
	To improve the implementation of future projects or actions in the country.
	For future planning
Secondary audience	Intended use
DHET RAL CSIR DoL EXCO	For strategic decision-making on future interventions To improve ongoing and prospective capacity development interventions To support and sustain the projects' results

## 2.4. Evaluation methodology and approach

The evaluation methodology is a combination of results-based approaches with an analysis of the theory of change. To this end, a consultative and transparent approach has been adopted with internal and external stakeholders throughout the evaluation process. The triangulation of evidence and information gathered underpinned its validation and analysis and has supported conclusions and recommendations.

The evaluation followed the norms and standards of UNEG and took into consideration the guidelines and methodologies of ILO EVAL Office and the Glossary of key terms in assessment and results-based management developed by the OECD's Development Assistance Committee (DAC). The evaluation follows the DAC evaluation criteria: Relevance, Efficiency, Effectiveness,

Impact, Sustainability, Gender, and Human Rights. It was carried out by an independent international consultant supported by an ILO evaluation manager.

During the preparatory phase of the evaluation, the evaluator has prepared an inception report, which includes an evaluation matrix (annexe 3) agreed and validated by the evaluation manager. This matrix describes the way each evaluation criteria and their sub-questions in the ToR should be answered, as well as what are their respective indicators and their sources of information. On the first day of the evaluation mission, the evaluator has revised and modified the evaluation matrix with projects' CTA, to have feasible and realistic indicators regarding the information available and the timeframe of the evaluation mission.

This methodology uses mixed methods with the combination of quantitative and qualitative techniques, and has included the following instruments:

- Desk review of PRODOCs and literature: more than 60 papers (annex 4)
- Semi-structured interviews with key informants and stakeholders: about 45 people interviewees, 45% women. (annexe 5)
- Two online surveys:
  - o A survey addressed to everyone who met outside the ILO (annexe 6A). At the end of each interview, the interviewees completed a study regarding several aspects of the ILO support projects. This survey has received 25 responses. The results (annexe 6B) are not in any case representative of all the stakeholders.
  - o A second online survey addressed to people trained by ILO (annexe 6C) .
- A validation workshop on preliminary findings, conclusions, and recommendations with the main stakeholders was planned but finally could not be done. The evaluator had a face-to-face meeting with ILO country Director and an online debriefing with the two CTAs. <sup>[11]</sup><sub>SEP</sub>

This final evaluation used methodologies and techniques determined by the information needs, resources and time frames available.

The evaluation mission in South Africa was carried out from 25<sup>th</sup> May to 14<sup>th</sup> June 2019, with visits to Pretoria, Bloemfontein, Cape Town, East London, Bisho, Polokwane and Phalaborwa (annexe 8). An independent international evaluator supported and overseen by ILO Evaluation Office and in close collaboration with ILO DWT in Pretoria and projects teams.

## 2.5. Limitations

The final evaluation faced the following limitations;

- \* Time constraints to visit more stakeholders at provincial and municipal levels: the evaluator met an average of three people per province and visited three provinces. In Phalaborwa four municipal technicians or officers were interviewed. In Pretoria, the evaluator met with national institutions but not with people at the level of Gauteng Province.
- \* There was a deficient number of responses to the online survey about training. The sample of 152 was randomly selected among the more of 3000 people trained in the last five years. Unfortunately, there were only ten respondents, and the results must be used only as anecdotal evidence. (annexe 6C) <sup>[11]</sup><sub>SEP</sub>
- \* There was an impossibility of a face-to-face validation workshop. In the evaluation methodology, a validation workshop was planned to discuss with the main

stakeholders the preliminary findings, conclusions, and recommendations at the end of the mission.

However, to mitigate the effects of these limitations all the findings in this report have been validated through the triangulation of at least three or more different sources of information; like project team, government staff, project documents, national documents, etc.

## **2.6. Structure of the Report**

After these two introductory chapters of Section I, Section II provides the key findings to answer evaluation questions and includes the theory of change. The main evaluation findings are presented as categorized by the evaluation criteria, as suggested in terms of Reference (ToR) one chapter for each: relevance, efficiency, effectiveness, impact, sustainability, gender and labour rights.

Following, Section III illustrates the conclusions, recommendations, and lessons learned. Finally, all the annexes close the report.

Throughout this report, the findings of the two projects subject to the evaluation will be treated jointly, only in the case where there are differences will be specified according to the national or Limpopo component.

## Section II: Findings

### 3. Relevance

This section addresses the evaluation criteria of relevance, in particular the extent are the projects' designs coherent, realistic, and purposeful towards achieving their objectives and aligned to national and international priorities?

**Key findings: The projects are relevant for supporting the implementation of EPWP at a national and provincial level, specifically in Limpopo.**

- The projects work on a demand-driven basis, this allows great adaptability and flexibility. The ILO projects are appreciated for their high and rapid responsiveness and reaction. People are satisfied with ILO support despite their unawareness of the projects' scope
- The formulation process has had a limited participation of most of the stakeholders, however most of the interviewees are satisfied with the ILO projects' capacity to answer their needs.
- The projects' intervention logic (Theory of Change) underpinning the implementation shows coherence and suggests that the chain-results lead to a common goal: to support the implementation in very different ways. The goal of the projects is to be a process, and not a specific and established target goal.
- There is a limitation in the planning and in the PRODOCs, neither the activities nor the results are linked to a budget.
- The PRODOCs mark the guidelines and strategies for action, but without clear defined objectives.
- Institutional arrangements prove to be relevant for initial Phase III of the projects, however, in the last years there has been a claim for change to be taken into consideration.
- The projects support national priorities and are aligned with SDG 8 and a key focus area of the UNSCF (2013-2017).
- There is a constructive interaction with other ILO's projects in the country and with other programs or projects supporting EPWP or related to it.

#### 3.1. The projects' responsiveness to the stakeholders need and priorities

The project works based on demand, despite the strategies outlined in the PRODOC, which gives it excellent adaptability and flexibility. The ILO project is appreciated for its high and rapid responsiveness and reaction. People are satisfied with ILO support regardless of their limited participation in the formulation process and their unawareness of the projects' scope.

##### **Restricted projects' formulation process**

This evaluation has found that the formulation process of ILO support projects is a limited and closed exercise, unlike the formulation of the EPWP.

In 2014, as in 2018, a consultative and participative process took place all over the country with implementing bodies, municipalities, provincial and national institutions, to elaborate the Phase III and Phase IV of the EPWP, respectively. Once the Cabinet Committee for the

Economic Sectors, Employment, and Infrastructure Development (ESEID) approved the EPWP new Phase, the Department of Public Works (DPW), together with other leading and implementing departments, developed a revised proposal for roll-out and implementation. The ILO project team facilitated and accompanied the entire process, and in 2018, mobilized an expert from HQ to support the formulation.

The Limpopo Department of Public Works leads the five-year Business Plan formulation and has developed it with close consultation of all government implementing bodies, all Heads of Provincial Departments, Municipal Managers and Accounting Officers of State-Owned Enterprises as well as all other stakeholders.

The ILO support projects are formulated based on those Business plans, national and provincial, respectively. 93% of people interviewees, outside ILO, haven't been involved in the formulation process and are not aware of the actual scope of ILO or the objectives of ILO projects. This evaluation has found out that the projects are formulated involving very few people, including, ILO project teams, Deputy Director General (DDG) of EPWP and Chief Director of Infrastructure at the national level. The Limpopo project is formulated between the ILO project team and the provincial Chief Director of EPWP. The backstopping technical officer from the Decent Work Team (DWT) of the ILO Office in Pretoria and the EIIP/INVEST unit in HQ Geneva approved both projects.

#### **Limited involvement of ILO constituencies**

In 2004, the development of the first ILO support project to the EPWP took place a broad and extensive consultative process. At that time, the National Economic Development and Labour Council (NEDLAC) was consulted. NEDLAC is a very successful South African institution representing ILO constituencies plus civil society; it is the vehicle by which Government, labour, business and community organizations seek to cooperate, through problem-solving and negotiation, on economic, labour and development issues and related challenges facing the country. The National Steering Committee (NSC) for the South African Decent Work Country Programme (DWCP) is comprised of representatives of the four constituencies including the senior management from Pretoria ILO.

Constituencies are not involved in the project but are reported of it through the annual meeting of the DWCP's NSC. As a technical cooperation project, supporting a national programme, is the Development Chamber of the NEDLAC in charge of its monitoring. On the 26<sup>th</sup> of March 2014, a meeting was held with this Chamber to present the EPWP. Once again, the constituencies raised their concern about whether jobs opportunities promoted and created by EPWP could be considered within the framework of decent work. An agreement was taken to establish a NEDLAC task team and undertake research. The final report of EPWP's further research came out in June 2014, made by an independent research consulting firm. However, the report wasn't conclusive about this issue.

#### **National priority supported**

The projects support the coordination and strategic capacities of DPW and LDPWRI to coordinate EPWP activities. ILO projects are not implementing directly by EPWP activities, and the direct beneficiaries are the DPW, the LDPWRI, and the other implementing bodies.

ILO projects are aligned with national priorities to which the EPWP responds, namely:

- National Development Plan in two key priority areas (create jobs and social protection)

- New Growth Path- Accord Six: Youth Employment Accord, 2013
- Medium Term Strategic Framework (2014-2019)

### **Stakeholders' satisfaction**

The ILO's support is much appreciated in the three government levels (national, provincial, and municipal). Out of the respondent of the online survey, 68% were very satisfied, and 16% somewhat satisfied with the ILO project capacities to answer their needs. All of them describe ILO support as demand-driven, and the expectations of the ILO support are high. This evaluation confirmed that there is a general misunderstanding of the ILO role within the EPWP.

## **3.2. The projects' intervention logic (Theory of Change)**

### **The validity of the projects' strategy**

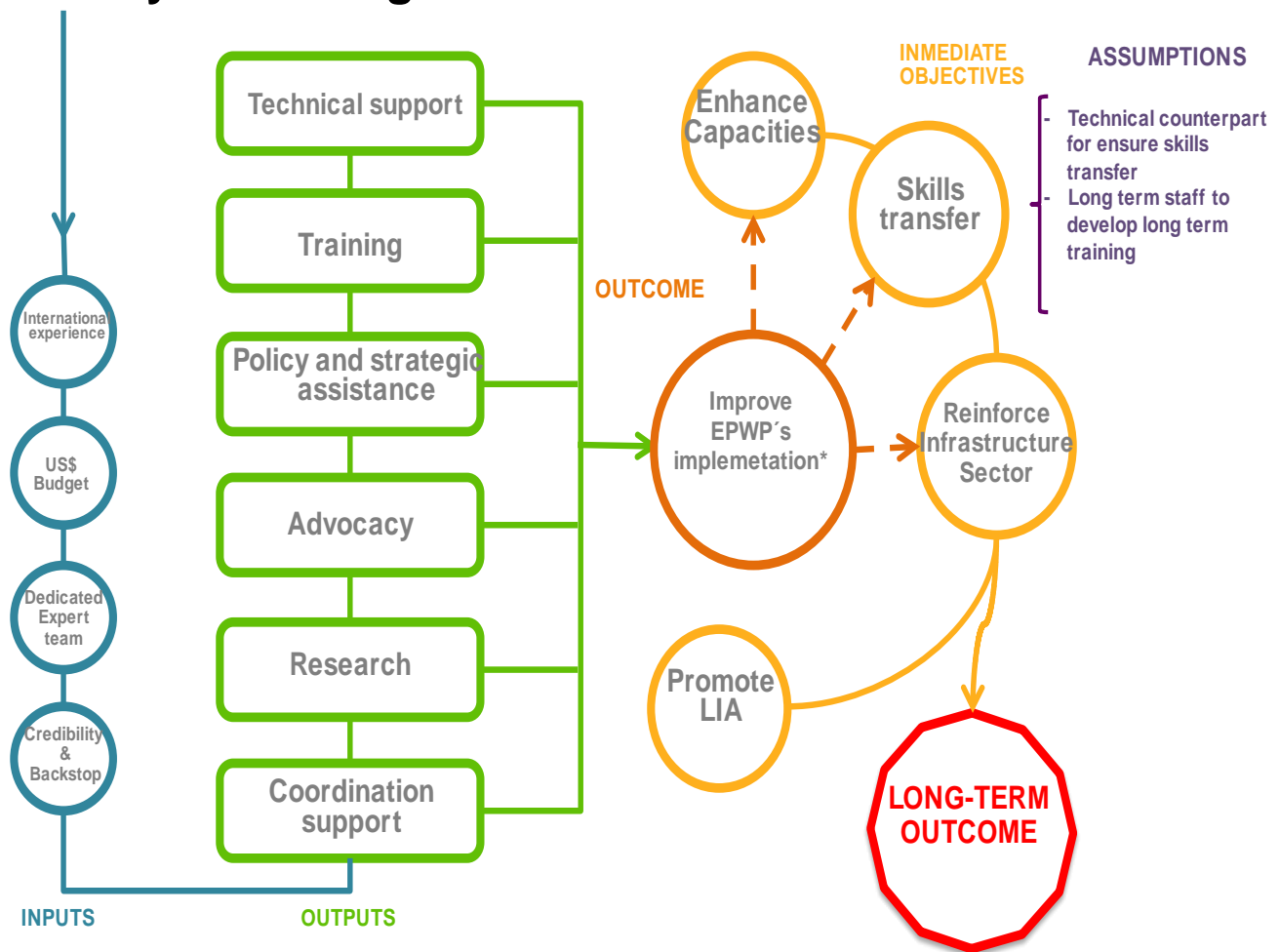
The reconstructed ToC, done by the evaluator during the evaluation mission, is based on the projects' documents (PRODOCs), progress reports, and on the findings resulting from the different perspectives of the interviewees about what and how the project is working. This ToC was agreed with the CTA and the Director of EPWP. There is an effort to understand the logic underpinning the project implementation, besides the logical framework in the PRODOCs.

The reconstructed Theory of Change of the projects contains the following elements:

- Inputs or the resources available
- Outputs (short-term results) and related assumptions
- Actual Outcome
- Immediate expected objectives
- Two main assumptions to provide the conditions to
- Long-term outcome

Figure 2: Reconstruction of the Theory of Change

## Theory Of Change



Source: Evaluation mission

During the final week of the country's mission, the evaluator validated the reconstructed ToC among several stakeholders. As presented in Figure 2, the key outputs were confirmed, as were the outcomes. The reconstructed ToC shows clear intervention logic for both projects.

The primary outcome of the projects as appears in the Pro-doc could be summarized as the enhancement of the national capacities. However, the logic intervention and the activities implemented during the past five years suggests that the results-chain lead to goal: Supporting the implementation in very different ways, not only by enhancing capacities but more often by providing or replacing capacities. Both projects are supporting the EPWP, specifically, the DPW and LDPWRI, which have the role of coordinating, supervising and monitoring the compliance of the municipal, provincial and national projects with EPWP requirements. LDPWRI is also an implementing agent but at a limited scale (landscaping, cleaning, National Youth Service (NYS) welding, NYS jewellery making, NYS Roads Maintenance).

Most of the people interviewed questioned the capacity of the project to enhance capacities and to realize and appropriate skills transfers. Later, this report will analyse some of the



internal and external possible causes. Most of the respondents are unaware of the projects' design or the scope of ILO assistance. Nevertheless, people aware of the model have expressed the same concern.

In contrast, there is a common opinion that ILO is correctly assisting the implementation of the EPWP, and the level of satisfaction of the stakeholders is elevated. There have been a few discrepant voices. Some people mentioned that: *"ILO is an international organization that it is here to support the government in the areas required."* Which is true but with some nuances included.

### **Projects objectives and results**

The evaluation finds that the projects' objectives and strategies had been somehow identified in the respective PRODOCs. Both projects took into consideration the recommendation of 2014 and included activity indicators. The national project also has well-defined outcome indicators with targets and timelines.

The beneficiaries targeted by both projects match the primary outcome identified in the reconstructed ToC: "The direct recipients are Government Officials at national, provincial and municipal levels, responsible for planning and the managing projects. Private consultants and contractors are also direct recipients, responsible for technical designs, site supervision, training, and construction."

Based on the findings during the field mission, this evaluation has established that the PRODOCs mark the guidelines and strategies for action, but without defined objectives. Thus, they are living documents adaptable to every need that should arise during the five years of the project's implementation. The interviewees highly value this flexibility and adaptability.

### **3.3. Relevance of the projects' institutional arrangement**

The relevance of the institutional arrangement differs between the national component and the Limpopo component. Both projects have a Project Steering Committee (PSC) that provides policy, technical and operational guidance. This committee is chaired by a senior NDPW official and comprises relevant officials from NDPW and ILO. As confirm by this evaluation, the PSC meets at least biannually to review progress and offer guidance

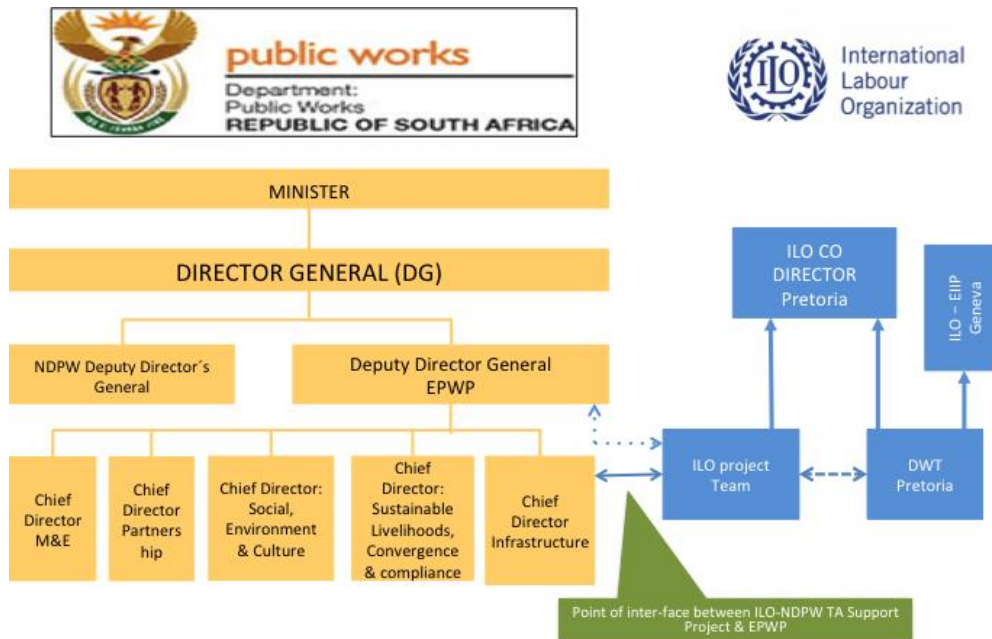
#### **National Component**

The project is managed by an international Chief Technical Advisor (CTAs) that coordinates two technical advisors (TA) and a training officer (TrA), being all three internationals. The CTA and the training officer are based at the DPW offices in Pretoria under the Chief Directorate of Infrastructure. The CTA is the principal responsible for the administrative, operational and technical supervision and implementation of all project interventions and reports directly to the Director of the ILO Country Office (CO) in Pretoria. The two TAs are stationed in the units responsible for provincial roads in KwaZulu-Natal (KZN) and in Eastern Cape (EC) respectively. ILO CO administratively supports the projects and ensures financial and administrative compliance with ILO regulations.

The project team is directly backstopped by a senior technical officer within the Decent Work

Team (DWT) located in ILO CO in Pretoria, which also works closely with EMP/INVEST Unit in ILO Headquarters (HQ) in Geneva.

**Figure 3: Institutional Arrangement ILO-NDPW Technical Assistance Project**



Source: Evaluation mission

Nationwide the budget for the infrastructure sector is about 79 per cent of the total EPWP budget. It is the Chief Directorate of Infrastructure who funds the ILO support project. The Infrastructure Sector has the largest potential for the creation of EPWP work opportunities, considering the budgets available in the country that explained originally the location of the project. At the national level, the CTA provides strategic support, policy advisory, planning facilitation, and assists others chief directorates. At the provincial level, CTA is mainly focused on training but not exclusively. He provides assistance beyond his terms of reference, and his performance is much appreciated among all the people met by this evaluation; only one person argued that as much as its African experience is strong, it cannot be transferred to South Africa.

The TAs located in the provinces are focused on support the Road department, in some provinces recently moved from the Department of Public Works to the Department of Transport. They support implementation; ensuring projects comply with EPWP requirements, working with national technical staff identifying projects with LIM potential, revising tender documents, etc.

Initially, individual members of the ILO project team have also been assigned specific provinces to provide technical support to the rest of the country as follows: CTA-Gauteng province; TrA in North West (NW) province; TA in KZN also handling Mpumalanga (MP) and Free State (FS); and TA in EC also managing Western Cape (WC) and Northern Cape (NC) provinces. It was envisaged that the TAs would spend 50% of their time in assisting the host province (KZN and EC respectively) and 25% on each of the other two provinces assigned to them. Limpopo is covered by its own project. However, this arrangement in practice has shown little relevance as the kind of support provided by each ILO team member is different.

According to most of the interviewees during the country's mission, this institutional

arrangement has been relevant in the past towards delivery outputs. However, as the EPWP needs have evolved, this arrangement will not be relevant anymore. Although other sectors have been getting ILO support beyond the infrastructure sector, they are requiring more direct ILO support, and are willing to commit funds to have it in ad-hoc or occasional assistance. ILO team will need to move to a higher location to provide an answer to the future needs in the EPWP Phase IV.

Also, regarding the TA stationed at a provincial level, the arrangement should be revised in the next phase. According to evaluation sources, the TAs' performance is a high quality one related to roads support, and their assistance very much appreciated and satisfactory. However, the focus on roads must be shifted to a more strategic support. There is also a lack of consensus about the adequacy of the locations on these two TA, and this evaluation did not find a conclusive statement of whether the situation is still relevant, or if they must be relocated to another province or to Pretoria. The location of the TAs is decided during the ILO project formulations with several criteria, among others: the potential of EPWP road projects or the lack of capacities within the provinces.

#### Limpopo component

The ILO Limpopo team consists of one international CTA and two TAs, also internationals, all stationed at the LDPWRI in Polokwane, the capital city of the Limpopo province. One TA is responsible for technical support to municipalities and Departments on Infrastructure Works, particularly buildings, water and sanitation projects, while the other one provides technical support to municipalities, particularly to road projects. As the National component, this project is backstopped and administratively supported by ILO CO in Pretoria.

Unlike the national project, the Limpopo component is located directly at EPWP Directorate, which facilitates its support to other sectors in addition to the infrastructure. ILO has been working with LDPWRI for the last 20 years, and it is a reliable and consolidated partner in the province, as evidenced by being included in the EPWP organogram of the provincial Business Plan for the Phase III (figure 4 below). This organogram has recently changed for the forth phase.

From mid-2017 the project is working with only one TA. Although initially there were attempts to recruit a new person, it has now been decided that the team will change its conformation as follows: an international CTA, an international TA, and two national TAs. This new arrangement is expected to reinforce the transfer of skills to the LDPWRI in the next phase of the project.

#### **Figure 4: Organogram of EPWP in Limpopo**

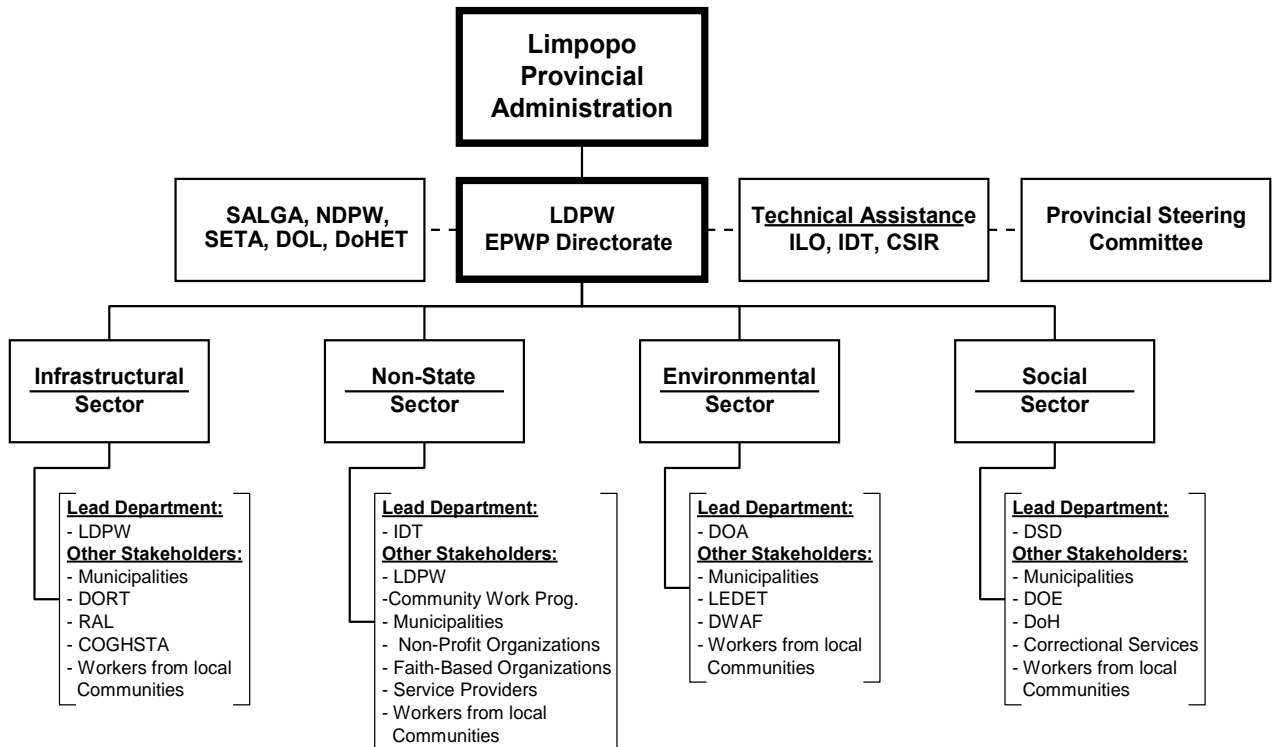


Figure 4-1: Programme Governance Structure

Source: Limpopo Five years Business Plan 2014-2019

### 3.4. Alignment with national and international commitments

The projects seek to promote decent work principles in EPWP, therefore, linked to the SDG 8 “Promote sustained, inclusive and sustainable economic growth, full and productive employment, and decent work for all.” EPWP contributes to the indicators 8.5 “By 2030, achieve full and productive employment and decent work for all women and men, including for young people and people with disabilities, and equal pay for work of equal value”.

In the same line, projects are aligned with the thematic focus area of United Nations cooperation in South Africa “inclusive growth and decent work” (UNSCF 2013-2017<sup>2</sup>)

### 3.5. Constructive collaboration approach among projects

The evaluation found that the projects are not working in silos; they have constructive interaction with other ILO’s projects in the country and with other programs or projects supporting EPWP or related to it. One important example, of inter-project collaboration is the initiative of Partnership for Action on Green Economy, (PAGE<sup>3</sup>), led in South Africa by ILO.

<sup>2</sup> [https://www.undp.org/content/dam/south\\_africa/docs/Agreements/UN%20SCFramework.pdf](https://www.undp.org/content/dam/south_africa/docs/Agreements/UN%20SCFramework.pdf)

<sup>3</sup> PAGE is a UN-programme which brings together the expertise of five agencies – United Nations Environment Programme (UNEP), the International Labour Organization (ILO), the United Nations Development Programme (UNDP), the United Nations Industrial Development Organization (UNIDO) and the United

This collaboration seeks to include a green economy approach in the EPWP and to promote green jobs. This component will have a stronger weight in the next phase of the project, as expected by many people interviewed during this evaluation.

ILO projects have also successfully supported DPW/LDPWRI mobilizing funds to implement activities. A notable example has been the collaboration in Limpopo between ILO project and a Belgium funded project to get the assistance of the CSIR in a study for local, new construction material. The research was funded by the Belgium project, coordinated by ILO Limpopo Project and undertaken by the CSIR.

## 4. Efficiency

This section analyses the efficiency of both projects based on the answers of the evaluation questions regarding efficiency. The key question that the evaluation probed was whether the projects were timely and efficiently implemented to achieve their objectives.

The primary sources of evidence for this section are the documents' reviews and the field visits using the techniques of key stakeholder interviews, online surveys, and observation.

### **Key findings: Overall, the projects' use of resources has been improved in each phase of the projects**

- The projects' resources are adequate to achieve the expected results. However, there is mainly qualitative data to support this statement as there are no activities, outputs or outcomes linked to a budget.
- According to the donor, which in this case is also the recipient of the technical assistance support ??, the quality-price ratio of the projects is very high, despite being an expensive project, especially considering the dollar-rand exchange rate.
- Thanks to the efforts, efficiency and availability of the ILO country office supporting these two projects, no interviewee has been able to identify any sort of bottlenecks in the implementation of the projects.
- The rapid response capacity of ILO and its efficiency are some of the best appreciated elements by stakeholders. This is partly due to the integration of the projects' teams in the Department of Public Works and the limited knowledge of the counterparts on the ILO's administrative procedures. The ILO country office needs to expedite administrative procedures and boost efficiency, in such a way, for the projects to be able to respond as expected.

### 4.1. Appropriateness of resources allocated.

The projects, as mentioned, have a demand-driven implementation with limited resources but with an effective strategy of alliances as explained in the following chapter 3. This evaluation has an interesting finding (even though the source is not representative of the projects' stakeholders): while only 10% of the people interviewed knew the actual resources

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Nations Institute for Training and Research (UNITAR), to support countries and regions to put sustainability at the heart of economic policies and practices to advance the 2030 Agenda

of the project, 76% of the respondent of the online survey, described the projects' resources as "enough", 20% as insufficient and only one person recognised that he/she "does not know".

The first projects' resources are human, as will be seen in the next chapter, this is the most substantial budget component. Neither the pro-docs nor the annual work plans have outputs or outcomes linked to a budget; therefore, a correct analysis of the resources allocated by component turns out unfeasible within this evaluation timeframe.

Concerning efficiency, this evaluation will focus on the delivery of the projects regarding the resources available, noted the limitations encountered: no activities plan linked to a budget. Nevertheless, regarding the achievement of the results (100% of outputs achieved) and the delivery rate, this evaluation finds that the projects have been quite efficient and the resources well allocated. The projects do several annual budget revisions caused the demand-driven approach, which difficult proper planning. Within the new Integrated Resource Information System (IRIS) only two revisions will be allowed per year, which will force to enhance planning.

According to sources during the field missions, the ILO financial system cannot produce detailed budget information from more than two years back. The evaluation has had access to the delivery information of each project by May 2019.

The Limpopo project in May 2019 has achieved 140% of the activities planned in the total duration of the project. The delivery rate of 2019 by May was 47%, leaving 53% for the rest of the year to continue supporting the LDPWRI and preparing the next phase. There is an available budget to carry out a broader, more open, consultative, and participative formulation process.

The National component has a delivery rate of 84% of the total budget for the third phase, which coincidentally is the level of execution of the project, since according to the last progress report of March 2019, it has reached 80% of the expected outputs. There is also room for an open formulation process because some of the outputs will continue to the next phase of the project.

## **4.2. Value for money; efficiency gained over the phases**

The projects' budget has increased over the different phases as have the expectations and the projects' outputs.

As shown in figures 5 and 6 below, the human resources' line is the heaviest on the projects' budget. As projects have been increasing their budget, proportion of budget dedicated to personnel has gradually decreased and increased other lines such as those dedicated to research and training. It must be taken into consideration that, as has already been said, that the ILO financial system, up to now, has not facilitated the monitoring of expenditure for activity. For example, the travel line includes the travel of the projects' personnel, but according to the data collected, the staff travel more than 50% of times for training in other provinces. Travel abroad for training of public administration personnel paid by the project, such as courses in Turin, can also be included in travel, instead of being included under the line of training, which can lead to a misunderstanding of what the staff is doing.

**Figure 5: Delivery of the National component\***

Description	Phase 1	Phase 2	Phase 3
Staff	77%	63%	57%
Travel	6%	7%	7%
Research & Ad-hoc consultancies	0%	5%	9%
Training	0%	6%	6%
Publications & material	0%	6%	6%
Other	6%	1%	1%
Prog. Support Cost 13.00 %	12%	12%	11%

\*\*Source: Elaborated by the evaluation mission based on LO data system, of 14th May 2019

**Figure 6: Delivery of the Limpopo component\***

Description	Phase 1	Phase 2	Phase 3
Staff	83%	70%	60%
Travel	3%	5%	5%
Training & Research	2%	12%	17%
Publications & material	1%	1%	1%
Other	0%	1%	4%
Prog. Support Cost 13.00 %	12%	12%	11%

\*Source: Elaborated by the evaluation mission based on LO data system, of 14th May 2019

This evaluation does not want to fall into the fallacy of saying that applying the same human resources, the projects have increased the type and quality of support; thus, improving efficiency. However, it is important to emphasize that an increase in the budget has allowed a greater and deeper scope of the projects' performance. Also, projects have gained efficiency based in the lessons learnt from previous phases.

In this evaluation, the key informants considered that these projects were expensive in the South African context, but that they were worthwhile, considering their quality and their capacity to respond. This rapid response ability is partly due to the integration of the projects' teams in the Department of Public Works.

### **4.3. Complete ownership by key stakeholders: efficiency enhanced**

Both ILO teams are embedded in the Department of Public Works, where office space and other facilities are provided. They also work closely and are part of many of the coordination and technical committees established by the government to improve EPWP implementation. Being the donor, and the recipient the same institution, the ownership of the project by the DPW is consolidated and growing. According to this evaluation, the administrative support from ILO CO is very effective to support the efficiency of the projects, because the interviewees did not encounter any bottlenecks or constraints regarding ILO implementation. ILO has been able to respond very fast to unexpected requests of the DPW. For example, if there is a flood in one province, and the following day, there is a government mission deployed there that had requested ILO advice, the CO has managed to provide it, following and pushing administrative procedures. There is a concern on how this quick response capacity will be



affected by the actual deployment of IRIS<sup>4</sup>.

## 5. Effectiveness

This section reviews the extent to which results have been achieved at mid-term in pillars 1 and 2 and the rationale for the projects' performance. The chapter examines the achievement of projects' outputs.

**Key findings: Overall the projects are very effective to achieved outputs and fulfill activities, regarding ToC outcomes the effectiveness is also high, unlike regarding pro-doc outcomes.**

- The direct outcome identified in the reconstructed ToC has been achieved, as have the result indicators of the national projects' document.
- The political and strategic support is the component that has obtained important and recognised results, which are expected to be consolidated in the next phase of the projects
- The online training developed and customised for EPWP is underused and should be scaled-up, as an affordable and accessible tool.
- ILO has trained more than 4000 people in national and international training skills, defined as a high quality; however, the skills' transfer results are weak. The lack of a defined training strategy is the main internal factor to that weakness, but there are elements outside of the project teams' control that are decisive factors in the stagnation of the skills transfer.
- Both projects are promoting two Labour Intensive Training Centres in the country, one at national level in Free State Province and other at a provincial level in Limpopo.
- Effective demand-driven backstopping from DWT in Pretoria.
- The recommendations of previous 2014's evaluation were for the most part taken into account with different levels of implementation in the third phase of the project.
- There are significant advantages but also surmountable disadvantages in the fact that the projects are embedded into DPW.
- The constant and open communication with the Government (donor) promotes effectiveness to achieve the result explained by the ToC.

### 5.1. Achievement of projects' outputs and outcomes

#### 5.1.1. Outcomes achieved

As this evaluation establishes based on the information gathered, and according to the reconstructed ToC, the direct projects' outcome, has been achieved; the ILO support projects

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<sup>4</sup> ILO Integrated Resource Information System;  
[https://www.ilo.org/wcmsp5/groups/public/@ed\\_norm/@relconf/documents/meetingdocument/wcms\\_gb\\_298\\_pfa\\_icts\\_2\\_en.pdf](https://www.ilo.org/wcmsp5/groups/public/@ed_norm/@relconf/documents/meetingdocument/wcms_gb_298_pfa_icts_2_en.pdf)



have continuously assisted the EPWP implementation as requested in its areas of expertise, and sometimes beyond that.

In addition, the outcomes identified in the PRODOCs have also been achieved. It must be remembered that only the national component had outcome indicators. The following figure shows the indicators and the results by May 2019:

**Figure 7: Results of outcome indicators.**

Otucome indicator	Results by May 2019
Average labour intensity of Infrastructure projects increased from 16% in 2013/14) to 20% as at March 2019.	<b>25,70%<sup>5</sup></b>
Mechanism to enforce compliance with payment of minimum wages by all EPWP projects in place by March 2019.	<b>EPWP minimal wage increased in November 2018, but not the enforcement mechanism</b>
Standard recruitment procedures for all EPWP projects in place by March 2019 compared to 0% in 2015.	<b>EPWP Recruitment guidelines May 2018</b>

Source: Evaluation mission after Quaterly EPWP report Annexures A-E<sup>6</sup>

### 5.1.2. Outputs achieved

This part of the report is structured according to the strategic support areas identified in the projects' ToC, and in each field, a different explanation is given by a national or a Limpopo component.

### Policy and strategic support

According to the findings of this evaluation, this is the critical role expected from the ILO in the upcoming phase of the EPWP, both at a national and provincial level.

#### National Component

The national ILO team has assisted the NDPW in several areas of policy and strategic support. Since the beginning of the EPWP, the ILO team has promoted the development of a policy to guide the Programme implementation, such as the one developed by the government of India under the Mahatma Gandhi National Rural Employment Guarantee Ac<sup>7</sup>t of 2005. Over the years, National authorities became convinced of the relevance of this kind of policy. In 2017 ILO national team co-opted the Task team to develop the EPWP National policy. A first Policy concept note has been elaborated, and the process to further develop the Policy is on-going.

At a national level, all the interviewees have stressed and praised the role played by ILO in the process of formulating and planning the EPWP Phase IV: being part of the Planning Team and mobilizing an HQ expert to support the process.

<sup>5</sup> (annexure G1 to G3 for year 5 EPWP Phase 3 data on wages paid R921,224,449 and expenditure R3,579,902,247 from which labour intensity is =  $100 \times 921,224,449 / 3,579,902,247 = 25.7\%$  as of March 2019)

<sup>6</sup> Expanded Public Works Programme (EPWP), Quarterly Report, Report for the period 1 April – 31 March financial year 2018/19 (Containing interim cumulative data for the period: 1 April 2018 to 31 March 2019). Prepared by the Department Public Works as at 10 May 2019

<sup>7</sup> [https://nrega.nic.in/amendments\\_2005\\_2018.pdf](https://nrega.nic.in/amendments_2005_2018.pdf)

The ILO team has supported the development of the *EPWP Standard Recruitment Guidelines*, launched in July 2017, signed by the Department of Public Works and the Department of Labour. This last document is added to a series of materials produced throughout the previous phases of the project which is the lasting heritage that this project will leave behind, including the six "*Technical Briefs*" or the "*Guidelines for the Implementation of Labour-Intensive Infrastructure projects under the EPWP.*"

### **Limpopo Component**

In Limpopo the project team has also supported the elaboration of a provincial policy proposal of the EPWP for some time. Currently, this process is in standby pending the approval of the national policy to integrate national policy imperatives as and when they become clearer. At a provincial level, the team can more effectively support the strategic development of the EPWP, since it is only concentrated in a single province and, also, works in coordination with the national component. The project has also contributed to:

- The draft of EPWP's Treasury Instruction Note;
- The draft of EPWP's inputs into LDPWRI Departmental Handbook;
- The draft of Limpopo's EPWP Turnaround Strategy; and
- The draft of the Infrastructure Sector Committee ToRs.

### **Capacity development**

This component of skills and capacity development are the initial goals of the projects: to *enhance knowledge of EPWP stakeholders in labour-intensive delivery of infrastructure investment, public employment, and sustainable livelihoods programmes*. This component is also the one focused on ILO interventions, especially at a national level. Despite all the efforts and resources used in the development of capacities, the results leave much room for improvement, according to the sources consulted in this evaluation, again both at a national and a provincial level.

### **National Component**

During Phase III of the project, this component has focused its efforts on three kinds of skill development initiatives, plus one which is not unintentional but is also not planned; it will be analysed in point 5.4. These three initiatives are:

- Face-to-face training; with more than 4000 people trained in the five years of the project. This includes training realized by the ILO project team to EPWP officials, private sector consultants and contractors, and training the ILO Training Centre in Turin (Italy). These kinds of trainings are demand-driven by the provinces' needs. Over 20 officials were trained as trainers; now national officials are now carrying out training of components of the LIC training. In this sense an important effort has been made in capacity building, however much more needs to be done.
- Online training: The project team has developed an online training tailored for EPWP stakeholders that was launched in 2017. Despite how accessible and affordable this tool is, the number of users has been relatively low (159 in two years) concerning the potential public it has available: as is everyone involved in EPWP activities throughout the country.
- Supporting the establishment of a Labour-Intensive Methods Training Centre. The idea of the creation of a training centre was included in the PRODOC. In 2017, the Minister of Public Works approved the Concept Note for the Establishment of a

Training Centre and an implementation plan drafted and submitted for actions by partners. The collaboration involving NDPW and ILO agreed in principle on a partnership with the Free State Department of Police, Roads & Transport for the establishment of Labour-Intensive Training Centre. In March 2018, a Feasibility Study was completed. This is an initiative not very well understood, according to different sources met, though has been approved by the Minister of Public Works. Many questions have been raised by the interviewees that there are not within the scope of this evaluation to answer: how will this TC be sustainable? Who is going to fund it? Would it be accessible for EPWP implementers or only for trained engineers? Would the Department of Higher Education (DHE) recognize the training?, etc. This evaluator has been informed that these questions are answered in the concept note approved. A similar successful experience is the Kisi Training Centre (KTC) in Kenya, supported initially by ILO, which offers an International Engineering Course, for practitioners in labour-based roads with a course fee of US\$ 5900<sup>8</sup>. This evaluation has found that there are also other strategies under study, such as the revision of the curricula of civil engineers' degrees with the DHE.

In collaboration with the Chief Directorate of partnership of the NDPW, the ILO project has conducted a training of trainer's course on ILO: Start and Improve your Business.

### **Limpopo Component**

Besides the online training, the Limpopo component works in the same areas as the national component.

The project trained 340 programme/project managers and consultants in 15 courses. Also, 32 officials were sponsored to attend international training or study tours.

There is also the initiative for creating an establishment to function as a Provincial Labour-Intensive Training Centre (LITC). There is an MoU with Waterberg TVET to create a partnership in establishing and managing the LITC.

### **External and internal causes**

Despite these initiatives and all the outputs achieved, the skills' transfer is still a weak component and a big concern for almost all the interviewees. Several factors affect the skills' transfer, some of them under the control of the project, but most of them out the projects' control:

- External factors:
  - o High turnover of government staff, especially at a municipal level (a structural problem in SA as in many other countries). This is not a finding of this evaluation, this problem has already been identified in the PRODOC and mentioned in all the progress report of the projects.
  - o There is not an institutional technical counterpart that could take over ILO work. This is a constant requirement of the ILO project teams.
  - o ILO's support has been institutionalized within DPW/ LDPWRI
- Internal factors:
  - o There is not a defined skill development strategy, neither a clear goal regarding this component. "Development of capacities and transfer of skills" is too generic and without concrete targets and outcomes. Based on a demand- driven approach, ILO teams have not been able to develop a continuous training program, which allows to deepen into the LIM's subjects. Instead, training is almost always on the same basic concepts and on the

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<sup>8</sup> [https://www.kihbt.ac.ke/\(S\(ruy5ngergavnxyw2yqguezpo\)\)/IntEngineers.aspx](https://www.kihbt.ac.ke/(S(ruy5ngergavnxyw2yqguezpo))/IntEngineers.aspx)

elaborated guides. According to the evaluation findings, the impact of a sporadic formation of one to three days is very limited.

Nevertheless, the ILO training is very much appreciated, 80% of the respondents were very satisfied with the training received. During the interviews, the ILO training was defined as of “high quality” but also as “too short” or “good but needs to have more continuity”.

## Technical support

Technical support includes the elaboration of EPWP guidelines as described earlier; the revision of tender documents and EPWP infrastructure project documents (mainly roads projects); field visits; revision and updating EPWP material and supporting the area of road construction and maintenance, but also managerial assistance. The outstanding technical support with international experience has been a key factor for the three phases of the projects’ implementation.

### National Component

The ILO team has revised more than 20 tender documents; went to 92 field visits and revised and published several previous documents. Also, it is producing another document in collaboration with the Limpopo team that is expected to be finished before the end of the year 2019, which is the draft document of the *Road Maintenance Management Guidelines*. There is also management assistance, enhanced by training provided by the project.

### Limpopo Component

The Limpopo project has also produced or is about to finalise the following documents: *Costing of Labour Based Roadworks*; *Employment Creation Potential on Work Methods* (Water, Wastewater and Buildings); the *Computer-based Labour Intensive Construction Field Reference Handbook for Water and Sanitation Works* (working progress); the revision of the second edition of the *EPWP Operational Guidelines* (working progress); and finally, *Water, Wastewater, Solid Waste and Building Guidelines 2nd Edition* (working progress)

The ILO Limpopo Team have reviewed for optimum labour intensity about 50 project designs, and 60 tender documents to ensure compliance with the EPWP/LIC requirements. Finally the team visited and supported 60 road projects and 40 EPWP water, sanitation, and building projects.

## Research

### National component

The milestone of the research components are:

- A report on harmonization of Work Norms for Infrastructure Works under the Expanded Public Works Programme (EPWP) is ready for publication. The report enhances task size standardization for workers doing similar work across various sectors.
- The concept note on Green jobs produced (to take the process forward) is based on training conducted by ITC ILO in South Africa in March 2015.

- The final report is produced on Studies to develop an EPWP Green Jobs definition and indicators, assessment of current Inventory and Potential Green Jobs, Green Skills and incorporation of Green Jobs to the EPWP monitoring and Evaluation (November 2017).

### Limpopo component

In the last two years of the project, the team size was reduced when one of the TA left. This affected the research related work, despite other team members taking over the work of the unavailable TA.. However, the ILO team has supported the LDPWRI research's initiative. Some of this initiative planned will be implemented in the next phase of the project, according to LDPWRI sources and the project team.

## 5.2. Effectiveness of backstopping

According to the projects' teams, the backstopping was adequate and on a demand basis, but barely requested. The DWT based in Pretoria is the unit in charge of the projects' backstopping. Projects work autonomously and in constant coordination and communication between them and with the DWT technical backstopping officer. This officer is part of the biannual Steering Committee meetings.

In this third Phase of the projects, one mission from HQ was requested in 2018 to support the elaboration of the five years Business Plan for the IV Phase of the EPWP.

## 5.3. Incorporation of previous evaluation's recommendations

In 2014, at the end of the second phase of the project, there was an independent evaluation. This actual evaluation found that most of the recommendations addressed to the ILO project teams were incorporated in the third phase. The ones excluded, according to the actual findings were not feasible or irrelevant. The following figure explains to what extent each recommendation was or not incorporated.

**Figure 8: Level of implementation of the recommendations of the 2014 evaluation**

Recommendation	Level of implementation		Comments
	National	Limpopo	
<b>1. Skills and Capacity Development:</b> Enhance sustainability and impact of training and capacity building of target beneficiaries through:			
Promoting practical-oriented training delivery in EI methods coupled with forging of strategic partnerships with potential private sector actors in the target sector	Partially implemented	Partially implemented	It has begun to take steps together with Universities and colleges, and the Department of Education in several directions: for the creation of two training centres (national and in Limpopo); the revision of the curriculum of
Expediting the process towards instituting mechanisms for accrediting intensive employment training courses of the ILO with the appropriate national authorities to enhance the marketability of training beneficiaries.	Partially implemented	Partially implemented	

Recommendation	Level of implementation		Comments
	National	Limpopo	
Fast-tracking the establishment of the national LITC and its network of satellite training centres in collaboration with existing tertiary training institutions for cost-effectiveness and institutionalization of training in EI methods, and in developing an adequate pool of Master Trainers to ensure sufficient roll-out building capacity interventions.	Partially implemented	Partially implemented	engineering schools for the introduction of LIM.
<b>2. Technical Support:</b> The ILO project team to broaden and strengthen the effectiveness of its technical assistance support by:			
Enhancing its technical support to the other focal sectors (Environment and Culture, Social and Non-state) under the current ILO/NDPW technical cooperation agreement for phase 3 - particularly for the Environment and Culture sector towards the "greening of EPWP" for example, by strengthening climate change adaptation strategy and mainstreaming "green jobs-based labour intensive methods" of creating employment and promoting sustainable livelihoods.	Partially implemented	Partially implemented	Both projects occasionally support other sectors, however, infrastructure, especially roads, is the focus sector. The national component has lightly included in the PRODOC support to the other sectors; however, the project is attached to the infrastructure directorate. The Limpopo component also has explicit include to provide technical support "to the implementation of infrastructure-related works in the four other sectors".
Recruiting a local trainer to take up the training coordination role in the proposed Limpopo LI satellite training centre with support by the ILO TrA currently in the National Team.	NOT APPLICABLE	Not implemented	Not relevant to the project. First, the LIC Training centre must be agreed and on course. Then the competent institutions must take this decision.
Providing funding to cater for the payments for the recruited local trainer.	NOT APPLICABLE	Not implemented	
Exploring the possibility of providing requisite support to neighbouring provinces (e.g. North West Province) in promoting EPWP principles and EI work methods under a cost-sharing arrangement-if deemed necessary.	NOT APPLICABLE	Not implemented	Not relevant, this is a Limpopo funded project; if other provinces require support should ask the national component and/or the ILO Office in Pretoria.
Ensure continued effective engagement of implementing bodies – especially municipalities to promote greater buy-in of EPWP and to enhance service delivery and LI-based employment creation in the province.	NOT APPLICABLE	implemented	ILO I continues supporting by training and advocacy?? to promote and mainstream EPWP approaches into municipalities and provincial projects.

Recommendation	Level of implementation		Comments
	National	Limpopo	
<b>3. Monitoring and Evaluation:</b> As part of the development of the final PRO-Doc for phase 3, the ILO and its project team to enhance the effectiveness of project monitoring and evaluation functions by:			
Formulating an appropriate log frame for Phase III with relevant baseline data (to be collected over time if necessary for cost-effectiveness); setting realistic targets that are aligned with NDPW's planned outputs; identifying objectively verifiable performance indicators that comply with SMART principles; and preparing work plans that reflect deliverables, targets and achievement indicators in line with the new log frame.	Implemented	Implemented	The log-frames of Phase III count with output indicators. This evaluation has not had access to any ad-hoc baseline study. Nevertheless, projects took wisely Phase II results as a baseline for similar outputs, and for new ones it was assumed that there were none.
Working closely with EDD on DySAM to assist NDPW in institutionalizing regular reporting on emerging socio-economic impact of the EPWP (i.e., in addition to employment creation which has hitherto been the only one receiving emphasis) supported by case studies and/or impact tracer studies.	Partially implemented	Partially implemented	NDPW is conducting in 2019 an impact evaluation of the EPWP.
Facilitating quarterly project progress review meetings between the Chief Director (EPWP- infrastructure sector); the CTA (National); respective EPWP Provincial Coordinators and TAs in KZN and EC - for purposes of exchanging information and guidance on implementation strategies and plans.	Implemented	NOT APPLICABLE	ILO project team is embedded in DPW and works closely with the Chief Directorate of infrastructure and his team; having formal and informal meetings periodically, including quarterly reports.
<b>4. Impact Orientation and Sustainability:</b> Promote prospects for sustainability and impact of project interventions through:			
Provision of support to NDPW/LDPWRI towards enhancing the sustainability of project activities to create longer term work opportunities and promote sustainable livelihoods.	Partially implemented	Partially implemented	The goal of the EPWP is not to create long term work opportunities.
Provision of requisite technical support to NDPW/LDPWRI in developing and operationalizing appropriate mechanisms for knowledge transfer to implementing bodies and in formulating comprehensive project sustainability and exit strategies.	Partially implemented	Partially implemented	There have been important efforts to ensure the mechanism of knowledge transfer (ex. the ILO online training developed for EPWP). The third phase of the projects did not include exit strategies.
Ensuring the provision of a dedicated technical team of local counterpart staff (with demonstrated passion, self-drive and	Not implemented	Not implemented	There is a constant request of the ILO Tas not fully



Recommendation	Level of implementation		Comments
	National	Limpopo	
commitment to EPWP) by NDPW to under-study ILO technical support and providing the team with relevant incentives (e.g. ring-fencing project budget, providing appropriate working environment, and training etc.) to ensure sustainable development of in- house capacity.			implemented by the government counterparts.
<b>5. Advocacy:</b> Promote broad-based “buy-in”, ownership and support of the ILO TA Project support to NDPW, and by extension EPWP, by stepping up support on advocacy campaigns to enhance a change of mind-set and compliance with EPWP principles and regulations among all stakeholder organisations, and in particular among implementing agencies, municipalities, consultants, mentors and contractors.	Implemented	Implemented	Advocacy has been a strong strategy in the third phase of the Project.
<b>6. Project Roll-Out:</b> The ILO TA team to support NDPW in working out a roll-out strategy and exploring possible areas to replicate the EPWP LI employment creation development model, and in so doing take into account lessons learned during phases 1 and 2.; Tthe need to use the demand-driven approach (for enhanced ownership and demonstration of commitment – e.g. as has been shown by NW, FS and WC provinces); the need to give priority to provinces willing to fund the programme,; and the need to host ILO TAs in departments/institutions where they are likely have the greatest influence and impact in terms of capacity building and driving forward the EPWP Agenda.	Partially implemented	NOT APPLICABLE	The ILO team and NDPW have continued to promote LIM and have evolved, considering lessons learned during phases 1 and 2. Projects have worked on a demand-driven approach. There is a political and technical decision not to open ILO support similar to the Limpopo province. The ILO TAs were already in departments/institutions where they are likely to have the most significant influence and impact in terms of capacity building and driving forward the EPWP Agenda in Pretoria and in Limpopo Province.

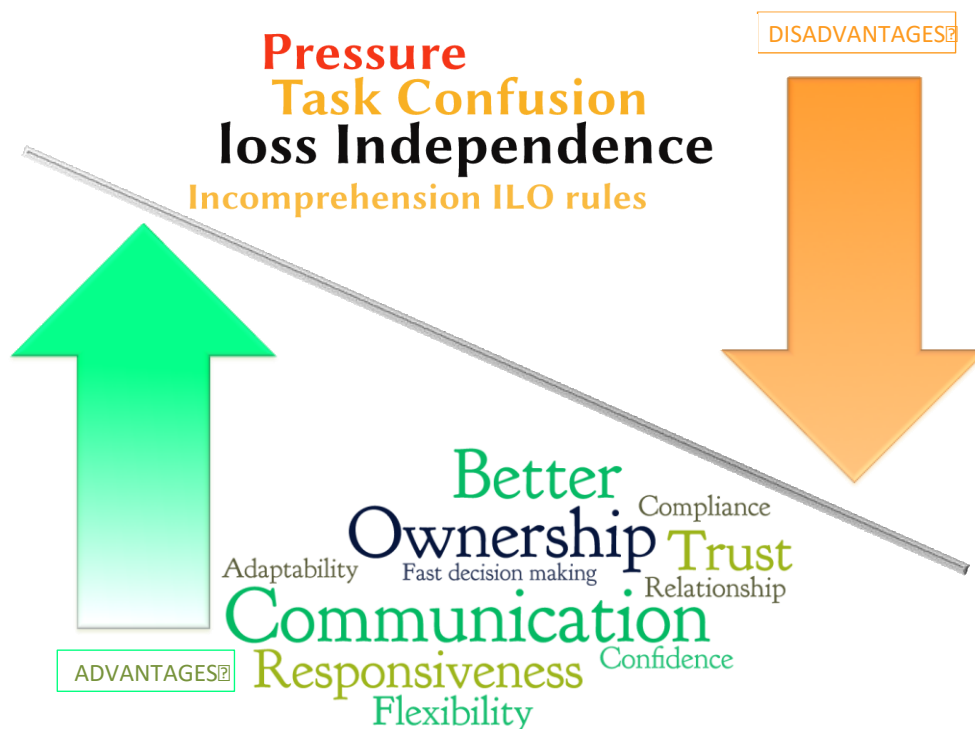
Source: Evaluation mission

#### 5.4. South African government recipient and donor: impulse effectiveness

The evaluation found that there are advantages and disadvantages to the fact the ILO teams are embedded within the DPW/LDPWRI as shown in the figure.



Figure 9: Advantages and disadvantages of project team embedded into NDPW



Source: Evaluation mission

The evaluation, according to the different sources including individual interviews, has identified four main disadvantages of the location of the projects within the public institutions; fortunately, all of them could be mitigated with the advantages, especially with improved and appropriate communication, information and adaptability of all the stakeholders involved.

Among the advantages, ownership and fluid communication have facilitated the skill transfer and indirect training and fruitful feedback between ILO team and DPW/LDPWRI officials

### 5.5. Effectiveness of institutional arrangement

According to the sources met during the mission, the fact that the national component is embedded into the Chief Directorate of Infrastructure has produced some misunderstanding to other sectors regarding the scope of ILO support, whether they can or cannot ask for ILO assistance. This has been mitigated as ILO is seated in the same building of other Directorate and the personal relationship has allowed informal communication to identify demands and support needs. ILO have not clarified its role yet, however this evaluation did not find evidence to understand this ambiguity.

## **6. Impact: To what extent SA institutions and different stakeholders are more prepared to implement EIA and LI programs and projects?**

It is a complex, difficult task to assess the impact of the projects and is out of the scope and the means of this evaluation due to the resources and the time available. However, there are some elements that this evaluation has found during the country's mission and the desk review. The online survey addressed 152 EPWP stakeholders, randomly selected among more than 3000 trainees, receiving only ten answers, so the results are just anecdotic. However, what is interesting is that respondents are coming from very different stakeholders: one consultant, one contractor, two public staff members on technical support, three people in management positions in a public institution, two people working in EPWP coordination and one in another post.

The respondents of this survey estimate that they have improved their knowledge about LIM 7 points out of 10 on average, almost the same rate that the respondent of the face-to-face interviews.

The impact of the ILO support is linked and interrelated to the sustainability of the projects' results.

## **7. Sustainability beyond the project's lifespan.**

This section analyses the sustainability of the projects' results, given the long-term implementation of these projects. Primary data sources used in this section are the field visits, interviews, and the documents' review.

This section responds to the evaluation questions regarding the practical risk analysis, assessment, and monitoring system as well as whether the projects' outcomes were achieved in a sustainable manner, that enables continuing benefits beyond the project's lifespan, and to what extent will national institutions be likely to further the projects' results without external support. Finally, there is the question about the exit strategy.

The evaluation finds that the likelihood of sustainability of the ILO results achieved is mixed.

**Key findings:**

- The degree of ownership of the DPW/ LDPWRI enhances monitoring and SA- ILO communication.
- The pro-doc included the risks assessed, and since then, the projects' report on them. It seems that the risks continue five years later, without any new upcoming threat and without losing any either which makes us wonder to what extent risk analysis is a deep and consensual exercise
- There are deliverables of the project that will remain, and as far as they are applied, they will ensure its sustainability: these are the manual, guidelines, papers and training material elaborated or customized for the EPWP. However, ownership of these materials by EPWP coordinating and implementing bodies needs to be enhanced.
- EPWP started as a temporary initiative to tackle unemployment, but 15 years later, unemployment has increased, and EPWP is now an established and consolidated program, with no exit strategy. It is a common perception that ILO support projects are running with EPWP and last as much as the government program, that's why there is not an exit strategy.

## 7.1. Monitoring system including risk analysis

This evaluation had access to nine progress reports for each project since the beginning of the 3<sup>rd</sup> Phase in 2015. These reports constitute the primary monitoring mechanism of both projects. There is a thorough description of all their activities and their level of implementation in comparison with the initial targets of 2015. The national project that included in its pro-doc objectives indicators doesn't report them.

There are biannual meetings at a national level with the participation of the main stakeholders forming the Steering Committee: including NDPW, CTA's of the two projects, TBO, and national ILO project team. There is also biannual meeting in the Limpopo province with all ILO project team and the Chief Director of EPWP.

The monitoring is enhanced principally by two reasons:

- Project teams are embedded in the DPW, they are working together, and there are constant coordination and collaboration interactions.
- Interrelated to the previous idea, there is the fact that the communication with donors; DPW /LDPWRI, is frequent and based on mutual trust.

Since the project's formulation, there is a risk analysis identified in the pro-doc reflected in each progress report. One can define risk assessment as the determination of the quantitative or qualitative value of risk related to a concrete situation and a recognized threat.

The National Component identified in the PRODOC four categories of risk regarding Sustainability: Development, Implementation Assumption, and Management. A total of nineteen threats were found that could jeopardize the project's results. Since the progress report of the period, April- November 2015, the risk passed from nineteen to seven, and the level of risk has changed over the years, (see annexe 8A). The evaluation couldn't find the reason behind this risk reduction. The analysis proposes strategic lines of activities to mitigate each risk, rather than a description of any specific measure to minimize the threat.

The Limpopo Project detected ten main risk assumptions in the PRODOC with mitigation measures and the responsibility to implement them, but the level of risk hadn't been identified yet (see annexe 8B). Then in June 2016, the progress report began including 5 risks, as the project start to track the risks under the project's control that is in line with good Project Management Practice; and started to rate the level of each risk. During the following years, the risk-levels have changed. The specific and concrete measures are proposed, mainly addressed to the government.

## 7.2. The knowledge created will remain.

The question of the sustainability of the results must be analysed from different points of view. As pointed out before, the question of skills transfer is a significant concern that appears first when asking about sustainability, yet when this initial concern is addressed, many results come to people's mind.

For example, most of the interviewees appreciate the guidelines elaborated and their advocacy and communication by the project. There are also research papers, EPWP training material, and the knowledge produced by the projects or with a substantial contribution from them. All this knowledge remains to facilitate the EPWP implementation. Nevertheless, to have an impact on sustainability, the EPWP's ownership of this knowledge must be enhanced, and the institutions must understand that these documents are not ILO, but EPWP materials and that a real hand-over must take place.

On the other hand, over the last 15 years, the projects have trained more than 7000 people around the country. The people trained might no longer be working in the same position or doing the same kind of work. Besides the constant turnover of people, there is also another structural characteristic of South Africa, which is that even though people may move quickly from one position to a better one, there is also a trend of remaining in the country. There is not much emigration, just about 1%, and the majority are white people emigrants. So, the people trained by the project are still working in the country, and it is assumed that they might be using the knowledge gain.

However, besides all the training and manual, guidelines, etc. produced, the role of ILO is still needed, in part because DPW and LDPWRI are relying on ILO to fulfil some activities that they have been doing from the beginning; in part, because nobody is really taking over ILO role even though some national officials who are beginning to fulfil co-training roles. Most stakeholders think that without ILO, the work continues, but it would be more challenging and demanding. In addition they feel confident to have access to ILO support when needed.

## 7.3. Exit strategy

The EPWP was created as a temporary initiative, with the belief that when the economy would improve performance more than 5% of the GDP by 2013, the EPWP would be gone. However, the economy has performed much less, with an average growth per year of 1.2%, 15 years later of its creation the EPWP, and the ILO projects supporting it, are still there.

It seems, according to most of the interviewees, that if EPWP continues, ILO support continues with it: each EPWP new phase has incorporated new challenges and unique needs of support from ILO. The next stage requires more strategic support and policy advisory. There is an

interdependency between ILO and EPWP and there is no need, neither effort, to exit from ILO's support.

## 8. Gender approach; Decent Work and International Labour Standards

This final chapter will answer the evaluation question referring to gender and human rights/labour standards.

### Key findings:

- The degree of commitment of the projects with gender mainstreaming could not be established by this evaluation. No adequate resources are included in the budget nor in the logical framework to address gender issues or promote gender equality.
- These projects are supporting the EPWP and SA government to further develop the Labour International Standards already ratified, and ensuring that these principles are respected and promoted

### 8.1. Gender specificities in projects' design and implementation

The evaluation assessed the gender dimensions of the projects. Findings concerning gender are almost inexistent. The PRODOC of the National component includes one sentence about promoting gender equity and mentions five times the word "women" normally referring to the EPWP target beneficiaries. Eight is the number of times mentioned the word "women" in the Limpopo's PRODOC, also in the projects' background. However, this project includes "promoting gender equity" as part of its "six-pronged approach"<sup>9</sup>.

None of the projects include an explicit, or even implicit, gender approach, nor provisions for addressing specific gender and inclusion related objectives/activities.

The evaluation analysed the document produced of supporting by ILO projects and the gender approach is missing; only mentioning "women" when referring to the EPWP official target. Only in the Technical Brief number 6 "Common myths about labour intensive methods" there is a mention of gender equality as one of the advantages of using local resources and LIM. According to the country mission findings, none of the respondents recognizes gender expertise within the ILO projects. The projects' teams understand the need to promote and include the gender approach and the need for expert support.

The direct beneficiaries of the projects are national institutions and implementing bodies of the EPWP; in this regard, there is understandably no direct targeting of women. There could be, however, an explicit strategy to integrate gender approaches in the LIM promoted and the documents elaborated with the appropriate expertise ad-hoc.

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<sup>9</sup> Page 15, ILO Limpopo Prodoc Phase III

## 8.2. Decent work agenda and International labour standards

South Africa has ratified 23 International Labour Convention and has 20 in force, including all eight core ILO labour standards:

1. Freedom of association and the right to collective bargaining (convention numbers 87 & 98)
2. Elimination of discrimination in employment (100 & 111)
3. Elimination of forced and compulsory labour (29 & 105)
4. Abolition of child labour (138 & 182)

The EPWP as supported from its conception for ILO has promoted and supported these core labour standards. ILO has been supporting National Department of Public Works since 1995<sup>10</sup> in the development of appropriate labour standards, specially regarding Labour Intensive construction methods, and all this experience has continued and incorporated into the EPWP.

During the last 15 years these two ILO's projects have supported SA to comply with these international conventions and have promoted always the implementation of ILO Labour standards. The main contribution of the last phase under evaluation are the elaboration of the EPWP recruitment guidelines and the increase of the EPWP minimal wage.

Furthermore, the two projects are contributing to the South Africa Decent Work Country program' (DWCP) priorities and outcomes in the following areas:

- Employment Promotion - Strengthening national capacity for the adoption of labour intensive methods to implement employment-intensive infrastructure programmes that also integrate rights, social protection and social dialogue aspects of the Decent Work Agenda. More women and men with emphasis on Youth, have access to productive and decent employment through inclusive job-rich growth.
- Strengthening skills and Youth Development.

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<sup>10</sup> [https://www.ilo.org/global/topics/employment-intensive-investment/countries/WCMS\\_327100/lang-en/index.htm](https://www.ilo.org/global/topics/employment-intensive-investment/countries/WCMS_327100/lang-en/index.htm)

## Section III: Conclusions, recommendations, lessons learned and good practices

### 9. Conclusions

Based on the main findings summarized at the beginning of the findings' section for each evaluation criteria, the following conclusions emerge.

#### Relevance

1. ILO is working on a demand-driven approach for all the components in the project. ILO support is highly appreciated and still needed according to the evaluation sources. However, there is a misunderstanding of what ILO is doing or should be doing. Most people don't know about the funding of the project, or its scope, and the formulation process is quite contained.
2. Projects have made a significant effort to identify indicators and to articulate a logical framework. There is the need to elaborate a Theory of Change or a systemic approach that defines how to reach the project's outcome, and how these outcomes would contribute to achieving its objectives and its monitoring.
3. The institutional arrangement of the national component is very controversial and could limit the scope to the EPWP assistance.
4. After 15 years of implementation, project relevance remains high and aligned with national and international priorities.
5. The lack of results and objectives linked to a budget makes it difficult to analyse the suitability of the projects' resources to achieve the expected goals. In the short term this will be mitigated with the present deployment of the new IRIS budgeting system.

#### Efficiency

6. The relation value-money, even though difficult to calculate, seems to be more than acceptable according to the different components of the project.
7. The projects are efficient, having a high response capacity, which could be compromised in the future with the incorporation of the new ILO management system (IRIS). It would be necessary to inform the main counterparts to avoid bottlenecks or "disappointing situations".

#### Effectiveness

8. In general, ILO projects have been very effective achieving the expected outputs and outcomes.
9. The political and strategic support component is critical to EPWP support and is expected to continue growing in the next phase.
10. Training is the critical component to enhance capacities and ensure skills' transfer. Projects have successfully realized the outputs expected, but the outcome achievements have remained very low. The projects need to identify, clear, measurable and defined goals to understand how and to what extent institutional capacities are going to be enhanced. Public institutions would need to ensure the appropriate conditions to facilitate the skills' transfer.

Also, it would be necessary for NDPW/ LDPWRI to own the training materials and promote the EPWP-ILO online training to all EPWP practitioners, maybe as a pre- requisite to attend a face-to-face training. Which will also allow to establish new training subjects or deepen the basic existing ones.

11. As the projects work closely and in close collaboration, it is questionable and some sources qualified as “not relevant”, neither for the projects nor for the country, to work in parallel in the establishment of two LITCs in South Africa. Would not it be better to collaborate in a one unique LITC pilot experience, and according to the results in the medium run to replicate it in other provinces?.

12. Project effectiveness boosted by being the same institution both the donor and the recipient.

13. Effective demand-driven backstopping from DWT in Pretoria.

14. The recommendations of the previous 2014's evaluation were mostly considered with different levels of implementation in the third phase of the project.

15. The constant and open communication with the donor promotes effectiveness to achieving the results reflected in the ToC.

**Sustainability**

16. The sustainability of the projects’ results is ensured mostly through all the EPWP materials, documents and guidelines produces. However, despite the quantity of people trained (more than 6000) the enhancement of institutional capacities remains a challenge.

17. The lack of exit strategy for the projects is a reflection of the initial spirit of the EPWP and its lack of future time limit. However, there are some initiatives to ensure sustainability and career pathing like learn-ship programs, NYS, enterprise development)

**Gender**

18. Despite the awareness and acknowledgment of the importance of the integration of the gender approach by the projects’ team, this approach is not reflected either in the PRODOCs or in the materials produced by it. Additional support in the gender area would be more than desirable.

**10. Recommendations**

Once gathered the main findings and conclusions, the following recommendations are made. Again, the logic between the main evaluation findings, the conclusions, and these recommendations is explicitly presented in Table 10 below.

**R1: Open-up the formulation process:** A more consultative, participative and transparent exercise needs to be implemented to allow stakeholders from other sectors outside infrastructure to understand the scope of the project and contribute financially to obtain the support required.

Addressed to	Priority	Resource	Timing
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ILO project team and DPW/ LDPWRI	High	Low	Short-term Before the end of 2019, while the ILO project is being formulated
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**R2: Develop a coherent a comprehensive Theory of Change of the project:** clearly define goals, objectives, outcomes, outputs and activities and the causal relationship among them. ToC must be realistic considering the five years' time frame and the resources available, including Outcome indicators.

Addressed to	Priority	Resource	Timing
ILO project team and DPW/ LDPWRI	High	Low	Short-term By December 2019

**R3. Move the location of the ILO's national project** from under the CD of Infrastructure to under the DDG of the EPWP, who will appointed a focal point, to ensure proper, timely and adequate support to other EPWP sectors besides infrastructure.

Addressed to	Priority	Resource	Timing
DPW	High	None	Short-term Beginning of next phase

**R4. Establish SMART outcomes and outputs:** Include outputs and outcomes in the PRODOCs and in the annual plan, with an associated budget, to facilitate monitoring and future evaluations, in addition to having adequate information when making decisions.

Addressed to	Priority	Resource	Timing
ILO project team	High	Low	Short-term By December 2019 include in the pro-doc. Medium term; include in every annual plan

**R5. Establish a skill transfer and training strategy with a realistic time objective of 5 years;** in order to understand what the project intend to do and what it should be the level of capacity that will remain within the institutions, in other words: the final outcome of the training, It is recommended that the project develop and strategy with an achievable goal, maybe with a structured and continuous training.

Addressed to	Priority	Resource	Timing
ILO project team and DPW/ LDPWRI	High	Low	Short-term By December 2019 (include the strategy in the pro-doc) Medium-term (develop a real training strategy road map within the first year of the next phase)

**R6. Establish the technical human resources** to ensure the conditions needed for the skills transfer.

Addressed to	Priority	Resource	Timing
DPW/ LDPWRI and to provincial department:	High	Medium	Short-term

**R7. Develop a unique LITC pilot jointly by the two projects:** For efficiency and effectiveness purposes, both projects should join efforts and collaboration to develop a South African pilot Labour-Intensive Training Centre, before replicating the experience in other parts of the country.

Addressed to	Priority	Resource	Timing
ILO project team Steering Committees	Medium	Low	Short-term

**R8. Appoint skilled technical counterparts** to work directly with the ILO, to enhance and ensure sustainability of projects' results and the continuity of interventions.

Addressed to	Priority	Resource	Timing
DPW/ LDPWRI LDPWRI and provincial departments hosting TAs of the national project	High	Medium	Short-term

**R9. Develop an exit strategy for the next phase,** involving different stakeholders with objectives within a short and long-term time frame.

Addressed to	Priority	Resource	Timing
ILO project team and DPW/ LDPWRI	Medium	Low	Short-term (include the strategy in the pro-doc) Medium-term (develop a real exit strategy road map)

**R10. Include gender approach** in the ILO project and support gender mainstreaming into EPWP, considering budget for gender expertise ad-hoc.

Addressed to	Priority	Resource	Timing
ILO project team and DPW/ LDPWRI	Medium	Medium	Short-term By December 2019

Figure 10: Summary of key findings, conclusions, and recommendations

	Key findings	Conclusions	Recommendations
RELEVANCE	The project works on a demand-driven basis, which gives it great adaptability and flexibility. The ILO project is appreciated for its high and rapid responsiveness and reaction. People are satisfied with ILO support despite their unawareness of the projects' scope	1. ILO is working on a demand-driven approach in all of the components of the project. There is a misunderstanding of what ILO is doing or should be doing. Most of the people don't know the funding of the project, both its scope, and the formulation process is quite contained.	<b>R1: To the ILO projects team and DPW/ LDPWRI: Open-up the formulation process:</b> more consultative and a participative a transparent exercise to allow stakeholders from other sectors outside infrastructure to understand the scope of the project and contribute financially to obtain the support required.
	The formulation process is very close with quite limited participation of most of the stakeholders, however most of the interviewees are satisfied with the ILO project capacity to answer their needs.		
	The projects' intervention logic (Theory of Change) underpinning the implementation is shows coherence and suggested that the results-chain leads to a common goal: Support the implementation in very different ways. The goal of the project is a process itself, not a specific and establish target goal.	2. Projects have made a significant effort to identify indicators and to articulate a logical framework. There is a need to elaborate a Theory of change or a systemic approach that define how to reach the outcomes of the project, and how these outcomes would contribute to the achievement of the objectives and its monitoring	<b>R2: To ILO projects team and DPW; Develop a coherent a comprehensive Theory of Change of the project:</b> clearly define goals, objectives, outcomes, outputs and activities and the causal relationship among them. ToC must be realistic considering the five years time and the resources available, and including Outcomes indicators
	Pro-docs mark the guidelines and strategies for action, but without defined objectives		
	The finding regarding the adequacy of the projects' resources remains a qualitative and subjective data based on testimonials. There are neither plans nor outputs linked to a budget.		
Institutional arrangements prove to be relevant for initial Phase III of the projects, however in the last years there is a claim for change to be taking into consideration	3. The institutional arrangement of the national component is very controversial and could limit the scope to the EPWP assistance, affecting the relevance, the efficiency and the effectiveness of the project results	<b>R3. To DPW: Move the location of the ILO's national project</b> from under CD of Infrastructure to under the DDG of the EPWP, to ensure proper, timely and adequate support to the others EPWP sectors	

	Key findings	Conclusions	Recommendations
	<p>Projects supports national priorities and are aligned with SDG 8 and some key focus areas of the past UNSCF.</p> <p>There is a constructive interaction with other ILO's projects in the country and also with other programs or projects supporting EPWP or related to it.</p>	4. After 15 years of implementation, the relevance to the project remain high and aligned with national and international priorities	(no recommendation)
Efficiency	According to the sources the projects resources are adequate to achieve the expected results. However, there is quantitative data to support this statement as there are not activities, outputs or outcomes linked to a budget.	5. The lack of results and objectives linked to a budget makes it difficult to analyse the suitability of project resources to achieve the expected goals	<p><b>R4. To ILO projects team and DPW: Establish SMART outcomes and outputs:</b> Include in the PRODOCs and in the annual plans outputs and outcomes with an associated budget, to facilitate monitoring and future evaluations, in addition to having adequate information when making decisions</p>
	According to the donor, which in this case is also the recipient, the quality-price ratio of the projects is very high, despite being an expensive project, especially taking into account the dollar-rand exchange rate, the price-quality ratio is very high.	6. The relation value-money, even though it is difficult to calculate, seems to be more than acceptable according to all the different components of the project.	
	Thanks to the efforts and availability of the ILO country office, no interviewee has been able to identify any bottlenecks in the implementation of the projects		
	The rapid response capacity of ILO and its efficiency is one of the elements best appreciated by stakeholders. This is partly due to the integration of the project teams in the Department of Public Works and the lack of knowledge of the counterparts on the ILO's administrative procedures: In such a way that in order for the projects to be able to respond as expected, The ILO country office needs to lighten administrative procedures and boost efficiency.	7. The projects are efficient and with high response capacity, which could be compromised in the future with the incorporation of the new ILO management system (IRIS). It would be necessary to inform the main counterparts to avoid bottlenecks or disappointing situations	
Effect	The direct outcome identified in the reconstructed ToC has been achieved, as have the result indicators of the national PRODOC.	8. In general, ILO projects have been very effective achieving the expected outputs and outcomes	(no recommendation)

Key findings	Conclusions	Recommendations
The political and strategic support is the component that has obtained important and recognized results, which are expected to be consolidated in the next phase of the projects	9. The political and strategic support component is critical to EPWP support and it is expected to continue growing in the next phase	(no recommendation)
The online training, developed and customized for EPWP is underused and should be scaled-up, as an affordable and accessible tool.	10. Training is the critical component to enhance capacities and ensure skills transfer. Projects have successfully realized the outputs expected, but the outcome achievement has remained very low. The projects need to identify clear, measurable and defined goals to understand how and to what extent institutional capacities are going to be enhanced. Public institutions would need to ensure the appropriate conditions to facilitate the skills transfer. Also, would be necessary that NDPW/ LDPWRI own the training materials and promote the EPWP-ILO online training to all EPWP practitioners, maybe as a pre- requisite to attend a face-to-face training. Which will allow also establishing new training subjects or deepening the basic existing ones.	<b>R5. To ILO team projects: Establish a skill transfer and training strategy with a realistic time objective of 5 years;</b> in order to understand what the project intend to do and what it should be the level of capacity that will remain within the institutions, in other words: the final outcome of the training, It is recommended that the project develop and strategy with an achievable goal, maybe with a structured and continuous training.
ILO has trained more than 4000 people in national and international training, defined as a high quality, however the skills transfer is very weak. The lack of a defined training strategy is the main internal factor to that weakness, but there are elements outside of the project teams' control that are the decisive factors in the stagnation of the skills transfer.		<b>R6. To DPW/ LDPWRI and to provincial department: Establish the technical human resources</b> to ensure the conditions to the skills transfer needed.
The two projects are promoting two Labour Intensive Training Centre in the country, one at national level in Free State Province and other at provincial level in Limpopo	11. As the projects work closely and in close collaboration, it is questionable and not relevant, neither for the projects nor for the country, to work in parallel in the establishment of two LITC in South Africa. It would be better to collaborate in a LITC pilot experience, and according to the results in the medium term to replicate it in other provinces	<b>R7. To projects Steering Committees: Develop a unique LITC pilot jointly by the two projects:</b> For efficiency and effectiveness purposes, both projects should join efforts and collaboration to develop a South African pilot Labour-Intensive Training Centre, before replicating the experience in other parts of the country.

	Key findings	Conclusions	Recommendations
	ILO embedded under the infrastructure sector has limited the effectiveness of the ILO support to the EPWP other sectors besides infrastructure	3. The institutional arrangement of the national component is very controversial and could limit the scope to the EPWP assistance, affecting the relevance, the efficiency and the effectiveness of the project results	<b>R3. To DPW:</b> Move the location of the ILO project from under CD of Infrastructure to under the DDG of the EPWP, to ensure proper, timely and adequate support to the others EPWP sectors
	There are significant advantages but also surmountable disadvantages in the fact that the projects donor and recipient is the DPW/LDPWRI	12. Project effectiveness boosted by being the same institution both the donor and the recipient.	(no recommendation attached)
	Effective demand-driven backstopping from DWT in Pretoria	13. Effective demand-driven backstopping from DWT in Pretoria	(no recommendation attached)
	The recommendations of previous 2014's evaluation were mostly taken into account with different level of implementation in the third phase of the project.	14. The recommendations of previous 2014's evaluation were mostly taken into account with different level of implementation in the third phase of the project.	(no recommendation attached)
	The constant and open communication with the donor promotes effectiveness to achieve the result explained by the ToC	15. The constant and open communication with the donor promotes effectiveness to achieve the result reflected in the ToC	(no recommendation attached)
Sustainability	The degree of ownership of the DPW/ LDPWRI enhance monitoring and SA- ILO communication; The pro-doc included the risks assessed, and since then, the projects' report on them. It seems that the risks continue five years later, without any new upcoming threat and without losing any either. Which makes us wonder to what extent risk analysis is a deep and consensual exercise	16. The sustainability of projects results is ensure regarding mostly all the EPWP materials, documents and guidelines produces. However, despite all the people trained the enhancement of institutional capacities remains a challenge.	<b>R8. To LDPWRI and provincial departments hosting TA of the national project: Appoint skilled technical counterparts</b> to work directly with the ILO, to enhance and ensure sustainability of projects results and the continuity of interventions
	There are sustainable outputs of the project that will remain, and as far as they are applied, they will ensure its sustainability: these are the manual, guidelines, papers and training material elaborated or customized for the EPWP. However, ownership of these materials by EPWP coordinating and implementing bodies needs to be enhanced.		

	Key findings	Conclusions	Recommendations
	<p>EPWP started as a temporary initiative to tackle unemployment, but 15 years later, unemployment has increased, and EPWP is now an established and consolidated program, with no exit strategy. It is a common perception that ILO support projects are running with EPWP and last as much as the government program, that's is why there is not an exit strategy.</p>	<p>17. The lack of exit strategy for the projects is a reflection of the initial spirit of the EPWP and ts lack of future time limit.</p>	<p><b>R9. To ILO and DPW:</b> to develop an exit strategy for the next phase, involving different stakeholders with objectives at short-term and in the long-term</p>
Gender	<p>The degree of commitment of the projects with gender mainstreaming could not be established by this evaluation. No adequate resources are included in the budget nor in the logical framework to address gender issues or promote gender equality.</p> <p>These projects are supporting the EPWP and SA government to further develop the Labour International Standards already ratified, and ensuring that these principles are respected and promoted</p>	<p>18. Despite the awareness and acknowledgment of the importance of the integration of the gender approach by the project team, this approach is not reflected either in the PRODOCs or in the materials produced by it. Additional support in the area of gender would be more than desirable.</p>	<p><b>R10. To ILO and DPW: Include gender approach</b> into the ILO project and support gender mainstreaming into EPWP, considering budget for gender expertise ad-hoc.</p>

## 11. Lessons Learned and good practices

This section has two parts, the first including the lessons learned and good practices and a second part with the lessons learnt identified by the projects' teams.

**Lesson 1:** The donor relies on ILO's quick response even if the request is out of the scope of the project. The ability of ILO projects, supported by the Country Office, to quickly respond to the Government needs and last minute requests has enhanced legitimacy and credibility to this technical assistance.

**Lesson 2:** The ILO international experience and expertise on EPWP is requested by South Africa national institutions on labour intensive methods and other subjects related to EPWP. National institutions rely on ILO support to rapidly identify at international level the expertise and experiences for EPWP implementation.

The evaluation identified two good practices concerning project implementation.

**Good practice 1:** Actively participating in the formulation process of the National Program places the ILO project in a privileged place to support the subsequent implementation of the aforementioned program

**Good practice 2:** The projects have the ability and capacity to put on the table and lobby to introduce issues that were not addressed by the EPWP but whose need is real, thanks to their independence as an international organization. As an example, it could be mentioned the elaboration of the national policy, or the problem on the ground around the country of the lack of mechanism to enforce the compliance with the LI requirements

*(Refer to Annexe 3 for details)*

Over the years the projects' team have identified a series of lessons learnt, which, according to this evaluation, is an excellent summary of the reality on the ground and the actual moment of the projects. The figure 11 is a compilation of the lesson learned identified in the progress report of both projects.

**Figure 11: Projects' lessons learned compiled**

7. Lessons learned	
<b>Context and implementing environment</b>	<p>1. Positive political will at the level of President has given the EPWP visibility. The program is operating in a constrained fiscal space.</p> <p>2. The project has strong support and commitment from both National and Provincial Governments which is evidenced by the continuous demand for ILO services since 2005 and in the Gundo Lashu era. However, the highly developed construction industry in South Africa with an environment of relative abundance and readily available light, medium and heavy plant/machinery/equipment even in remote rural areas, makes the promotion and optimization of employment intensive approaches very daunting especially in the infrastructure sector. Therefore, there is a need for continued and deliberate effort by the Authorities (through policy shifts and other means) and private sector to realign investment in infrastructure and other job-rich sectors to optimize employment and skills development opportunities for the disadvantaged communities in the country. There is still an acute shortage of LIC skills in the market resulting in relative inefficiencies of EPWP Projects. Conversely, there is a market for the wide scale development of LIC skills in South Africa and efforts to harness this will continue to be explored.</p> <p>4. ILO has pioneered a study of Construction n value chains from extractive industries to construction should be undertaken and opportunities for SMMEs identified. Low level technologies should be</p>



	<p>developed so that HDIs are not only involved as unskilled employees and emerging Contractors in the Programme but also as extractors of materials (e.g. cobble stones, granite), manufacturers, wholesalers, logistics companies and retailers of construction materials.</p>
<b>Project strategy and design</b>	<ol style="list-style-type: none"> <li>1. Project strategy and workplan alignment with partner planning cycles enhances the effectiveness of the technical assistance.</li> <li>2. Allocating ring fenced funds to the ILO for engagement of specialists input for the design of the next phase of the EPWP was great foresight and is recommended for the proposed ILO support to the next phase of the program.</li> <li>3. The Project has historically concentrated efforts towards enhancing the capabilities of technical Staff (Engineers, Project Managers and Built Environment Professionals) and their affiliated support structures. This has worked well in cementing LIC and EPWP principles to these critical stakeholders. However, very limited efforts have been made to capacitate Supply Chain Management (SCM) practitioners. Therefore, there has been a wide gap between the two groups which needs to be closed to ensure progress and efficiency in project implementation.</li> <li>4. The ILO traditional model of employing counterparts to understudy ILO Advisers appears not to be feasible in South Africa. This may be, partly, due to the fact that the job market is active and potential counterparts can relatively easily get rewarding “permanent” employment in the Public and Private sector compared to ILO fixed term contracts. The job market for younger engineers and technicians is also vibrant making geographical mobility of skills relatively easy. Efforts will be made to give young counterparts say two year contracts or longer at competitive salary scales.</li> <li>5. The provision of technical advisory services to one sector in a multi-sectoral programme has its own challenges. The ILO’s Advisers’ focus on the infrastructure sector is diluted by bonafide requests from other sectors. In future it may be wise to provide holistic services to similar programmes by changing, amongst others, the composition of the technical assistance team.</li> </ol>
<b>Advocacy, Communications and Capacity building</b>	<ol style="list-style-type: none"> <li>1. Advocacy complements the other key result areas (policy, skills/capacity development, research and project management &amp; technical support) and vice versa and should be carried out by every team member.</li> <li>2. Advocacy is effective if effected at local, national and international fora (such as conferences and during study visits).</li> <li>3. Development of an e-learning platform enhances project reach in terms of number of people that can be trained concurrently regardless of their geographical location.</li> <li>4. Advocacy efforts of reaching Policy and Decision Makers should take place on a continuous basis. Community, Traditional and Intelligentsia are also being targeted and oriented on EPWP. Different tactics and approaches for different groups are being employed to ensure effectiveness of this effort. Frequent changes in Political office bearers need strategic approach in advocacy efforts to ensure project continuity.</li> </ol>
<b>Implementation and Institutional Arrangements</b>	<ol style="list-style-type: none"> <li>1. It is important for provincially based Technical Advisers to be hosted by departments in which they can be most effective.</li> <li>2. Institutionally, the ILO Project is linked to the EPWP directorates of NDPW and LDPWRI who are respectively charged with the responsibility of overall national and provincial coordination and implementation of EPWP. Being housed in government offices provides the Project staff easy access to political and administrative offices, giving us a vantage position to better understand government processes and plans, and thus easily facilitating ILO’s operations. However, due to ILO’s non-implementing role, its advisory services are mostly demand-driven disrupting project outputs as the project team has no control over actual Programme implementation processes and outputs. Moreover, unlike unitary forms of government in most developing countries, South Africa’s semi-federal system with autonomous three spheres of government (national, provincial, and local), does not give NDPW and LDPWRI the full EPWP oversight authority over implementing public bodies of the three spheres of government, thus making enforcement of EPWP compliance an up-hill task. The above thus indirectly affect the ILO Project delivery. It is anticipated that the EPWP Policy (currently under formulation) will to a certain extent help to overcome some of these challenges. Furthermore, due to capacity challenges at LDPWRI’s EPWP Chief Directorate, the proximity of the ILO team leads to them being co-opted into quasi line function activities which may affect project outputs.</li> </ol>
<b>Any other areas</b>	<ol style="list-style-type: none"> <li>1. The ILO Team cannot reach every corner of the country; hence it is important to develop guidelines, train partners and adopt technology such as e-learning modules to achieve a wider reach.</li> </ol>

	2. The Project team, housed in government offices provides access in influencing EPWP policy formulation, strategies, and plans.
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Source: Evaluation mission based on information on the progress report

## Annexe 1: Terms of Reference

### Terms of Reference for the Project EPWP phase III ILO Technical Assistance Support to:

- 1) Implementation of the Expanded Public Works Programmes (EPWP) in the Limpopo Province, South Africa through the Limpopo Department of Public Works (SAF/04/53/SAF); and
- 2) Implementation of the Expanded Public Works Programme (EPWP) in the Limpopo Province, South Africa through the National Department of Public Works (SAF/04/54/SAF)



International  
Labour  
Organization



### Independent evaluation April – May 2019

<b>Title of project to be evaluated</b>	<b>1) Implementation of the Expanded Public Works Programmes (EPWP) in the Limpopo Province, South Africa through the Limpopo Department of Public Works; and 2) Implementation of the Expanded Public Works Programme (EPWP) in the Limpopo Province, South Africa through the National Department of Public Works</b>
<b>TC Code</b>	<b>SAF/04/01/SAF covering sub-projects SAF/04/53/SAF and SAF/04/54/SAF</b>
<b>Administrative Unit responsible for administrating the project</b>	<b>ILO DWT &amp; Country Office in Pretoria</b>
<b>Technical Unit(s) responsible for backstopping the project</b>	<b>ILO DWT &amp; Country office in Pretoria; EMP/INVEST, Geneva</b>
<b>Type of evaluation</b>	<b>Independent Phase III Evaluation</b>
<b>Evaluation Manager</b>	<b>Xu Liu, <a href="mailto:liu@ilo.org">liu@ilo.org</a></b>
<b>Geographical coverage</b>	<b>South Africa</b>
<b>Funder</b>	<b>South African Government</b>
<b>Budget</b>	<b>Project 1 (Limpopo): USD 4.3 million Project 2 (National): USD 6 million Total: USD 10,3 million</b>

## **I. Project context**

According to STATS SA the unemployment rate stood at 25.5% in 2015, which translates to 5.3 million persons. The youth are the worst afflicted, constituting 68% of the unemployed population. The Expanded Public Works Programme (EPWP) was set up in 2003 to provide poverty and income relief by creating temporary work opportunities for the unskilled, unemployed, poor and vulnerable (including the disabled).

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 (National, Provincial and Local) as well as state-owned enterprises.

EPWP is implemented in phases of five-years each and is currently in its third phase. The first phase of EPWP run from 2005-2009 and has been successfully completed achieving its target of 1,000,000 job opportunities one year ahead of schedule. A second phase was implemented from April 2009 to March 2014 with an overall national objective of up-scaling and creating 4.5 million jobs (or 2 million Full Time Equivalent). The third Phase commenced on 1 April 2014 with a target of 6 million work opportunities and will run to the end of March 2019.

Within the framework of the EPWP, and the South Africa Decent Work Country Programme (DWCP), the project's objective is "to promote employment intensive approaches in the delivery of infrastructure investments and services that create productive employment, thereby improving household incomes and enhancing sustainable livelihoods".

The International Labour Organization (ILO) is providing the technical assistance to the government of the South Africa, through the Department of Public works, in the coordination and implementation of the EPWP at the national and provincial levels. The collaboration between the two was affirmed in a Tripartite Agreement signed between the National Department of Public Works (NDPW), Limpopo Department of Public Works Roads and Infrastructure (LDPWRI) and ILO in January 2005.

## **II. ILO Technical Assistance project**

The ILO Technical Assistance project started in 2005 although its scope and focus has been continuously changed to suit the priorities and objectives of various phases of the EPWP. The project has two components, National and Limpopo province, each with its team of engineers:  
LIMPOPO Component:

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 Roads and Infrastructure (LDPWRI) 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 International Labour Organization (ILO) is providing technical assistance to the LDPWRI and initially fielded five international experts to 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 target sectors. The current project will run to March 2019 and three ILO experts are providing technical support to the implementation of infrastructure-related works. The ILO team is based at the LDPWRI offices in Polokwane, Limpopo Province.

The Immediate objectives of the project in the current period (January 2015 - March 2019) are:

- To enhance the technical support capacity of the Limpopo Department of Public Works, Roads and Infrastructure (LDPWRI) in particular, and other EPWP Stakeholders, through the development of appropriate EIA strategies and tools in the coordination and implementation of provincial EPWP;
- To increase the capability of public implementing bodies to plan, manage and implement Employment Intensive (EI) programmes and projects that incorporates good labour policies and practices, through training and institutional capacity development;

The achievement of these objectives is, however, 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.

NATIONAL Component:

A separate but complementary ILO TA team has been attached to the National EPWP since 2005. The ILO National TA team comprises four specialists: a Chief Technical Adviser (CTA) and Team Leader, two Technical Advisers (TAs) and a Training Adviser. The CTA and Training Adviser are 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 Bhisho in the Eastern Cape Province. 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 5 of the MOU (of June 2015). This however should be read in conjunction with those detailed in the original PRODOC forming part of the MOU signed in January 2005.

The NDPW requested for continued ILO's support due to an increased employment targets, diversified focus areas, general challenge in the managing EPWP as well as capacity constraint in most of the implementing bodies. Based on joint strategic review and planning by NDPW and ILO, it was agreed that ILO technical assistance to the EPWP will continue under the following thematic areas:

- Policy development and promotion

Contribution made to the development and promotion of appropriate infrastructure investment and public employment policies for the Expanded Public Works Programme (EPWP).

- Skills / Capacity Development

Knowledge, skills and technical capacity of EPWP Stakeholders in labour-intensive delivery of infrastructure investment, public employment and sustainable livelihoods programmes enhanced.

- Project Management and Technical Support

Implementation tools developed and public bodies assisted in the delivery of infrastructure projects in a manner that increases labour intensity and is compliant with EPWP and decent work principles.

- Research

Researches and studies that contribute to optimization and mainstreaming of the labour-intensive delivery of infrastructure investment, public employment and sustainable

livelihoods programmes carried out in collaboration with relevant stakeholders implementing the EPWP

- Advocacy

Adoption and application of policies, strategies, processes, good practices and tools that contribute to up-scaling the effectiveness and impact of the EPWP promoted.

The main objective of the ILO TA project is to enhance the technical capacity of the EPWP in the labour-intensive delivery of infrastructure investment and public employment programmes.\

### **III. Project management arrangement**

The project is administered in accordance with the original agreement and subsequent Memoranda of Understanding (MoU) for the both the national and Limpopo component. The project is coordinated and technically backstopped by the ILO Decent Work Team & CO - Pretoria with the support from the ILO DEV/INVEST in Geneva.

The project is managed by an two international Chief Technical Advisors (CTAs) based in the DPW offices in Pretoria and Polokwane respectively and report to the Director of the ILO DWT. The CTAs are the principally responsible for the administrative, operational and technical supervision and implementation of all project interventions.

Both ILO teams are embedded in the Department of Public Works, where office space and other facilities are provided. They also work closely and are part of many of the coordination and technical committees established by the government for the purpose of improving EPWP implementation. ILO intervention

### **IV. Evaluation background**

ILO considers evaluation as an integral part of the implementation of technical cooperation activities. As per ILO evaluation policy and procedures all programmes and projects with a budget between of USD 5 million + must have to go through two independent evaluations. Both evaluations are managed by an ILO certified evaluation manager and implemented by independent evaluator (refer to an individual evaluator or an evaluation team recruited by the ILO to conduct this evaluation. The same below).

The evaluation in ILO is for the purpose of accountability, learning and planning and building knowledge. It should be conducted in the context of criteria and approaches for international development assistance as established by: the OECD/DAC Evaluation Quality Standard; and the UNEG Code of Conduct for Evaluation in the UN System.

The two named projects are been implemented jointly and are closely interrelated. Therefore both project will be evaluated under a cluster evaluation model by which one evaluator will assess both project under one mission and one report. However, specific sections on each project will allow for specific assessment of each project objective and outputs, while joint conclusion and recommendations will be considered when this makes more sense. The evaluations of previous phases of these projects followed this practice. Phase III of the projects have been subjected in April 2019 to an independent evaluation.

In particular, this evaluation will follow the ILO policy guidelines for results-based evaluation; and the ILO EVAL Policy Guidelines Checklist 3 "Preparing the inception report"; Checklist 4 "Validating methodologies"; and Checklist 5 "Preparing the evaluation report".

### **V. Evaluation purpose, scope and clients**

Purpose:

The overall purpose of the independent I evaluation is to promote accountability and strengthen learning among the ILO and key stakeholders. The specific objectives of the evaluation are to:

- Assess the extent to which the two projects have achieved or are on track to achieve their stated objective and expected results regarding men and women;
- Identify the supporting factors and constraints that have led to them, including implementation modalities chosen;
- Identify unexpected positive and negative results of the projects;
- Assess the extent to which the projects outcomes will be sustainable;
- Establish the relevance of the projects design and implementation strategies in relation to the South Africa and ILO and UN ones such as national development frameworks, DWCP, SDGs and UNDAF;
- Assess the implementation efficiency;
- Provide recommendations to projects stakeholders to promote sustainability and support further development of the project outcomes;
- Identify lessons learned and good practices to inform the key stakeholders for future similar interventions.

#### Scope:

The evaluation will focus on phase III of the project, namely from April 2014 to the end of March 2019, assessing all the results and key outputs that have been produced in this period. The geographical scope will be in line with the Limpopo province and the national components of the project.

For all practical purposes, this ToR and ILO Evaluation policies and guidelines define the overall scope of this evaluation. Recommendations, emerging from the evaluation, should be strongly linked to the findings of the evaluation and should provide clear guidance to stakeholders on how they can address them.

The evaluation will integrate gender equality as cross-cutting concerns throughout its deliverables and process. It should be addressed in line with EVAL guidance note n° 4 and Guidance Note n° 7 to ensure stakeholder participation. Furthermore, it should pay attention to issues related to social dialogue, tripartism and international labour standards.

#### Clients:

The primary users of the evaluation are the Government of South Africa in his three roles: as financier, implementer and recipient country, the project implementing partners namely NDPW, LDPWRI as well as ILO tripartite constituents, the ILO project technical unit, the ILO CO, the ILO DWT Office in Pretoria, the ILO Regional Office for Africa (ROAF), and the EIIP technical unit in Headquarters (EMP/INVEST).

## **VI. Evaluation criteria and questions**

The evaluation will cover the following evaluation criteria (in line with the DAC criteria, UNEG guidelines and ILO evaluation policy guidelines):

- Relevance and strategic fit;
- Effectiveness of project implementation and management arrangements;
- Efficiency of resource use and project set-up;
- Impact orientation

The evaluation should consider key evaluations dimensions including Human rights, the SDGs (relevant SDGs and indicator's and the principle of "no one left behind") and ILO cross-cutting themes such as Gender and non-discrimination, Social dialogue and tripartism, Just transition to environmental sustainability and International Labour Standards.

The HR perspective in the evaluation means (i) linking the process to people, (ii) setting tools and approaches appropriate for collecting data; (iii) set-up processes of broader involvement of stakeholders, and (iv) enhance access of the evaluation results and process to all stakeholders.

A gender equality perspective implies (i) applying gender analysis by involving both men and women in consultation and evaluation's analysis, (ii) inclusion of data disaggregated by sex and gender in the analysis and justification of project documents; (iii) the formulation of gender-sensitive strategies and objectives and gender-specific indicators; (iv) inclusion of qualitative methods and use of mix of methodologies, (v) forming a gender-balanced team, and (vi) assessing outcomes to improve lives of women and men. Thus, analysis of gender-related concerns will be based on the ILO-EVAL Guidelines on Considering Gender in Monitoring and Evaluation of Projects (September, 2007). The evaluation will be conducted following UN evaluation standards and norms and the Glossary of key terms in evaluation and results-based management developed by the OECD's Development Assistance Committee (DAC).

In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation criteria and the achievement of the outcomes/ objectives of the project using the mainly , but not only, indicators in the logical framework of the project. The list of questions presented below should be reviewed and adjusted during the preparation of the Inception report. Any adjustment should be approved as part of the approval of the inception report by the Evaluation manger.

#### Key Evaluation Questions

The evaluator shall examine the following key issues:

##### 1. Relevance and strategic fit

- Has the project taken into account the needs and priorities of tripartite stakeholders and beneficiaries identified in the project document?
- 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?
- In hindsight, was the project design realistic and purposeful towards achieving its objectives? Was the project design logical?
- How well the programme complements and fit with other ongoing ILO programmes in the country?
- How well does it support national commitment to relevant SDG target and indicators?

##### 2. Effectiveness

- To what extent did the projects achieved its objectives or it is likely to by December 2019 for the national project?
- Have the project followed their Theories of change? Were the development hypotheses underpinning the logical framework supported or unsupported based on project performance data?
- Have the quantity and quality of the outputs produced been satisfactory?
- What outputs have not been produced and why?
- Have unexpected results (outputs and outcomes) were developed?
- To what extent the projects have specific targets for intended beneficiaries (women, youth, disabled) in an equally way?
- Assess the project results by geographic and sector criteria
- How effective were the backstopping support provided by ILO Pretoria and HQ in Pretoria?



- What, if any, adverse effects resulting from the project (on beneficiaries, affected communities, institutions, or other) have been identified or perceived?
  - Have the recommendations of the last evaluations been taken into account and implemented? (Please address them one by one.)
3. Efficiency of resource use
    - How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to achieve the projects objectives? 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?
    - Did the project budget made adequate provisions for addressing gender and inclusion related specific objectives/activities?
  4. Impact orientation by the project set-up, and impacts achieved vis-à-vis defined objectives and outcomes
    - Has the project contributed to achieving the proposed impacts? Is the programme strategy and programme management steering towards impact?
    - Did the project make any significant contribution to gender and inclusion related concerns within the realm of employment intensive programmes (at policy and practice levels)?
    - Has the project contributed to a significant change in practices, perceptions, technical capacity, governance or enabling environment?
  5. Sustainability of projects outcomes and impacts beyond the project's lifespan.
    - Has an effective risk analysis, assessment, and monitoring system been established and implemented?
    - Assess whether project outcomes have been achieved in a sustainable manner that enable continuing benefits beyond the project's lifespan? To what extent will national institutions and implementing partners be likely to continue the project results without external funding or support?
    - Are project beneficiaries likely to continue to feel improved conditions after the project closeout?
    - Has an effective and realistic exit strategy been developed and implemented?

## VII. Methodology

The evaluation will be carried out through a desk review, Skype interviews with ILO relevant officers in ILO in South Africa, ILO HQs and the donor; and field visit to the project sites in Limpopo Province that will cover consultations with the government, employers and workers organizations, implementing partners, beneficiaries and other key stakeholders.

The evaluation will be implemented through a consultative and transparent approach and made use of the following methods and tools:

- Desk review of literature;
- Semi-structured interviews with key informants and stakeholders;
- Focus discussions with women and men beneficiaries of the project and other relevant stakeholders as appropriate;
- Direct observation during field visits;
- Validation workshop on preliminary findings, conclusions and recommendations with all key stakeholders at the end of the field work, including tripartite partners,

implementation agencies, ILO relevant officers and donors, in South Africa and a debriefing with the project team.

#### Desk review

A desk review will analyze project and other documentation including the approved logframe, implementation plan, annual reports project deliverables and other relevant documents. The desk review will suggest a number of initial findings that in turn may point to additional or fine-tuned evaluation questions. The desk review will include briefing interviews with the project team and the donor.

This will be reflected in the Inception report that will translate the TORs in an operational work plan. The Inception report will be reviewed and approved by the evaluation manager prior to the field work phase.

#### Interviews with ILO and DPW staff

The evaluator will undertake group and/or individual interviews with the ILO staff of technical units and the field technical specialist who are involved with the management and implementation of the two components. A first meeting will be held with the ILO Director of DWT Pretoria Office, EIP Specialist, the evaluation manager, and with the Project Team. After that, the evaluator will meet relevant stakeholders including members of various committees and technical working group under EPWP, as well as project beneficiaries to undertake more in depth reviews of the respective national strategies and the delivery of outputs of the respective objectives of the project. An indicative list of persons to be interviewed will be developed by the evaluator in consultation with the project management (CTAs. This will include but not limited to:

- ILO DWT/CO: Pretoria
- ILO HQ staff: EMPINVEST/Employment Department
- ILO technical backstopping staff at Pretoria CO
- ILO Programme Staff
- NDPW
- KwaZulu Natal
- Eastern Cape
- LDPWRI and Stakeholders: See detailed list in Annex 2
- National Economic Development and Labour Council

#### Field Visits

The evaluator should undertake visits to Pretoria, Limpopo (Polokwane), KwaZulu Natal (Pietermaritzburg) and Eastern Cape (Bhisho) to interview implementing partners and key stakeholders.

The selection of the field visits locations should be based on criteria to be defined by the evaluator. Some criteria to consider may include:

- Locations with successful and less or unsuccessful results (from the perception of key stakeholders and the progress reports). The rationale is that extreme cases, at some extent, are more helpful than averages for understanding how process worked and results have been obtained;
- Locations that have been identified as providing particular good practices or bringing out particular key issues as identified by the desk review and initial discussions;
- Locations next to and not so close to main roads (accessibility).

A Stakeholders workshop will be organized in at the end of the field work in Pretoria or Johannesburg to validate findings and complete data gaps with key stakeholders, ILO staff and representatives of the donor.

The evaluation team will be responsible for organizing the workshop. The identification of the participants of the workshop and logistics will be the responsibility of the project team in consultation with the evaluation team leader.

After the workshop, a debriefing to the ILO Director of CO and the project team will take place.

#### Draft Report

After the field work, the evaluation team will develop a draft evaluation report (see Deliverables below for the report outline its content) in line with EVAL Checklist 5.

The total length of the report should be a maximum of 30 pages for the main report, excluding annexes; background and details on specific projects evaluated can be provided in the annexes. The report should be sent as one complete document. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

The Evaluation Manager will circulate the draft report to key stakeholders, the project staff and the donor for their review and forward the consolidated comments to the evaluation team. The project will translate the report into national languages, if necessary, for submission to stakeholders in the countries.

#### Final report

The evaluation team will finalize and submit the final report to the evaluation manager in line with EVAL Checklist 5. The report should address all comments and/or provide explanations why comments were not taken into account. A summary of the report, a data annex and the lessons learned and good practices fact sheets from the project should be submitted as well. The quality of the report will be assessed against ILO/EVAL's Checklist 6.

The evaluation manager will review the final version and submit to EVAL for final review. The evaluation report will be distributed to the key stakeholders to ensure enhance learning. The final evaluation report, good practices and lessons learned will be storage and broadly disseminated through the EVAL's database as to provide easy access to all development partners, to reach target audiences and to maximise the benefits of the evaluation.

### **VIII. Deliverables**

1. Inception report (with detailed work plan and data collection instruments) following ILO EVAL Checklist 3 , the report should include:
  - Description of the evaluation methodology and instruments to be used in sampling, data collection and analysis and the data collection plan mentioned above;
  - Guide questions for questionnaires and focus group discussions;
  - Detailed fieldwork plan for the three regions should be developed in consultation with the Evaluation Manager and project team;
  - Agenda for the stakeholders' workshop;
  - The proposed report outline.
2. A draft and a final versions of evaluation report in English (maximum 30 pages plus annexes) as per the following proposed structure:
  - Cover page with key project and evaluation data
  - Executive Summary
  - Acronyms
  - Description of the project
  - Purpose, scope and clients of the evaluation
  - Methodology and limitations
  - Clearly identified findings for each criterion or per objective
  - Conclusions

- Recommendations (i.e. for the different key stakeholders)
- Lessons learned and good practices
- Annexes:
  - TOR
  - Inception report
  - List of people interviewed
  - Schedule of the field work
  - Documents reviewed
  - Data Table on Project targets as per Project logical framework targets

3. ILO templates for the Executive summary, Lessons learned and Good practices completed. All reports, including drafts, will be written in English. Ownership of data from the evaluation rests jointly with the ILO and the evaluator. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

## **IX. Management arrangements, work plan & time frame**

### Management

The evaluator will report to the evaluation manager Mr. Xu Liu, with whom he/she should discuss any technical and methodological matters. The evaluation manager will supervise the evaluator. The final approval of the report will be by EVAL.

The evaluation will be carried out with full logistical and administrative support of the ILO Office in Pretoria.

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided to the evaluation manager in electronic version compatible with Word for Windows.

The first draft of the report will be circulated to stakeholders for a two weeks review. Comments from stakeholders will be presented to the evaluator by the evaluation manager for its integration into the final reports as appropriate or to document why a comment has not been included.

### Evaluator qualification

The independent evaluator will be selected on the basis of proven evaluation experience and meeting the following independence criteria:

- A Master degree in Social Sciences, Development studies, Economics or related graduate qualifications
- A minimum of 7 years of professional experience specifically in evaluating international multi-country development initiatives, including UN projects, in particular with policy level work and institutional building
- Experience in qualitative and quantitative data collection and analysis, including survey design,
- A good understanding of ILO mandate and tripartite structure
- Experience in facilitating workshops for evaluation findings
- Have no previous or current involvement – or offers of prospective employment – with the ILO project or programme being evaluated
- Have no personal links to the people involved in managing the project/programme (not a family member, friend or close former colleague)
- Knowledge and ideally previous experience on the project thematic area
- Fluent in spoken and written English.

## Recruitment

The message on Call for Expression of interest with the attachment of the Terms of Reference (TOR) will be published at the ILO public website and in major electronic list for independent evaluations calls. Interested candidates should submit an expression of interest, highlighting the relevant past experience, full CV and daily fee to Xu Liu ([liu@ilo.org](mailto:liu@ilo.org)) and copied to Mr. Ricardo Furman Wolf ([furman@ilo.org](mailto:furman@ilo.org)) before close of business on 30 March 2019

Work plan for evaluator

The evaluator will start to work tentatively on early April 2019.

<b>Output</b>	<b>Description</b>	<b>Number of work days</b>
<b>Desk review</b>	Read and review the core set of project documents. Request any additional documentation required	2 days
<b>interviews with the project team and key stakeholders within the ILO</b>	Skype based meetings with the project team and core project stakeholders at ILO HQs in Geneva	3 days
<b>Inception Report</b>	An operational work plan which indicates the phases of the evaluation, finalises the set of evaluation questions, the approach, the timing, key deliverables and milestones, aligned with this TOR	2 day
<b>Electronic (telephone or Skype based) Interview with the Government and other identified stakeholders</b>	Conduct Skype interviews with project staff in the field, donor representative and other partners and stakeholders identified during the inception phase.	2 days
<b>Filed work</b>	Visits to project sites on interventions over interviews with the stakeholders in South Africa. Activities: <ul style="list-style-type: none"> <li>• Consultations with Project staff/management in Pretoria and Limpopo</li> <li>• Field visit and interview</li> <li>• Presentation of preliminary findings and debriefing</li> </ul>	10 days
<b>Draft report</b>	A short (no more than 30 pages) report (templates and annexes not counted in the page numbers) addressing the evaluation questions.	3 days
<b>Draft report circulated to stakeholders for comments by Evaluation Manager</b>	Evaluation manager consolidates and forwards the feedback of the stakeholders to the evaluator	5 days
<b>Address Feedback</b>	All feedback from stakeholders for the evaluator will be communicated by the Evaluation Manager in a consolidated manner	0 days
<b>Finalize evaluation report and submit to evaluation manager</b>	The evaluator submits to the manager the final text of the evaluation report, the Evaluation Summary and other documents concerned with	3 days

<b>Total</b>	the ILO template for the review and final approval by EVAL	35
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## **X. Budget**

A budget is allocated for this evaluation and is under the full control of the evaluation manager for engagement of the evaluator, international and domestic travels and organization of workshops and consultative meetings with stakeholders. The evaluation budget includes:

- Fees for the evaluator for 35 work days;
- Cost of international travel from evaluator' home to Pretoria. In accordance with the relevant ILO rules, the ILO will provide pre-paid return air tickets in economy class and by the most direct route. Any upgrade or deviation in the journey will be at the evaluator's own expense;
- Daily Subsistence Allowance (DSA) during the mission. The ILO will pay DSA at the standard UN rate for the dates of the trips to cover lodging, meals and incidentals while on travel, as agreed with the ILO;
- Local transportation in the project areas;
- Cost of meetings, workshops defined by the TOR.

A detailed budget and contract with the evaluator will be prepared by the Project Team, and, approved by the evaluation manager.

## Annexe 2. Evaluation matrix

Note: interviews were guided by the evaluation questions developed in this matrix.

Nº	Question/ Subquestion	Indicators	Method/technique	Sources
1	<b>Relevance and Strategic fit: To what extent are the projects' designs coherent, realistic, and purposeful towards achieving their objectives and aligned to national and international priorities?</b>			
1.1	Are the projects responding to the needs and priorities of tripartite stakeholders and beneficiaries identified in the projects' document?	Level of participation of tripartite stakeholders and beneficiaries in the project design	- Desk review - Individual interviews - perception individual survey - groupal interviews	- Project documents - Stakeholder strategic documents - SA government staff - Limpopo staff - EPWP Beneficiaries - EPWP employers and contractors
		Number of national priorities supported by the project		
		Level of satisfaction of the projects stakeholders about the response capacity of the project to answer their specific needs		
1.2	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?	% of results achieved	- Desk review - Individual interviews - perception individual survey - groupal interviews	- Project documents - Stakeholder strategic documents - NDPW staff - LDPWRI staff - ILO staff
		Level of project implementation		
		Level of satisfaction of the projects partners about the sufficiency of the resources, the operationstructure and the institutional arrangement		
1.3	Was the Theory of Change adequate and coherent?	Level of adequacy of the resources, the operational structure and the institutional arrangement to achieve the expected outputs and outcomes	- Desk review - Individual interviews - perception individual survey - groupal interviews"	

Nº	Question/ Subquestion	Indicators	Method/technique	Sources
		Adequate and coherent causal relation established		
1.4	To what extent the programme complements and fit other ongoing ILO programmes in the country?	Number of interactions coordinated with other projects	- Desk review - Individual interviews	- ILO project document - ILO staff
1.5	To what extent does the project support national commitment to relevant SDG target and indicators?	Number and extend of SGD supported by project outcome  <a href="#">UNDAF/UNSCF Aligment</a>	- Desk review	- UN national, regional and worldwide strategic document - Project document
2	<b>Efficiency: Was the project timely and efficiently implemented?</b>			
2.1	How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to achieve the projects objectives? In general, did the results achieve justify the costs? Could the same results be attained with fewer resources?	Number of activities achieved	- Desk review - Individual interviews	- Project documents - SA government staff - Limpopo staff - Project staff - Other ILO staff
% of resources used versus planned by line				
Level of busget adequacy regarding workload and people				
2.2	Were funds and activities delivered in a timely manner? If not, what were the bottlenecks encountered?	Number of activities achieved	- Desk review - Individual interviews	- Project documents - SA government staff - Limpopo staff - Project staff
Problem identified by project implementing partners				



Nº	Question/ Subquestion	Indicators	Method/technique	Sources		
2.3	2.3. How does the fact the SA government fully funds the project (i.e. no donor) enhance or affect the projects' result within the different evaluation criteria?	Level of ownership of the project and effects	- Desk review - Individual interviews	Project documents - SA government staff - Limpopo staff - Project staff		
<b>3 Effectiveness: To what extent has the project promote EIA in the delivery of infrastructure investments and services that create productive employment?</b>						
3.1	To what extent did the projects achieved its objectives or it is likely to by December 2019 for the national project?	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td data-bbox="705 555 1449 683">%ç of objectives acheived</td> </tr> <tr> <td data-bbox="705 683 1449 820">Level of satisfaction of project's partners about the project contribution to its objectives</td> </tr> </table>	%ç of objectives acheived	Level of satisfaction of project's partners about the project contribution to its objectives	- Desk review - Individual interviews - perception individual survey	- Project documents - SA government staff - Limpopo staff - Project staff
%ç of objectives acheived						
Level of satisfaction of project's partners about the project contribution to its objectives						
3.2	Have the quantity and quality of the outputs produced been satisfactory?	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td data-bbox="705 820 1449 948">% of outputs acheived</td> </tr> <tr> <td data-bbox="705 948 1449 1214">Level of satisfaction of project's partners about the project acheived outputs</td> </tr> </table>	% of outputs acheived	Level of satisfaction of project's partners about the project acheived outputs	- Desk review - Individual interviews - perception individual survey	- Project documents - SA government staff - Limpopo staff - EPWP Beneficiaries - EPWP employers and contractors - Project staff - Other ILO staf
% of outputs acheived						
Level of satisfaction of project's partners about the project acheived outputs						
3.3	To what extend has the project contribute to enhance technical	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td data-bbox="705 1214 1449 1283">Number of advocacy activities implementd</td> </tr> <tr> <td data-bbox="705 1283 1449 1364">Number of communication and advocacy tools produced</td> </tr> </table>	Number of advocacy activities implementd	Number of communication and advocacy tools produced	- Desk review - Individual interviews - perception individual	- Project documents - SA government staff
Number of advocacy activities implementd						
Number of communication and advocacy tools produced						

Nº	Question/ Subquestion	Indicators	Method/technique	Sources
	capacity of LDPWRI and other EPWP stakeholder?	Number of people trained Level of knowledge of the project's stakeholders about the tools elaborated by the project Level of satisfaction of the project's stakeholders about tools elaborated to adress their information needs Level of satisfaction of the project's stakeholders about training received	survey - groupal interviews	- Limpopo staff - EPWP employers and contractors - Project staff - Other ILO staf
3.4	To what extend has the project contribute to increase the capability of public implementing bodies to plan, manage, implement and monitor EI programmes/project that incorporate good policies and practices?	Number of people trained Level of knowledge of EPWP practionners of guidelines and other technical document elaborated by the project Level ofEPWP implementers satisfaction about the helpfulness and utility of guidelines elaborated and disseminated by the project Level or participation of the different stakholders in training % of people trained by the project implementing EI related activities 2 years after the training	- Desk review - Individual interviews - perception individual survey - groupal interviews"	- Project documents - SA government staff - Limpopo staff - EPWP employers and contractors - Project staff
3.5	How effective were the backstopping support provided by ILO Pretoria and HQ in Pretoria?	Number of backstopping misión Number of documents reviewed and technically support Level of stakeholders satisfaction about ILO support Level of engagement of ILO Pretoria in the project support	- Desk review - Individual interviews - perception individual survey - groupal interviews"	- Project documents - SA government staff - Limpopo staff - Project staff - Other ILO staf

Nº	Question/ Subquestion	Indicators	Method/technique	Sources
3.6	Have the recommendations of the last evaluations been taken into account and implemented? (Please address them one by one.)	Number of recommendations put in place	- Desk review - Individual interviews - perception individual survey	- Project documents - SA government staff - Limpopo staff - Project staff - Other ILO staf
		Level of knowledge of the project's stakeholders about the results of 2014 evaluation		
		Level of stakeholders satisfaction about relevance of previous recommendations		
3.7	To what extent were the management and institutional arrangement (embedding and location of technical support) effective?	Level of efficiency of management arrangement	- Desk review - Individual interviews - perception individual survey	- Project documents - SA government staff - Limpopo staff - Project staff - Other ILO staff
		Level of efficiency of institutional arrangement		
		Level of stakeholders satisfaction about management arrangement		
4	<b>4. Impact orientation by the project set-up, and impacts achieved vis-à-vis defined objectives and outcomes</b>			
4.1	To what extent SA institutions and different stakeholders more prepared to implement EIA and LI programs and projects?	Number of Manual and guidelines elaborated	- Desk review - Individual interviews - perception individual survey	- Project documents - SA government staff - Limpopo staff - Project staff - Other ILO staff - EPWP contractors and operators
		Number and extent of distribution channels		
		level of self-improvement perception about knowledge of EIA and LI		
5	<b>5. Sustainability of projects outcomes and impacts beyond the project's lifespan</b>			
5.1		Number of people trained by the project		

Nº	Question/ Subquestion	Indicators	Method/technique	Sources
	To what extent the institutional capacity developed and reinforced by the project will be continue after the ILO support has gone?	Level of empowerment of institution responsible of EPWP	- Desk review - Individual interviews	- Project documents - SA government staff - Limpopo staff - Project staff
5.2	Has an effective and realistic exit strategy been developed and implemented?	Exit strategy developed and implemented	- Desk review - Individual interviews	- Project documents - SA government staff - Limpopo staff - Project staff
<b>6</b>	<b>6. Gender and human right/International labour standars</b>			
6.1	Did the project budget made adequate provisions for addressing gender and inclusion related specific objectives/activities?	Gender expertise planned and budget in the project	- Desk review - Individual interviews	- Project documents - SA government staff - Limpopo staff - Project staff
		Number of gender related activities or activities with gender component implemented		
6.2	To what extent the projects have specific targets for intended beneficiaries (women, youth, disabled) in an equally way?	Adequate initial assessment analysing gender differentiate issues	- Desk review	- Project documents
		% of project data disaggregated by sex		
		Level of mainstreaming gender in documents and tools elaborated by the project		
6.3	Did the project make any significant contribution to gender and inclusion related concerns within the realm of employment intensive programmes (at policy and practice levels)?	Level of mainstreaming gender in documents and tools elaborated by the project	- Desk review - Individual interviews	- Project documents - SA government staff - Limpopo staff - Project staff

Nº	Question/ Subquestion	Indicators	Method/technique	Sources
6.4	Has the project contributes to Decent work and implementation of International Labour Standards?	Level of mainstreaming gender in documents and tools elaborated by the project	<ul style="list-style-type: none"> <li>- Desk review</li> <li>- Individual interviews</li> </ul>	<ul style="list-style-type: none"> <li>- Project documents</li> <li>- SA government staff</li> <li>- Limpopo staff</li> <li>- Project staff</li> </ul>

## Annexe 3: Lessons Learned and good practices

### ILO Lesson Learned

**Project Title:** Implementation of the Expanded Public Works Programme (EPWP) in South Africa through the National Department of Public Works, at the national level and in the Limpopo Province

**Project TC/SYMBOL:** SAF/04/53/SAF and SAF/04/54/SAF

**Name of Evaluator:** Ms Raquel Cabello Arribas

**Date:** June 2019

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task=</b>	The ability of ILO projects, supported by the Country Office, to quickly respond to the Government needs and last minute requests has enhanced legitimacy and credibility to this technical assistance . When government asks some kind of quick support. ILO has been able to provide it pushing and streamlining the procedures for comply with ILO requirements.
<b>Context and any related preconditions</b>	ILO flexible and open administrative procedure
<b>Targeted users / Beneficiaries</b>	EPWP management and ILO projects´teams
<b>Challenges /negative lessons - Causal factors</b>	New IRIS
<b>Success / Positive Issues - Causal factors</b>	The strong commitment of ILO to these projects enable to make all the arrangement necessities to not disappoint government expectation
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Budgeting , planning

## ILO Lesson Learned

**Project Title: Implementation of the Expanded Public Works Programme (EPWP) in South Africa through the National Department of Public Works, at the national level and in the Limpopo Province**

**Project TC/SYMBOL: SAF/04/53/SAF and SAF/04/54/SAF**

**Name of Evaluator: Ms Raquel Cabello Arribas**

**Date: June 2019**

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task=</b>	National institutions rely on ILO support to rapidly identify at international level the expertise and experiences for EPWP implementation. Where there were gaps to be filled in terms of the often unique approach of the EPWP, expertise could be sourced for quick research to ensure that the EPWP could still address these gaps within an operational year
<b>Context and any related preconditions</b>	Set-up of project funding
<b>Targeted users / Beneficiaries</b>	EPWP management and implementing bodies
<b>Challenges /negative lessons - Causal factors</b>	Limited funds EPWP is an unique experience and sometimes there could be areas of support that this programme is the only one in the world doing it and the expertise is hard to find
<b>Success / Positive Issues - Causal factors</b>	The partnership with the ILO enabled the EPWP to tap into the experiences of the ILO from different countries fairly quickly
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Budgeting

### ILO Emerging Good Practice Template

**Project Title:** Implementation of the Expanded Public Works Programme (EPWP) in South Africa through the National Department of Public Works, at the national level and in the Limpopo Province

**Project TC/SYMBOL:** SAF/04/53/SAF and SAF/04/54/SAF

**Name of Evaluator:** Ms Raquel Cabello Arribas

**Date:** June 2019

GP Element	Text
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	Actively participating in the formulation process of the National Program places the ILO project in a privileged place to support the subsequent implementation of the aforementioned programme
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	ILO's project teams are embedded into the EPWP and have creating a trustful and productive relations with national institutions that allow them to be part of the planning and development of these institutions
<b>Establish a clear cause-effect relationship</b>	By participating in the national programme formulation ILO is well known and the areas of ILO support can be identified by Government from the beginning.
<b>Indicate measurable impact and targeted beneficiaries</b>	The relevance of the project is undeniable because it follows the identified needs. ILO project team and national counterpart
<b>Potential for replication and by whom</b>	For all projects with a subsequent project phase
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	None. Relevance for good project management practices in general
<b>Other documents or relevant comments</b>	None



## Annexe 4: Documentation reviewed

This is a list of some of the documents reviewed and consulted for this evaluation

Municipal Infrastructure Grant: EPWP Application. Presentation of 5th Expanded Public Works Programme (EPWP) Summit, DT Seroka (MIG & MISA),

PRESENTATION TO INFRASTRUCTURE SUMMIT ON: Labour Intensive Construction (LIC) principles and Requirement in Infrastructure Delivery, Augustus Asare

ILO Social Protection Department | South Africa: Expanded Public Works Programme  
[https://www.social-protection.org/gimi/RessourcePDF.action;jsessionid=Pnf\\_i-V99z3tBzZ2f6me0CbnwFRuBW\\_JHGbbGa9hgpGXWRcjPn3K!1588761716?ressource.ressourceId=55007](https://www.social-protection.org/gimi/RessourcePDF.action;jsessionid=Pnf_i-V99z3tBzZ2f6me0CbnwFRuBW_JHGbbGa9hgpGXWRcjPn3K!1588761716?ressource.ressourceId=55007)

ILO Geneva 2016. World Employment & Social Outlook - Trends 2019.  
<https://www.ilo.org/global/research/global-reports/weso/2019/lang--en/index.htm>

National Development Plan. Vision for 2030. 11 November 2011  
[http://www.epwp.gov.za/documents/%20Related%20Docs/NPC\\_National\\_Development\\_Plan\\_Vision\\_2030\\_lo\\_re\\_s.pdf](http://www.epwp.gov.za/documents/%20Related%20Docs/NPC_National_Development_Plan_Vision_2030_lo_re_s.pdf)

EPWP Corporate Identity Manual. The Brand strategy.

STATISTICAL RELEASE P0142.1, Producer Price Index, March 2019  
<http://www.statssa.gov.za/publications/P01421/P01421March2019.pdf>

STATISTICAL RELEASE P0141. Consumer Price Index. March 2019, Stats SA  
<http://www.statssa.gov.za/publications/P0141/P0141March2019.pdf>

Statistical release P0211. Quarterly Labour Force Survey. Quarter 1: 2019.  
<http://www.statssa.gov.za/publications/P0211/P02111stQuarter2019.pdf>

Millennium Development Goals: Country report 2015 / Statistics South Africa  
[http://www.statssa.gov.za/MDG/MDG\\_Country%20Report\\_Final30Sep2015.pdf](http://www.statssa.gov.za/MDG/MDG_Country%20Report_Final30Sep2015.pdf)

SDG Bulletin South Africa April 2018 <https://mailchi.mp/fe9ad3a6f2a7/sdg-bulletin-south-africa-april-1687913>

MINUTES FOR THE NEDLAC SESSION ON THE EXPANDED PUBLIC WORKS PROGRAMME (EPWP) AND COMMUNITY WORK PROGRAMME (CWP), HELD ON 26 MARCH 2014, TIME 15H00 – 17H00, BIRCHWOOD CONFERENCE CENTER, BOKSBURG

NEDLAC Further Research into EPWP FINAL REPORT, by Niamaat Gamildien +Sudir Chuckun, 24 June 2016

The Government of South Africa & United Nations Strategic Cooperation Framework, UNSCF 2013-2017  
[https://www.undp.org/content/dam/south\\_africa/docs/Agreements/UN%20SCFramework.pdf](https://www.undp.org/content/dam/south_africa/docs/Agreements/UN%20SCFramework.pdf)

[Medium Term Strategic Framework \(MTSF\)](https://www.gov.za/sites/default/files/gcis_document/201409/mtsf2014-2019.pdf)  
[https://www.gov.za/sites/default/files/gcis\\_document/201409/mtsf2014-2019.pdf](https://www.gov.za/sites/default/files/gcis_document/201409/mtsf2014-2019.pdf)

Decent Work Country program 2010-2014  
[https://www.ilo.org/wcmsp5/groups/public/---africa/---ro-addis\\_ababa/---ilo-pretoria/documents/genericdocument/wcms\\_227655.pdf](https://www.ilo.org/wcmsp5/groups/public/---africa/---ro-addis_ababa/---ilo-pretoria/documents/genericdocument/wcms_227655.pdf)

Republic of South Africa Decent Work Country Programme 2018 – 2023  
Mitigating a Jobs Crisis: Innovations in Public Employment Programmes (IPEP). Maikel Lieuw-Kie-Song and Kate Philip, ILO 2010  
[https://www.ilo.org/wcmsp5/groups/public/---ed\\_emp/documents/publication/wcms\\_142973.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_142973.pdf)

"International labour standards and decentwork: a critical analysis of Thailand's experiences, with suggestions for theory, policy, practice and research", Chokchai Suttawet Greg J Bamber, Asia Pacific Journal of Human Resources, 14 September 2018

"Rules of the Game: An introduction to the standards-related work of the International Labour Organization (Centenary edition 2019)" 20 February 2019, [https://www.ilo.org/wcmsp5/groups/public/---ed\\_norm/---normes/documents/publication/wcms\\_672549.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---normes/documents/publication/wcms_672549.pdf)

Decent Work Country Profile; SOUTH AFRICA/ International Labour Office. – Geneva: ILO, 2014  
[https://www.ilo.org/wcmsp5/groups/public/---dgreports/---integration/documents/publication/wcms\\_232765.pdf](https://www.ilo.org/wcmsp5/groups/public/---dgreports/---integration/documents/publication/wcms_232765.pdf)

Innovations in Public Employment Programmes, Mito Tsukamoto, Sr. Specialist, EIIP, Presentation  
[https://www.worldbank.org/content/dam/Worldbank/Event/safetynets/5.%20Tsukamoto\\_IPEP%20Intro%20for%20WB%20Workshop.pdf](https://www.worldbank.org/content/dam/Worldbank/Event/safetynets/5.%20Tsukamoto_IPEP%20Intro%20for%20WB%20Workshop.pdf)

Employment policy implementation mechanisms in South Africa,  
[https://www.ilo.org/wcmsp5/groups/public/---ed\\_emp/documents/publication/wcms\\_613371.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_613371.pdf)

### **Project Documents**

Gama. Biomimicry and Land Rehabilitation. 28 November 2018.pdf

ILO National Draft Final EPWP PRODOC Updated 28 April 2015 2.doc

ILO National Team Staffing and Activity Schedule. Workplan 2014.15.pdf

ILO National Team Staffing\_Activity Workplan 2016 17.pdf

ILO National Team Staffing\_Activity Workplan 2018\_19.pdf

Final Minutes\_23\_NDPW ILO National\_Bi-Annual Review Meeting\_05 June 2015.pdf

Final Minutes\_24\_NDPW ILO Nat\_Bi-Annual Rev Meeting\_17 Nov 2015.pdf

MINUTES OF THE 26 th NDPW-ILO Biannual meeting Nov 25 2016.pdf

Minutes\_25\_NDPW ILO Nat\_Bi-Annual Rev Meeting\_8 July 2016.pdf

Minutes\_27\_NDPW ILO Nat\_Bi-Annual Rev Meeting\_2 June 2017.pdf

Minutes\_28th\_NDPW ILO Nat\_Bi-Annual Rev Meeting\_3 November 2017.pdf

Minutes\_29th\_NDPW ILO Nat\_Bi-Annual Rev Meeting\_1 June 2018.pdf

Minutes\_30th\_NDPW ILO Nat\_Bi-Annual Rev Meeting\_Dec 3 2018.pdf

Final ILO National Progress Report Number 17 April 2018 to September 2018.pdf

Final ILO National Progress Report Number 16. Oct 2017 to March 2018.pdf

SAF04M54SAF Signed DPW LDPW ILO MOU 6 Extension to 31 Dec 2019 29 Oct 2014.pdf

20190222\_CSIR\_Presentation on project progress.ppt

Alternative Construction Materials Study 200219#1.pptx

Annex 1 Application Form for Concept Notes - Alternative Building Material.docx

Computer Aided Water Reference Guideline 170418.docx

Fly Ash Presentation at Lephalale.pptx

ToR - Appropriate Materials 230117.docx

Final1 draft ILO Limpopo Prodoc Phase III

MoU Amendment No. 5

Biannual Report Jan-Jun 2015

Biannual Report Jul-Dec 2015

Biannual Report Jan-Jun 2016

Biannual Report Jul-Dec 2016

Biannual Report Jan-Jun 2017

Biannual Report Jul-Dec 2017

Biannual Report Jan-Jun 2018

2018 Training Reports 5 No.

Presentation of study on the alternative Construction Methods in Limpopo Province Research Project Stakeholders Workshop Report

Feasibility Study on Alternative Construction Materials in Limpopo. Alternative Construction Materials Research Project Stakeholders Workshop Presentations 3 No.

ToR for Alternative Building Materials Research Project

Concept Note for Alternative Building Materials Research Project

Draft LDPWRI EPWP Policy

Draft Provincial EPWP Treasury Note

Draft Provincial EPWP Turnaround Plan

Labour Intensive Method Worker Estimation Tool. Computer Aided Water Reference Guideline 170418

Fly Ash Presentation at Lephalale

ILO Limpopo Bi-annual Report No 21 Jun2015.pdf

ILO Limpopo Bi-annual Report No 22 Dec2015.pdf

ILO Limpopo Bi-annual Report No 23 Draft#1 Dec2016.docx

ILO Limpopo Bi-annual Report No 23 Final Jun2016.pdf

ILO Limpopo Bi-annual Report No 25 Final Dec 2017.pdf

ILO Limpopo Bi-annual Report No 26 FINAL#1 Jun2018.pdf

ILO Limpopo Bi-annual Report No 27 FINAL (1).pdf

ILO Limpopo Biannual Report No. 24f Jun2017.pdf

signed MoU limpopo.pdf

Treasury Instruction Note Draft#4a

Turn around Paper#3ILO

## Annexe 5: List of people interviewed

Name	Position	Organization
Mr Quinton Mageza	Chief Director EPWP	DePW, Eastern Cape
Mr Walter Mothapo	Chief Director EPWP	DPW, Limpopo
Ms Masago Tshabalala	Chief Director EPWP Corrdinator Free State	Provincial Department of Public Works, Free State
Mr Ignatius Ariyo	Chief Director Infrastructure, EPWP	National Department of Public works
Ms Kgomotso Zantsi	Chief Director M&E	DPW Pretoria
Ms. Carmen-Joy Abrahams	Chief Director Partnership	DPW Pretoria
Pearl Hukwago-Mugerwa	Chief Director- Social, Environment & Culture	DPW Pretoria
Ms. Lindiwe Nkuna	Chief Director- Sustainable Livelihoods, Convergence & compliance	DPW Pretoria
Mr Monde Manga	Chief Engineer Maintenance Provincial Roads	Department of transport, Eastern Cape
Mr. Dingilizwe Tsabalala	Chief technical Advisor	ILO Limpopo Project team
Mr. Gamelihle Sibanda	Chief technical Advisor	ILO National Project team
Ms Paulina Moerg	Deputy Director	LEDET. Limpopo
Mr Stanley W. Henderson	Deputy Director General, EPWP	National Department of Public works
Mr. Joni Musabayana	Director	ILO Pretoria
Mr Mzimkulu Gusha	Director EPWP	National Department of Public Works, Western Cape
Ms.Dimbi Mahlangu	Director EPWP Innovation & Empowerment	Provincial DPW, Limpopo
Ms. Salome Maphala	Director EPWP M&E	Provincial DPW, Limpopo
Mr. Lucas Masedi	Director EPWP Planing & Support	Provincial DPW, Limpopo
Mr. Lindelani Mulaudzi	Director Provincial Roads	DPW Pretoria
Mr. Mthetheleli Mabona	Director, Community Development	Departement of transport, King William Town
Mr. Mahiodi Sebola	EPWP Technical support	National Department of Public Works, Free State
Mr Lieuw-Kie- Song, Maikel R.	Expert	DEVINVEST, ILO HQ, Geneva
Mr Mothapo Walter	General Manager, EPWP Limpopo	Department of Public Works, Roads and Infrastructure , Limpopo
Mr. Siphon Ndlovu	National Programme Officer	ILO Pretoria
Mr. Siyanda Siko, ILO	PAGE National Project Coordinator	ILO Pretoria
Ms Sindile Moitse	Programme Officer	CO-Pretoria
Mr Asfaw Kidanu	Senior Specialist of Employment-Intensive Investment	ILO DWT/CO-Pretoria

Mr. Abdulkadir Zekaria,	Technical Advisor	ILO National Project team
Mr. David Fonie	Technical Advisor	ILO National Project team
Mr. Robert Mapemba	Technical Advisor	ILO Limpopo Project team
Mr Andile Mthwa	Technical support	Roads Unit Western Cape
Mr. Tony Nyakiori, ILO	Training Advisor	ILO National Project team
Ms. Mandigona Matema	Finance Officer	ILO Pretoria
Ms. Unice Mohiamonyane	Finance and Admin Assistant	ILO Pretoria
Mr G. Peterson		Department of Labour
Mr. Samson Maunatlala		Mepani District Municipality
Ms Brenda Modisa		FEDUSA
Ms Lucy Mabaso		RAL, Limpopo
Ms Myelani Shandlale		Greater Tzaneen Municipality
Ms Zandile Gabula		Makhado Municipality
Ms. Lebogang Mulaisi		COSATU
Ms. Philipine Kalauba		Polokwane Municipality
Ms. Tumelo Lwane		Community Rep
Ms.Florence Dolo		CPSHSTA-CLOP, Limpopo

## Annexe 6A: Evaluation questionnaire: online survey 1

### Final evaluation ILO support to EPWP

How would you rate ILO support in general to the implementation of EPWP?\*



How would you define your participation in the formulation of ILO project ?\*

Very involved in the whole process

Somewhat involved in certain phases

few knowledge about the formulation process

not involved at all

How satisfied are you about the ILO project capacity to answer to the specific needs of your unit (division/institution) in the EPWP framework?

\*

Very satisfied

Somewhat satisfied

Somewhat dissatisfied

Very dissatisfied

Not applicable

How would you describe project resources to achieved its objectives?\*

Largely enough

Sufficient

Insufficient

I don't know

**How satisfied are you with institutional arrangement of the project?\***

Very satisfied

Somewhat satisfied

Somewhat dissatisfied

Very dissatisfied

not applicable

**Would you change something in the institutional arrangements?\***

No

Yes

**What and why?**

**To what extent is the project has enhanced the technical capacity of the EPWP in the labour-intensive delivery of infrastructure investment and public employment programmes?**

Not at all contribution

Extremely contribution

0	1	2	3	4	5	6	7	8	9	10
---	---	---	---	---	---	---	---	---	---	----

**To what extent has the ILO project contributed to reduce poverty by promoting employment intensive approaches in the delivery of infrastructure investments and services that create productive employment?**

\*

Not at all contribution

Extremely contribution

0	1	2	3	4	5	6	7	8	9	10
---	---	---	---	---	---	---	---	---	---	----

**To what extent do you know this documents elaborated by ILO project?\***

I have used in my work

i've read it once

I know its existence

I don't know it

EPWP Recruitment Guidelines





EPWP Infrastructure guidelines





Technical briefs





**To what extent are these document usefull to tackled EPWP issues they are about?**

very usefull

usefull

a little bit useless

completely useless

not applicable

EPWP Recruitment Guidelines






EPWP Infrastructure guidelines






Technical briefs






**Have you been trained by ILO?\***

Yes

No

**How satisfied are you with the training you recieved?**



Very satisfied

Somewhat satisfied

Somewhat dissatisfied

Very dissatisfied

**How would you rate your self-improvement about BA after ILO training?**

Not at all improvement

Extremely knowledgeable

0	1	2	3	4	5	6	7	8	9	10
---	---	---	---	---	---	---	---	---	---	----

**Is there anything else you'd like to share about the event?**

**In which kind of position do you work?\***

Please choose... ▼

**YOU are?\***

Men

Women

**How long have you been working with EPWP?**

less than a year

Between 1 and 3 years

More than 4 years

N/A

**Where are you working?**

National level

Provincial level

Municipality level

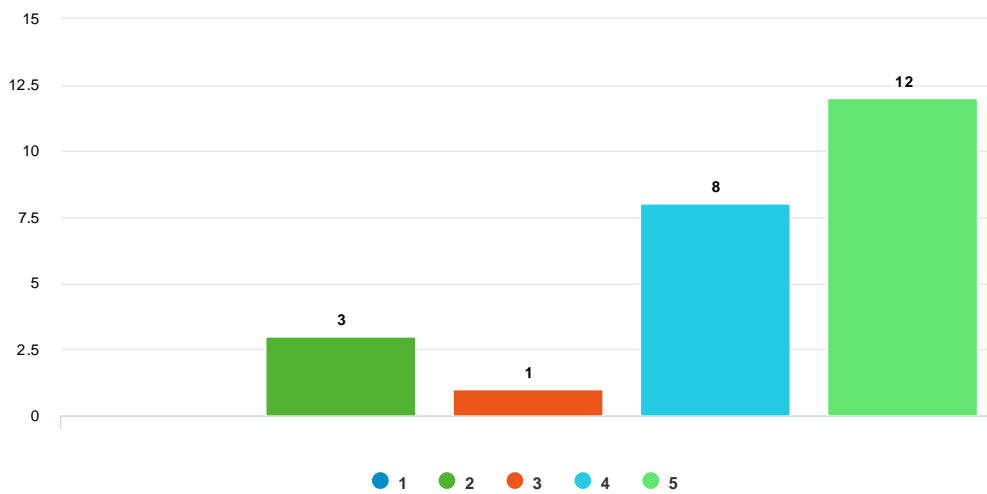
## Annexe 6B: Evaluation survey: results overview



### Final evaluation ILO support to EPWP

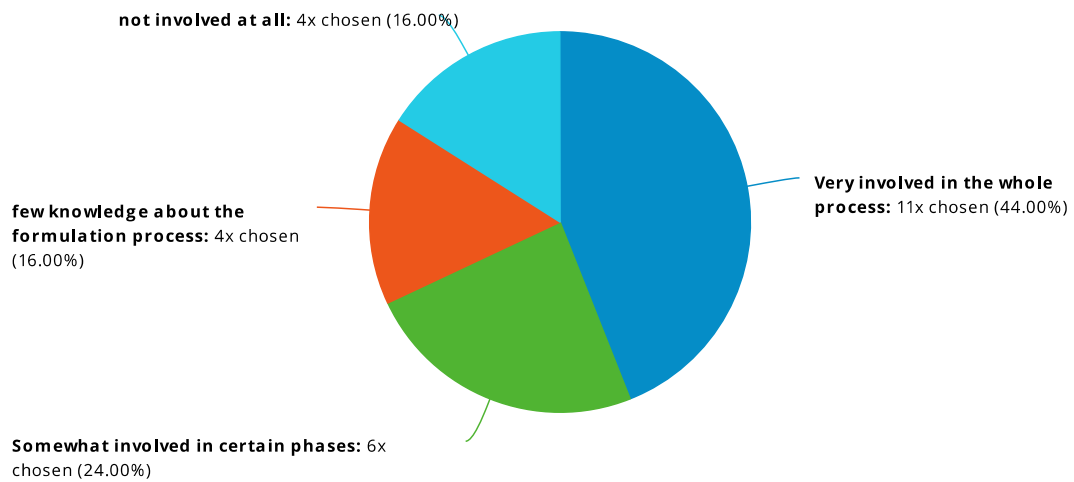
How would you rate ILO support in general to the implementation of EPWP?

Number of responses: 24



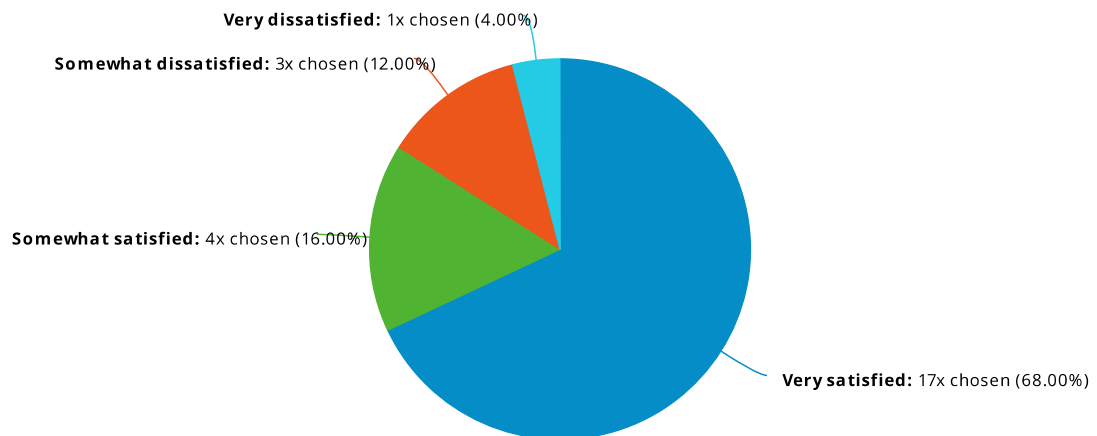
### How would you define your participation in the formulation of ILO project ?

Number of responses: 25



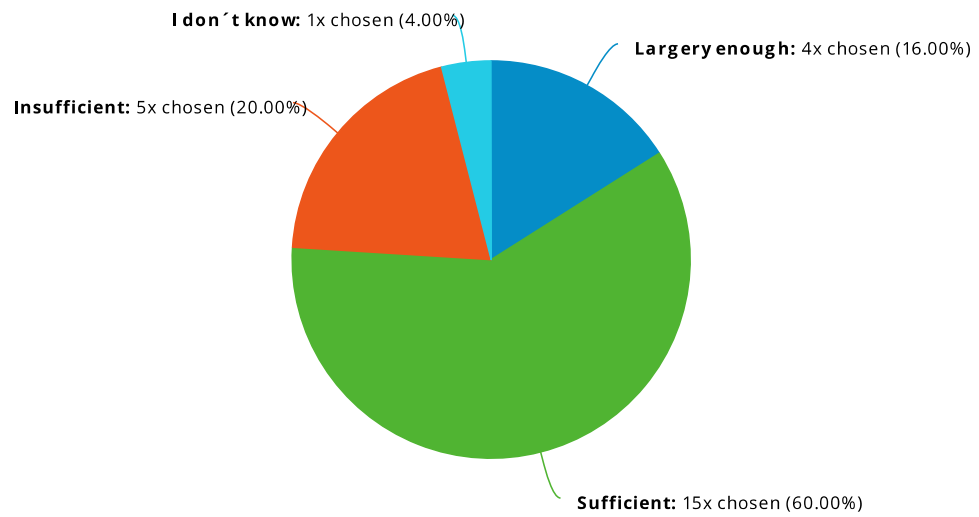
### How satisfied are you about the ILO project capacity to answer to the specific needs of your unit (division/institution) in the EPWP framework?

Number of responses: 25



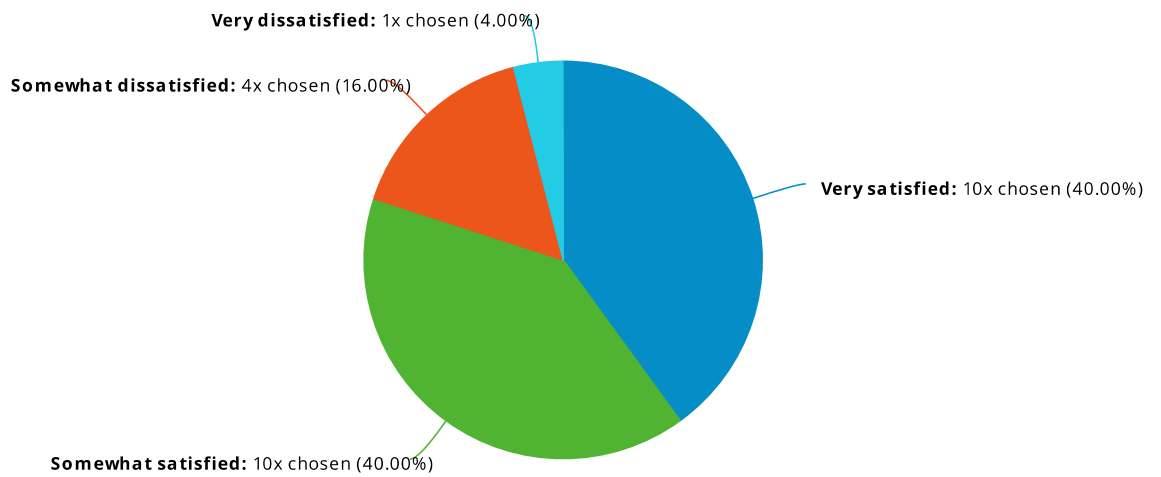
### How would you describe project resources to achieved its objectives?

Number of responses: 25



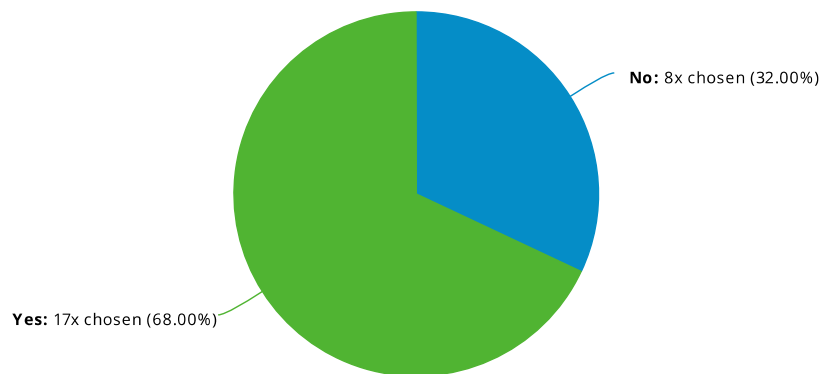
### How satisfied are you with institutional arrangement of the project?

Number of responses: 25



## Would you change something in the institutional arrangements?

Number of responses: 25



## What and why?

Number of responses: 19

Text answers:

More need on social sectorial position.

Detach Ilo from government processes since they should be on advisory capacity

Interaction with ILO  
More support is required

Now training is as per request. I would like a situation whereby training is compulsory with monitoring thereof

Management team they don't understand fully what's is the importance of EPWP.They need proper training and more detailed explanation in order to move forward and achieve more.

Add more personnel to the ILO team

Ilo should have a direct unit that they work with for skills transfer purpose

Coordination and budget in terms of providing services to sector departments

ILO within Public Works limits the interaction with other institutions. We need ILL to be part of our programmes and projects. Intensified interactions with monitoring tools in place. Monthly or quarterly meetings.

Satisfactory

Add young engineers

Province to be involved in the identification of priority areas

Technical Advisors to be attached to specific projects over a reasonable time so as to institutionalise their technical support.

We need to have representatives per province whereby all your needs will be addressed as soon as possible. Support on M and E is of most important.

Make sure that there are enough warm bodies to cover all nine provinces.

1. Support across provinces
2. Awareness sessions conducted on how other provinces and sectors can also obtain ILO support
3. Would like participate in DPW ILO quarterly meetings

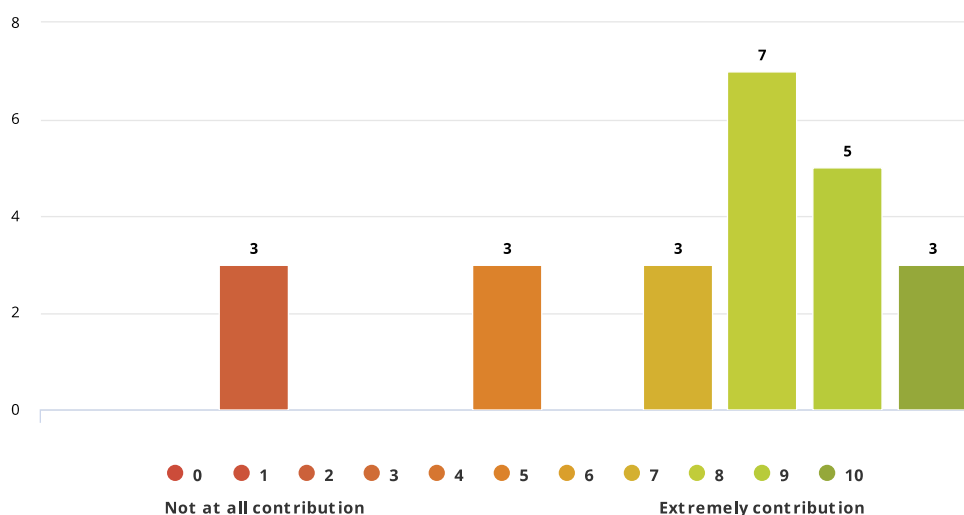
It has been structured considering Local conditions.

The ILO support should be more than infrastructure support. It should include all EPWP programmes.

Increase the number of personnel to ensure there is sufficient support provided across the programme.

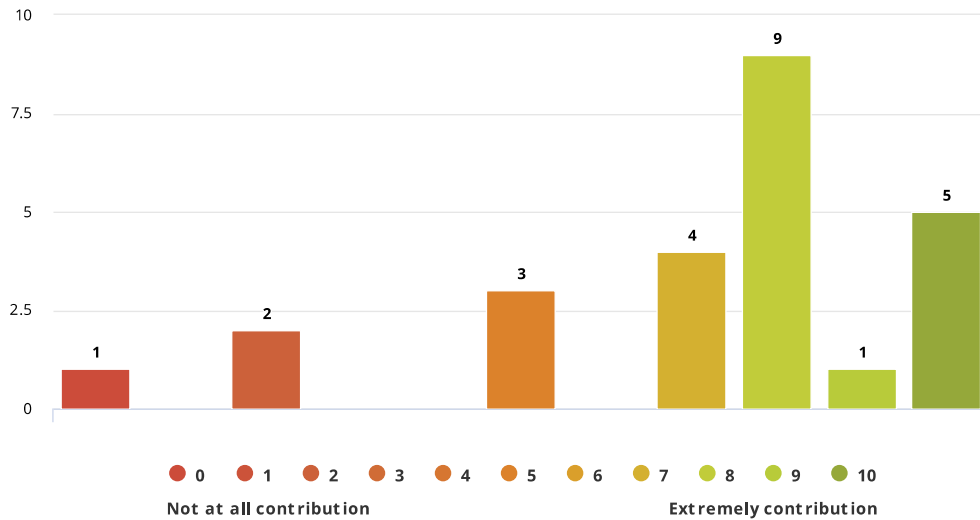
### To what extent is the project has enhanced the technical capacity of the EPWP in the labour-intensive delivery of infrastructure investment and public employment programmes?

Number of responses: 24



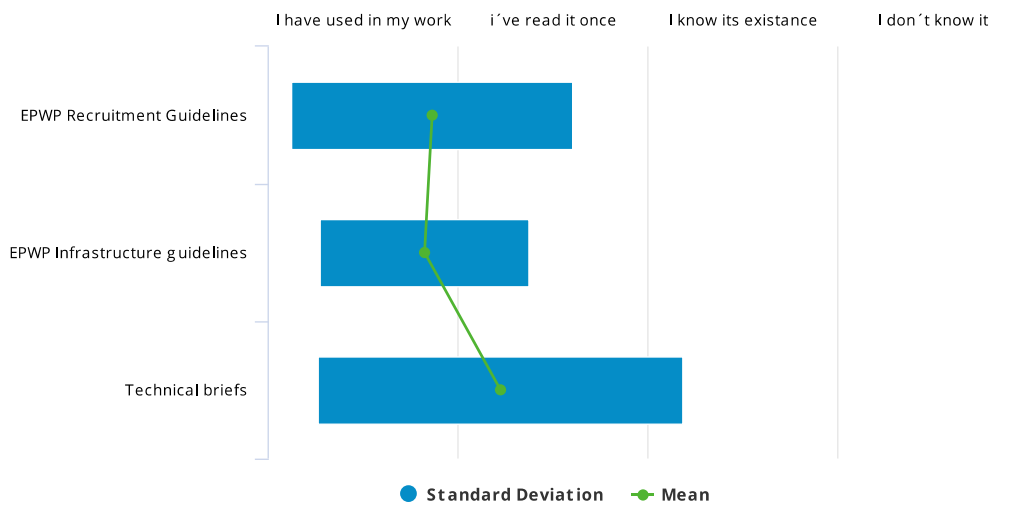
**To what extent has the ILO project contribute to reduce poverty by promoting employment intensive approaches in the delivery of infrastructure investments and services that create productive employment?**

Number of responses: 25



**To what extent do you know this documents elaborated by ILO project?**

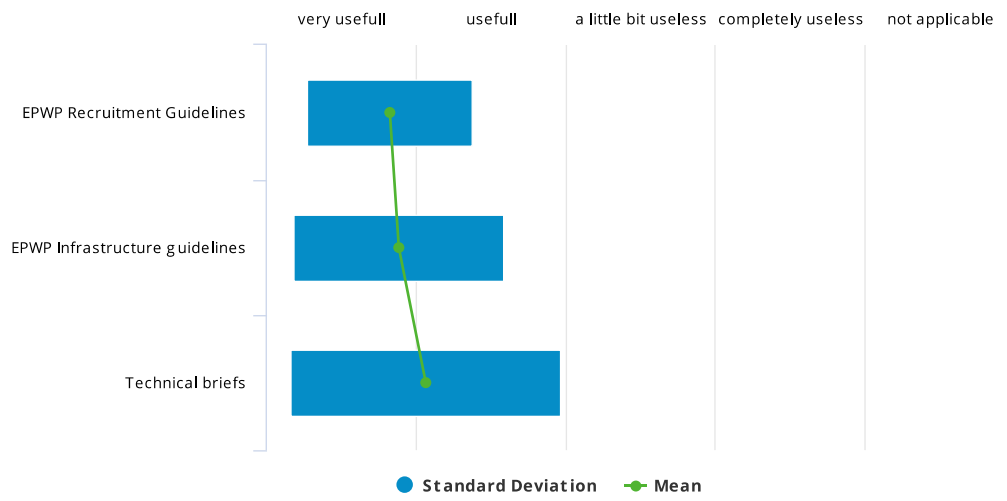
Number of responses: 25





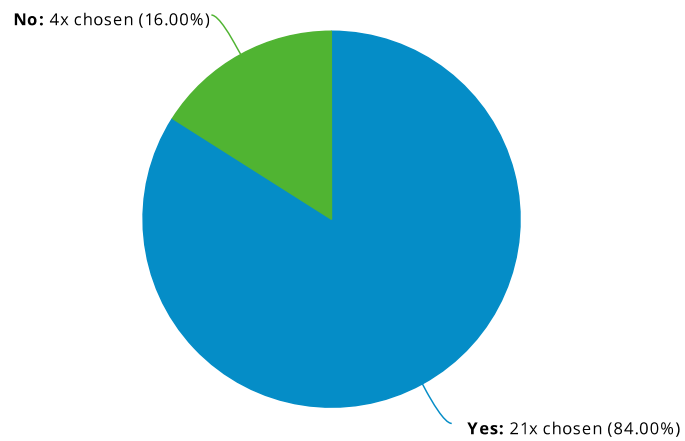
### To what extent are these document usefull to tackled EPWP issues they are about?

Number of responses: 25



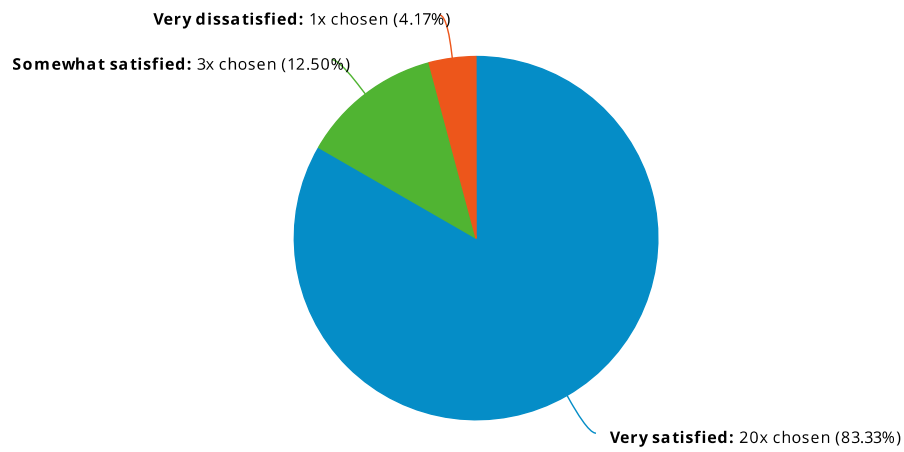
### Have you been trained by ILO?

Number of responses: 25



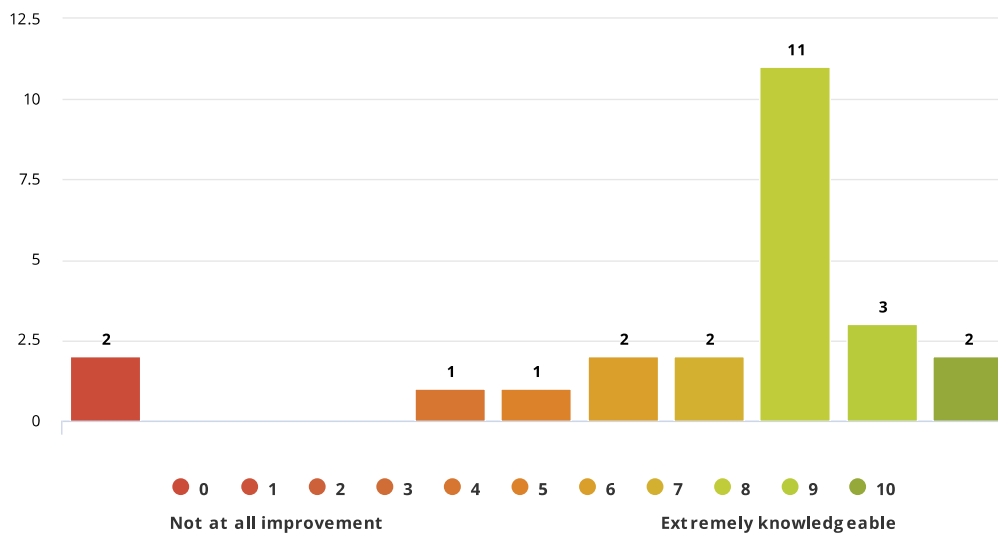
## How satisfied are you with the training you received?

Number of responses: 24



## How would you rate your self-improvement about EIA after ILO training?

Number of responses: 24



## Is there anything else you'd like to share about the event?

Number of responses: 16

Text answers:

Recruitment guidelines

I appreciate the internacional best practises on labour intensive methodology.

Continous training is key and not pnly to Public Works officials

Not now

I need proper training

We appreciate greatly the positive impact ILO has in the EPWP Programme.

None

More training on project management

More training required

Very useful in showing evidence for labour intensive methods.

ILO need to address the effects of 4th industrial revolution. We need to come with strategies how to address effets of 4th industrial revolution.

This evaluation is fruitful and I trust that ILO project will continue, as EPWP is earmarked towards reducing stubbornly high unemployment rate in South África

For example the sdg training was excellent in terms of content

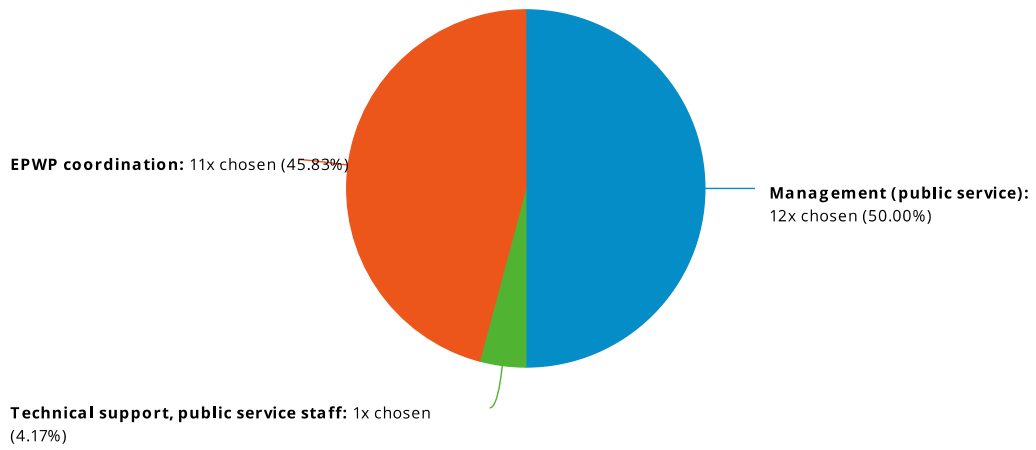
No.

I have never been trained by ILO

N/A

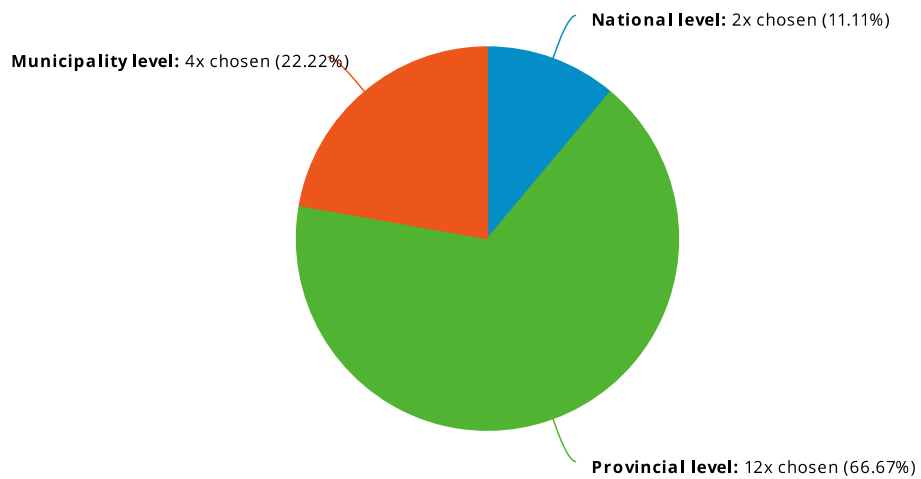
## In which kind of position do you work?

Number of responses: 24



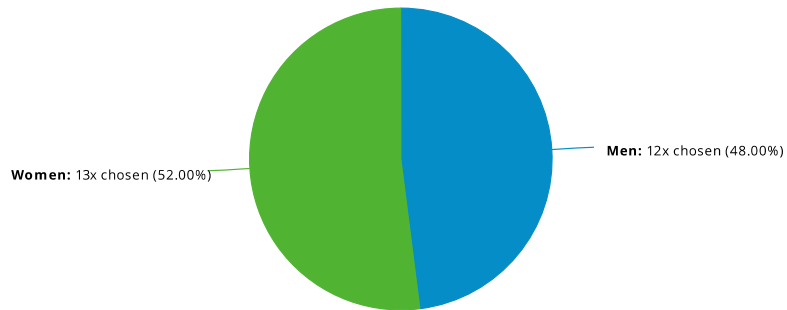
## Where are you working?

Number of responses: 18



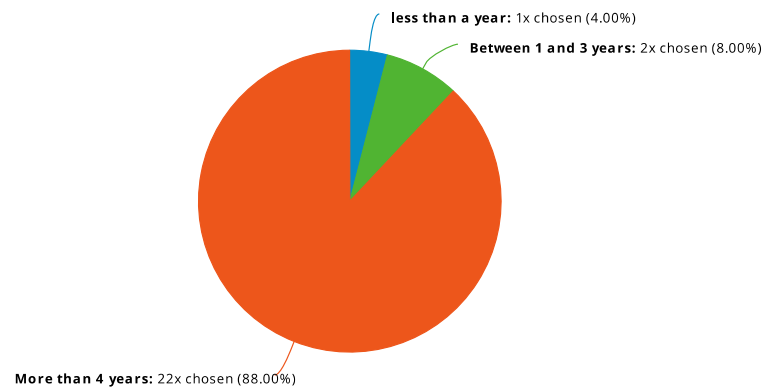
### YOu are?

Number of responses: 25



### How long have you been working with EPWP?

Number of responses: 25



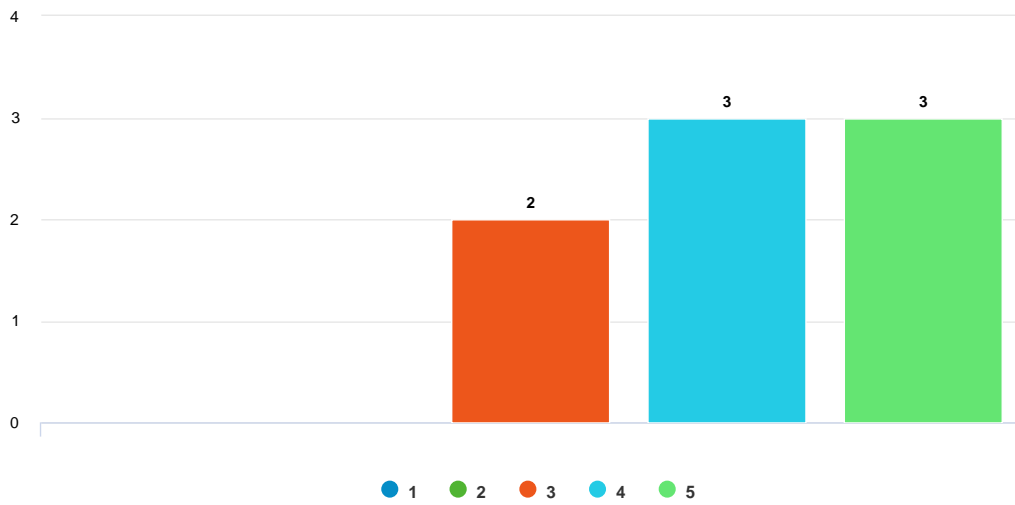
## Annexe 6B: Evaluation survey: results overview



### Final evaluation ILO training EPWP

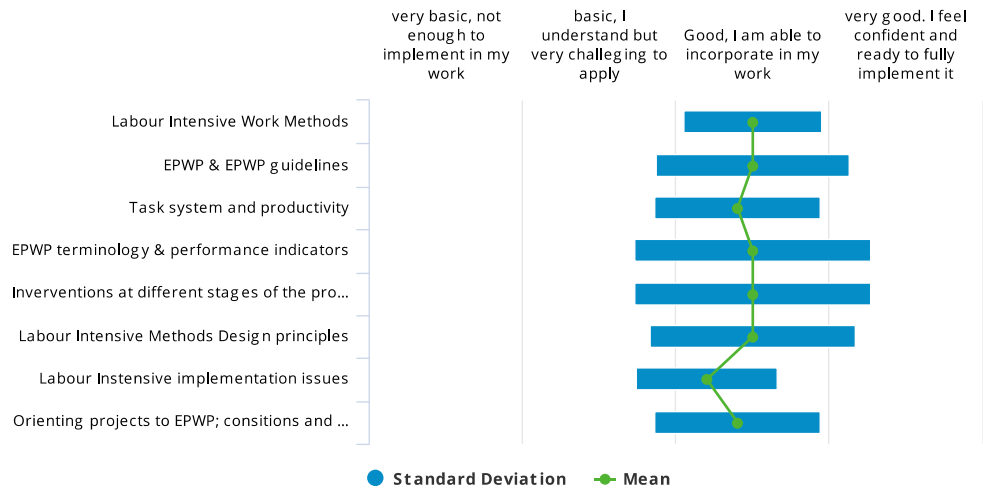
How would you rate the ILO training you have received? (0 star "very bad" and 5 stars "very good". Click on the star to consider)

Number of responses: 8



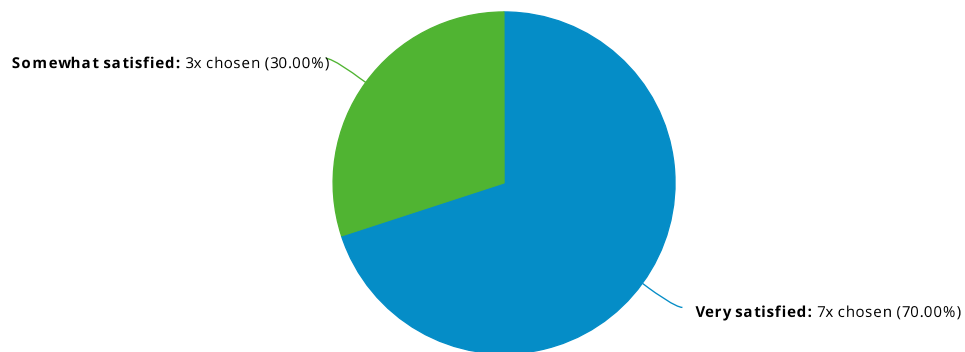
### What were the subjects of the training that you have received? And how do you evaluate the training?

Number of responses: 10



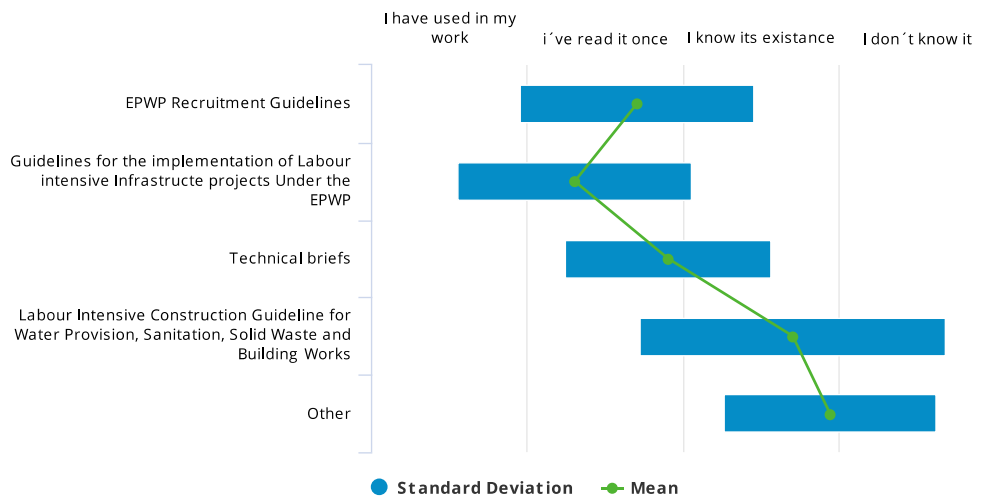
### How satisfied are you about the ILO capacity training to answer the specific needs of your role in the EPWP framework?

Number of responses: 10



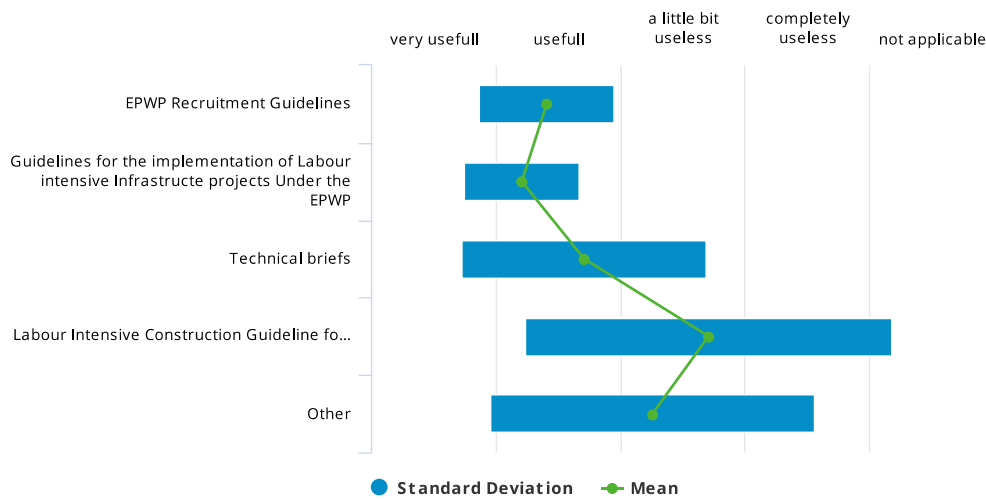
## To what extent do you know this documents?

Number of responses: 10



## To what extent are these documents useful to tackled EPWP issues they are about?

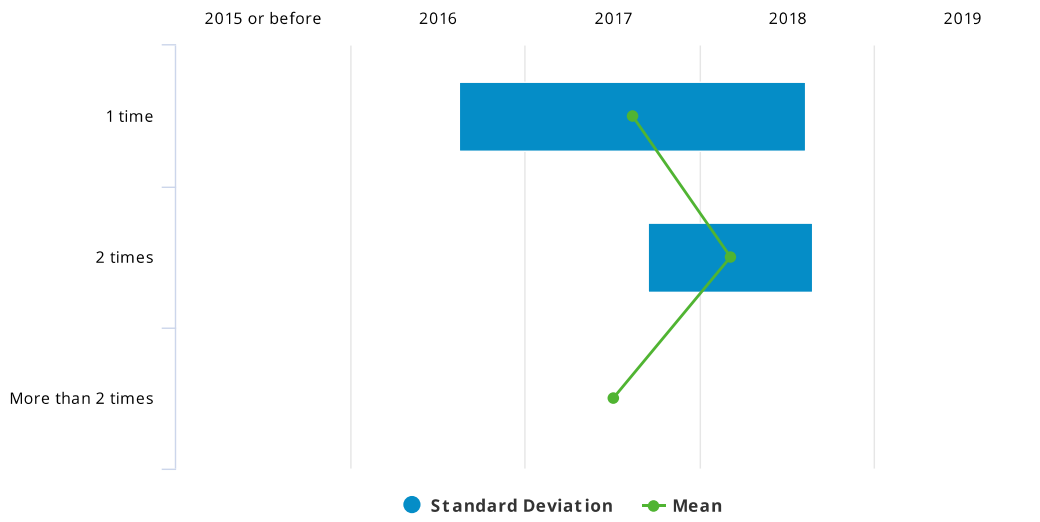
Number of responses: 10





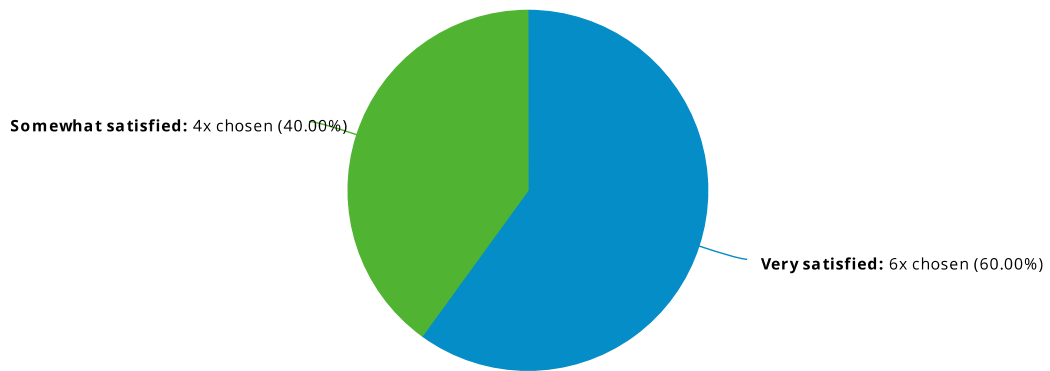
### How many times have you received training from ILO? Indicate the year

Number of responses: 10



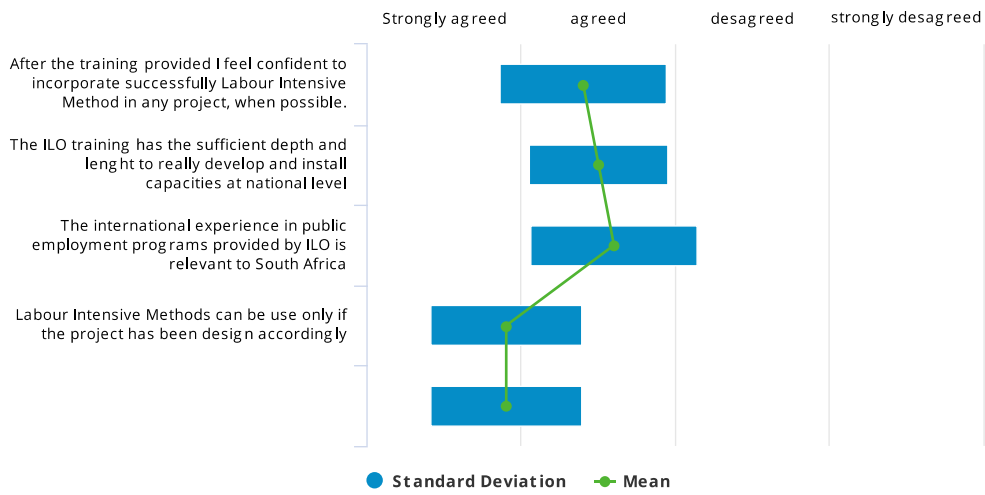
### How satisfied are you with the training you received?

Number of responses: 10



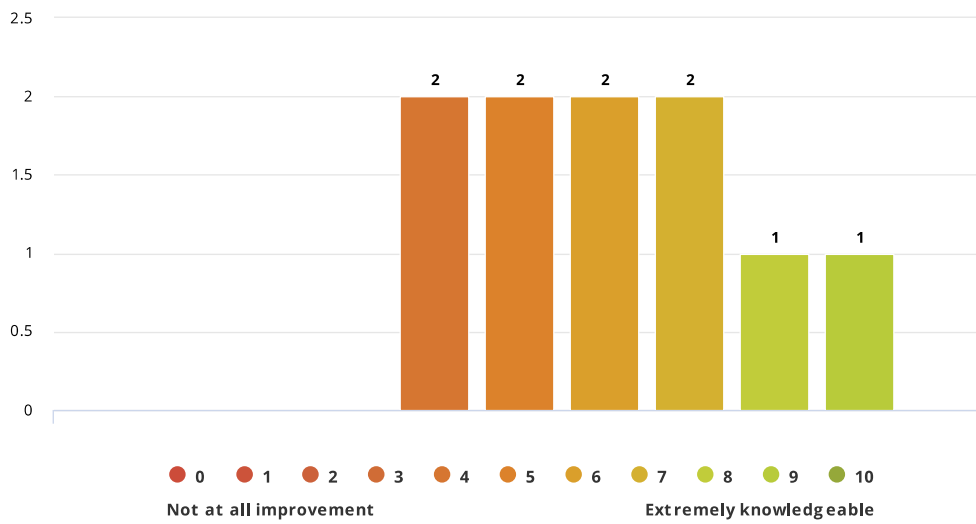
### How do you agree with the following statements?

Number of responses: 10



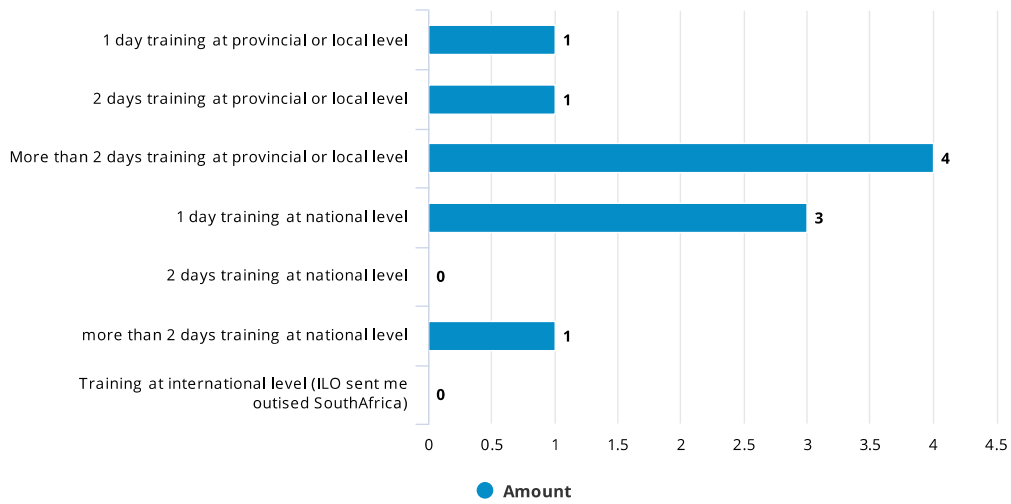
### How would you rate your self-improvement about Labour Intensive Approaches after ILO training?

Number of responses: 10



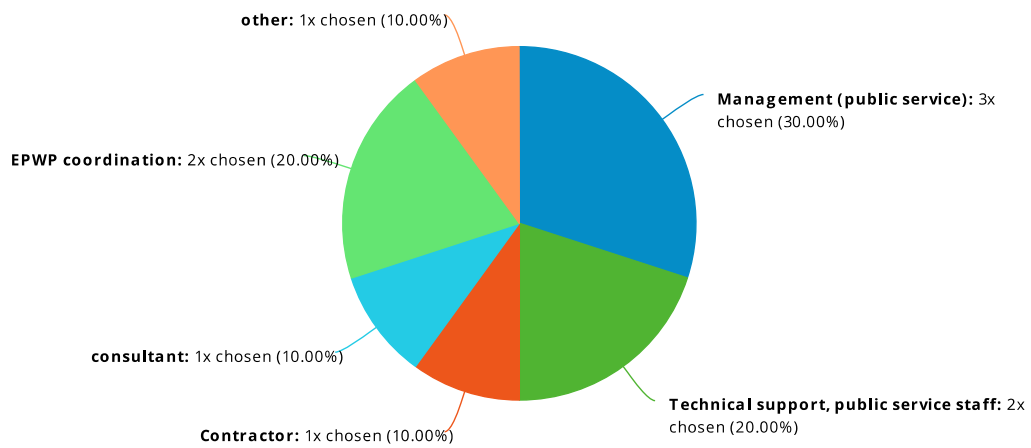
### What kind of ILO training did you attend? (if you have been in more than 1 you can select as much as you need)

Number of responses: 10



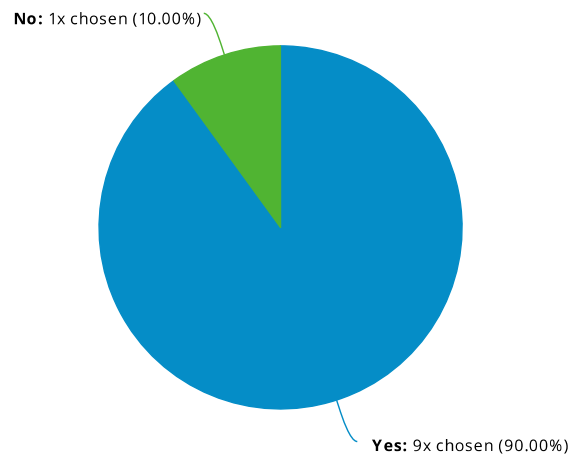
### In which kind of position did you work when you received the training?

Number of responses: 10



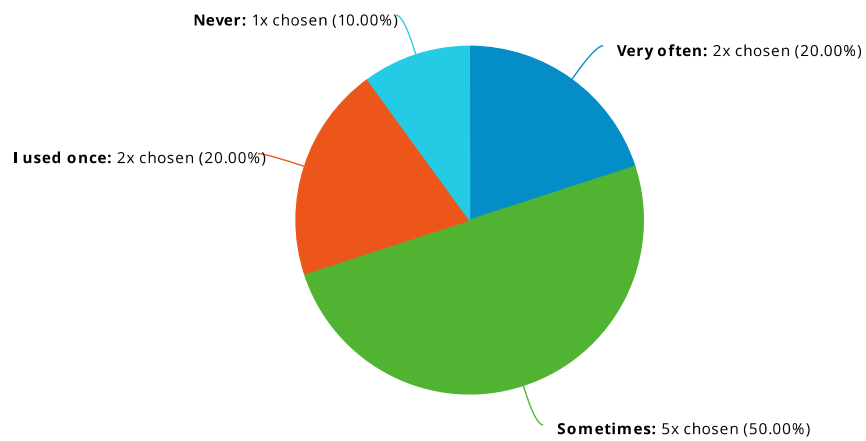
### Are you still in the same position?

Number of responses: 10



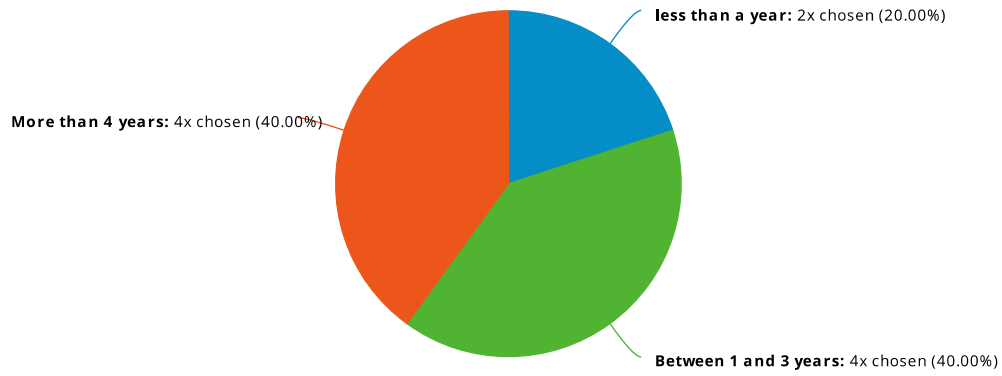
### Did you use or implement the knowledge of Labour Intensive Methods introduced by the ILO training?

Number of responses: 10



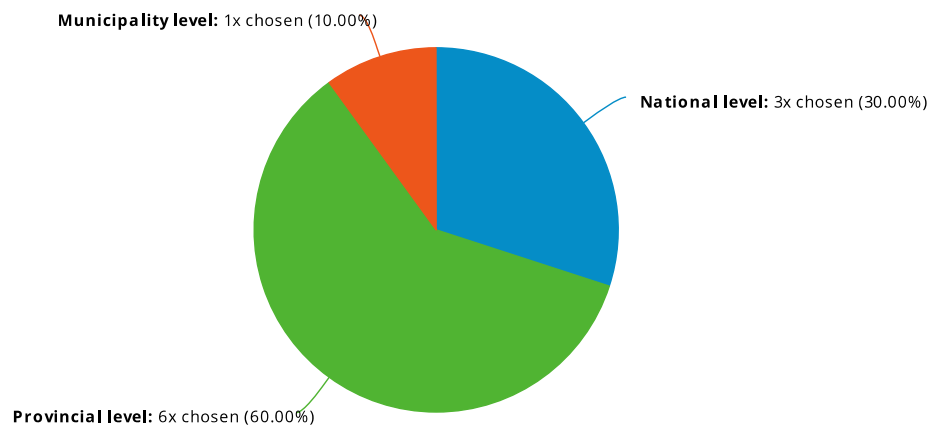
### How long did you work with in EPWP related activities?

Number of responses: 10

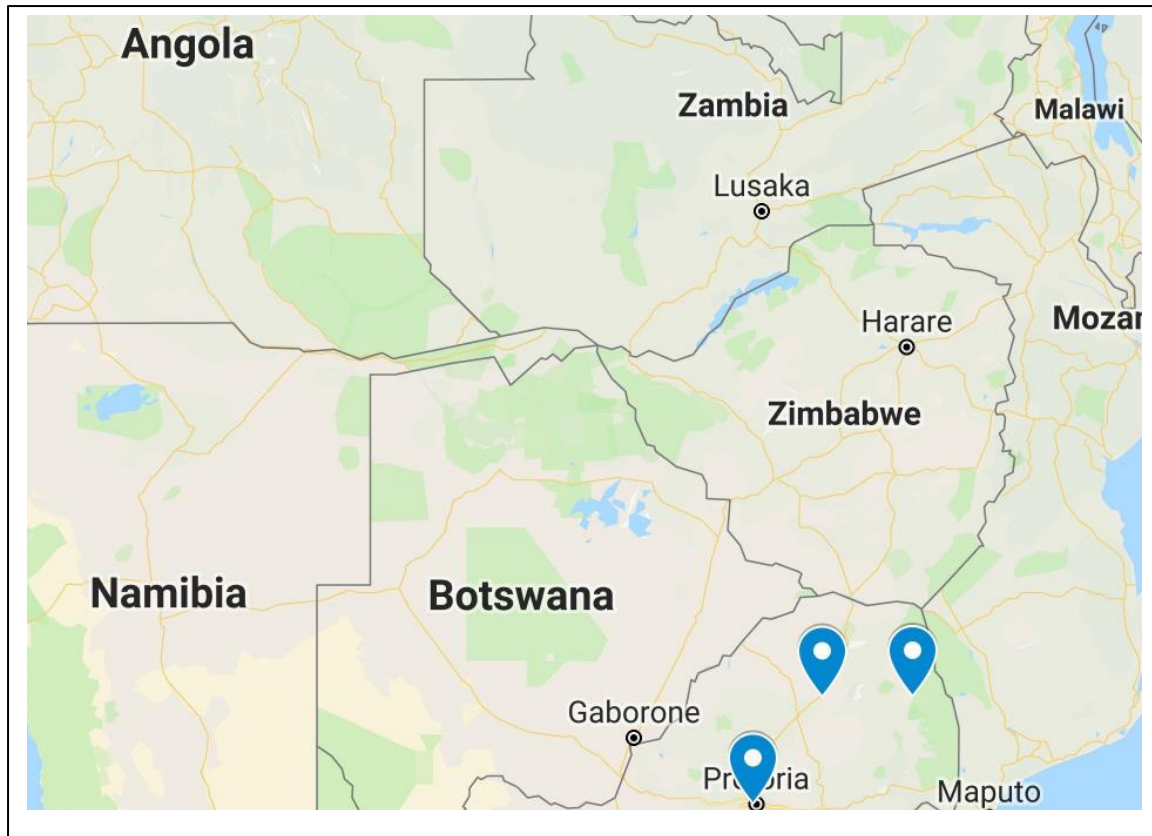


### Where are you working?

Number of responses: 10



## Annexe 7: Location of sites visited during the evaluation mission



## Annexe 8A: Risk analysis of the National project

The following figure compare the risk level in the prodoc and in the last report by March 2019

Assumption	Likelihood (H/M/L)	Importance (H/M/L)	Risk level (R/Y/G) IN 2014	Risk level 2019	Mitigation measures (as per project intervention thematic areas)
<b>Sustainability assumptions</b>					
ILO Decent Work principles mainstreamed into EPWP.	L	H	G	G	Advocacy, Training
Guidelines and Research recommendations adopted/applied by EPWP	M	H	Y	Y	Advocacy, Training
<b>Development assumptions</b>					
EPWP Public Bodies prioritize and allocate adequate resources to labour intensive projects.	M	H	G	R	Advocacy, Research, Training, Technical Support
Implementation of EPWP Projects incorporates ILO decent work principles.	L	H	G		Advocacy, Training
EPWP implements a Sustainable Livelihoods program	M	M	Y		Advocacy, Research, Training, Technical Support
<b>Implementation assumptions</b>					
EPWP develops necessary policy frameworks.	M	M	Y	G	Policy, Advocacy
The Public Employment Programmes Inter-ministerial Committee (PEP IMC) is operationalized with mechanisms to ensure participation of all relevant stakeholders in the EPWP and compliance with EPWP requirements	M	H	G		Policy, Technical Support
Annual increase in EPWP Targets will be matched by commensurate increase in the resources that are deployed, including technical staff to implement the projects.	M	M	G	R	Advocacy

Assumption	Likelihood (H/M/L)	Importance (H/M/L)	Risk level (R/Y/G) IN 2014	Risk level 2019	Mitigation measures (as per project intervention thematic areas)
Public bodies comply with EPWP universal principles and other processes	L	H	G		Advocacy, Technical Support
Public bodies collaborate on ILO training sessions	L	H	G		Advocacy
DPW establishes Labour Intensive Training Centres.	L	H	Y	G	Advocacy, Training, Technical Support
All training curriculum and materials are appropriately accredited by the relevant authorities in SA	L	H	Y	G	Advocacy, Training, Technical Support
Projects are identified and designed by implementers to be amenable to use of labour intensive methods.	M	H	Y		Advocacy, Research, Training, Technical Support
EPWP implementers apply decent work principles.	L	H	G		Advocacy
Sufficient EPWP staff is deployed in terms of appropriate location, numbers and adequate relevant experience.	M	H	Y		Advocacy
Projects worth showcasing available in various infrastructure categories	L	M	G		Advocacy, Technical Support
There is buy-in to labour intensive methods by public bodies, consultants, contractors and communities	L	H	G		Advocacy, Training, Technical Support
<b>Management assumptions</b>					
ILO procedures do not delay timing of missions	M	M	G		Forward planning to extend possible
ILO procedures do not delay timing of procurement (staff, equipment)	M	M	G		Close liaison with ILO office



## Annexe 9B: Risk analysis of the Limpopo project

Potential Risks and Causes	Responsibility	Report Jun 2015	Report Dec 2015	Report April 2019
Untimely assignment of technical counterparts for skills transfer and understudy the ILO project team.	LDPWRI	95%	High	High
Lack of awareness and understanding of EPWP	ILO	50%	Medium	
Performance below minimum set targets by some implementing bodies due to lack of enforcement of legislation and utilization of own funds	National & Provincial Treasuries Provincial EXCO NDPW, LDPWRI Accounting Officers of Public Bodies	70%	Medium	
Administrative bottlenecks (e.g. unnecessary delays in planning, implementation and procurement, payment for services delivered, payment to workers on EPWP projects etc.)	Accounting Officers of Public Bodies ILO	70%	High	
High trained staff turnover affecting capacity development – caused by better prospects elsewhere	Accounting Officers of Public Bodies ILO	70%	Medium	Medium
Inferior quality in service delivery due to poor project supervision and enforcement of conditions of contract - with potential for rejection of EPWP/LIC methods.	Accounting Officers of Public Bodies ILO	55%	Medium	
Lack of acceptance and understanding of potential benefits of EPWP/LIC concept (e.g. EPWP is DPW's programme; and slow, etc.).	Accounting Officers of Public Bodies ILO	60%	Medium	Low
Inadequate experience in LIC by management and supervisory staff of both implementing bodies and consulting firms	ILO	65%	Medium	
Inadequate resources for training and Learnerships (from DOHET and SETAs)	DoHET, SETAs Implementing bodies NDPW, LDPWRI	80%	High	
Inadequate enforcement of relevant acts and legislations (e.g. DORA, Labour Act, etc.)	National & Provincial Treasuries Provincial EXCO	70%	Medium	Medium

## Annexe 10: List of ratified ILO Labour Convention

List of Ratifications of International Labour Conventions		
Membership: 1919-1966 and 1994 to-date		23 Conventions Ratified and 20 in force
C. 2	Unemployment Convention, 1919 (No2)	20.02.1924
C. 19	Equality of Treatment (Accident Compensation) Convention, 1925 (No.19)	30.03.1926
C. 26	Minimum Wage Fixing Machinery Convention, 1928 (No.26)	28.12.1932
C. 29	Forced Labour Convention, 1930, (No.29)	5.03. 1997
C. 42	Workmen's Compensation (Occupational Diseases) Convention (Revised) 1934, (No.42)	26.02.1952
C. 45	Underground Work (Women) Convention, 1935 (No. 45)	25.06.1936
C. 63	Convention Concerning Status on Wages and Hours of Work, 1938 (No.63)	8. 08. 1939
C. 80	Final Articles Revision Convention, 1946 (No.80)	19.06.1947
C. 87	Freedom of Association and Protection of the Right to Organize Convention, 1948 (No.87)	19.02.1996
C. 89	Night Work (Women) Convention Revised, 1948 (No. 89)	2.03. 1950
C. 98	Right to Organize and Collective Bargaining, 1949, (No.98)	19.02.1996
C. 100	Equal Remuneration Convention, 1951, No.100	30.03.2000
C.105	Abolition of Forced Labour Convention, 1957 (No.105)	5.03. 1997
C.111	Discrimination (Employment and Occupation) Convention, 1958 (No.111)	5.03.1997
C. 116	Final Articles Revision Convention, 1961 (No. 116)	9.08.1963
C. 138	Minimum Age Convention, 1973 (No. 138) <i>Minimum age specified: 15 years</i>	30.03.2000
C. 144	Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144)	18.02.2003
C. 155	Occupational Safety and Health Convention, 1981 (No. 155)	18.02.2003
C. 176	Safety and Health in Mines Convention, 1995 (No. 176)	9.06.2000
C. 182	Worst Forms of Child Labour Convention, 1999 (No. 182)	7.06.2000
Conditional ratification		
C. 27	Marking of Weight (Packages Transported by Vessels) Convention, 1929 (No. 27)	21.02.1933
Denunciation		
C.4	Night Work (Women) Convention, 1919 (No. 4) Denounced on 20.10.1935	1.11.1921
Denunciation (as a result of the ratification of Convention No. 89)		
C. 41	Night Work (Women) Convention (Revised), 1934 (No. 41) Denounced on 2.03.1950	28.05.1935