



public works
Department:
Public Works
REPUBLIC OF SOUTH AFRICA



EXPANDED PUBLIC WORKS PROGRAMME (EPWP)

INDEPENDENT EVALUATION

OF

INTERNATIONAL LABOUR ORGANIZATION TECHNICAL ASSISTANCE

TO

NATIONAL DEPARTMENT OF PUBLIC WORKS

ON

THE IMPLEMENTATION OF EPWP

Project Title:	Support to National Department of Public Works (DPW) in implementation of the Expanded Public Works Programme (EPWP)
Project Objective:	To enhance the capacity of the EPWP infrastructure sector component to optimize the creation of decent work opportunities in all sectors in a manner that increases labour intensity.
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Geographical Coverage:	South Africa
ILO Administrative Office:	ILO CO. (Pretoria)
ILO Technical Backstopping Office:	ILO CO. (Pretoria)
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Stanley M. Karuga

Principal Consultant

Market Economies Development Ltd (Kenya)

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LIST OF ACRONYMS & ABBREVIATIONS

AsgiSA	Accelerated and Shared Growth Initiative for South Africa
ASIST	Advisory Support Information Services and Training
BEPs	Built Environment Professionals
CBE	Council for the Built Environment
CBPWP	Community Based Public Works Programme
CBT	Community Based Transportation Programme
CIDB	Construction Industry Development Board
CSIR	Council for Scientific and Industrial Research
CTA	Chief Technical Adviser
DCWT	Decent Country Work Team
DDG	Deputy Director General
DfiD	Department for International Development
DOD	Department of Defence
DoL	Department of Labour
DoRA	Division of Revenue Act
DoT	Department of Transport
DPW	Department of Public Works
DPWRT	Department of Public Works Roads and Transport
DRPW	Department of Roads and Public Works
DWCP	Decent Work Country Programme
DySAM	Dynamic Social Accounting Matrix
EC	Eastern Cape (Province)
ECD	Early Childhood Development
EDD	Economic Development Department
EI	Employment Intensive
EIA	Employment-Intensive Approach
EII	Employment Intensive Investment
EIIP	Employment Intensive Investment Programme
EMP/INVEST	Employment Intensive Investment Branch
FAA	Finance and Administrative Assistant
FET	Further Education Training
FS	Free State (Province)
FTE	Full-Time Equivalent
GDP	Gross Domestic Product
GDS	Growth and Development Summit
GSA	Government of South Africa
HQ	Headquarter
ILO	International Labour Organization
ILO O	International Labour Country Office
IOA	Indicators of Achievement
ITC	International Training Centre
KRA	Key Result Areas
KZN	KwaZulu Natal (Province)
LDPW	Limpopo Department of Public Works
LIM	Labour Intensive Methods
LITC	Labour Intensive Training Centre
M&E	Monitoring & Evaluation
MDGs	Millennium Development Goals
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MP	Mpumalanga (Province)
NC	Northern Cape (Province)
NDP	National Development Plan
NDPW	National Department of Public Works
NEDLAC	National Economic Development and Labour Council

NEF	National Economic Forum
NGPF	New Growth Path Framework
NPWP	National Public Works Programme
NSCC	National Sector Coordinating Committee
NW	North West (Province)
OVI	Objectively Verifiable Indicators
P&B	Programme and Budget
PEP	Public Employment Programme
PLWD	People Living with Disabilities
PPECC	Presidential Public Employment Coordinating Commission
PRODoc	Project Document
PSC	Project Steering Committee
SMART	Specific, Measurable, Attributable Realistic and Time-bound.
TA	Technical Assistance
TED	Training and Enterprise Development
TL	Team Leader
TNA	Training Needs Assessment
TORs	Terms of Reference
TrA	Training Adviser
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNEP	United Nations Environment Programme
US\$	United States Dollar
WC	Western Cape (Province)

EXECUTIVE SUMMARY

1.0 BACKGROUND & CONTEXT

The Expanded Public Works Programme (EPWP) was initiated by the Government of South Africa (GSA) in 2004 following the Growth and Development Summit (GDS) of June 2003 and against the backdrop of high poverty and unemployment rate of up to 31% in 2002. The programme is a nation-wide initiative which “makes systematic use of public expenditure to boost productive employment and to develop marketable skills among the historically disadvantaged communities (women, youth and people living with disabilities) towards contributing to the national goal of alleviating poverty at all levels - national, provincial, local authorities as well as state-owned enterprises”. It aims at creating work opportunities by utilizing labour-intensive technologies and transferring of requisite skills for the aforementioned target groups in the delivery of public and community assets and services. EPWP focuses on four (4) sectors, infrastructure, environment and culture, social and non-state. The ILO provides technical assistance support to the programme through the National Department of Public Works Department (NDPW) under the project known as – “*ILO Support to National Department of Public Works in Implementation of EPWP*”. EPWP has so far undergone two full implementation phases. Phase 1 during the period 1st April 2004 – 31st March 2009 with the target of creating one (1) million work opportunities – which it achieved one year ahead of schedule. Phase 2 during the period 1st April 2009 – 31st March 2014 –with a target of 4.5 million work opportunities (women 55%, youth 40% youth and people living with disabilities 2%). The project is fully funded by GSA with an overall budget of US\$ 8,102, 568 for the period 2005-2014 (Phase 1& 2).

Present Situation of the Project: Phase 3 EPWP, which aims at creating a further 6 million work opportunities, commenced on 1st April 2014 and is scheduled to end on 31st 2019. Its design is currently being finalized. The focus of this evaluation is on “*ILO Technical Assistance Support to NDPW on the implementation of EPWP*” phase 2 covering the period 1st April 2009 – 31st March 2014; hereafter referred to as the project.

Objective Intervention Logic and Planned Outputs: The development objective of the project is “*contribution made to creation of productive employment, improved incomes and support to productive sectors through increasing the labour intensity in the delivery of infrastructure investments within the frameworks of EPWP and Decent Work Country Priorities*”. The immediate objective of phase 2 is “*the capacity of the EPWP Phase 2 infrastructure sector component enhanced to optimize the creation of decent work opportunities in all {target} sectors in a manner that increases labour intensity*”. The intervention logic {strategy} was for “*ILO to apply its expertise in policy advice, global best practices, knowledge building, advocacy, capacity-building and experiences gained in the EPWP Phase 1 to increase employment creation potential in public infrastructure investments for vulnerable and low skilled target groups*”. The project focused on five key result areas, namely: (i) **Policy Development and Promotion** – whose planned output was “*contribution made to the development and promotion of appropriate employment intensive investment policies for the EPWP Phase 2*”; (ii) **Skills/Capacity Development** – whose planned output was “*capacity of institutions implementing the EPWP Phase 2 to execute employment intensive projects as per EPWP principles enhanced*”; (iii) **Project Management and Technical Support** – whose planned output was “*project management and technical support provided to institutions implementing the EPWP Phase 2 to execute employment intensive projects as per EPWP principles*”; (iv) **Research** – whose planned output was “*researches and studies that contribute to optimization and mainstreaming of the use of employment intensive methods carried out in collaboration with relevant stakeholders implementing the EPWP Phase 2*”; and (v) **Advocacy** – whose anticipated output was “*adoption and application of strategies, processes and tools that contribute to up-scaling of the EPWP promoted to relevant stakeholders*”.

Project Management Structure: The project is managed by a small technical team of the ILO comprising a Chief Technical Advisor (CTA)/Team Leader and Training Advisor (TrA) – who are both stationed at the NDPW (EPWP Infrastructure Sector Directorate Department of Public Works) in Pretoria; and two (2) Technical Advisors (TAs) – one in Kwazulu Natal Province and the other in Eastern Cape Province. The team is administratively backstopped by ILO Co. (Pretoria) and technically by the Employment Intensive Investment Programme (EIIP) Senior Specialist –also based in Pretoria. In addition to working as a team, and to cover the rest of the country, individual team

members have also been assigned specific provinces to technically support - the CTA (Gauteng); TrA (North West); TA-KZN (Mpumalanga and Free State) and TA-EC (Western Cape and Northern Cape). It is 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 province has a dedicated ILO team located there and is covered in a separate report.

Purpose, Scope and Clients of the Evaluation: The specific objectives of the evaluation are to: to assess whether the objectives of the ILO technical assistance support to the implementation of the EPWP Phase 2 were achieved; and the role of ILO technical assistance in relation to the requirements of EPWP Phase 3; review project design and make recommendations on how these objectives could be realized in the new agreements to be signed; make recommendations for the necessary realignment of TA activities to the requirements of EPWP Phase 3, and the future direction, viability, and necessity of similar TA activities in the country based on availability of local capacity and expertise related to employment intensive technology and inform current discussions within ILO on whether a similar services could be replicated wider in South Africa; and Ascertain to what extent EPWP links to the DWCP and explore the implications of the programme for the wider national development agenda. This evaluation has been undertaken in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005, and the Technical Cooperation Agreement between the ILO and GSA. The primary clients of the evaluation are: (i) ILO CO (Pretoria Office) and the technical unit in Headquarters (EMP/INVEST), project partners namely NDPW, LDPW, GSA and other stakeholders.

2.0 APPROACH AND METHODOLOGY

The evaluation used a participatory involving interviews with a wide range of selected key stakeholders taking into account adequate gender representation. Owing to time limitations, the methodology, which applied both quantitative and qualitative analysis, used four main research instruments: (i) Desk review of a wide range of relevant documents; (ii) “one-on-one” and/or focused group discussions in ILO CO (Pretoria), Kwazulu Natal and Eastern Cape provinces; (iii) Independent observations by the Mission; (iv) stakeholders’ de-briefing workshop which was held at the end of field visits.

3.0 MAIN FINDINGS & CONCLUSIONS

The Project Logical Framework neither provided baseline data nor specific objectively verifiable indicators of achievement - which made objective assessment of its performance rather hazy. But while acknowledging this shortcoming the Mission observed that the team’s annual work plans had targets based in line with EPWP Annual Performance Plan That notwithstanding, the mission observed that the project had attained a number of outputs that will no doubt go a long way towards attaining its objective as indicated earlier, and by extension the objective of EPWP to which the project’s outputs feeds into.

3.1 Relevance and Strategic Fit

The Mission found the project objective and outputs to have been relevant to, not just the socio-economic development needs of direct target beneficiaries – i.e. the National Department of Public Works, municipalities, mentors, contractors and consultants; but also the indirect or ultimate target beneficiaries – i.e. the unemployed women, youth and people living with disabilities. Its objective and outputs were strategically in line with development aspirations of GSA and other development agencies. On the part of GSA, these includes national development aspirations as reflected in key policy documents e.g. the National Development Plan- Vision for 2030 (2011) and the New Growth Path Framework (2009). The projects activities are also strategically in line with Decent Work Country Priorities (DWCP) for South Africa (2010-2014) and in particular outcome 3 whose focus is *More women and men, especially youth and persons living with disabilities, have access to productive and decent employment through inclusive job-rich growth*; ILO Decent Work Agenda for Africa (2007-2015) and its Strategic

Framework (2010-2015); United Nations Development Assistance Framework (2007-2010) and the Millennium Development Goals.

3.2 Validity of Project Design

The Mission also found the validity of project design to have been logical and coherent from the point of view of the foundational information base which included: (i) the National Public Works Programmes of the 1990s and the Reconstruction and Development Programme of 1994, and the ILO-supported Advisory Support Information Services and Training (ASIST) initiative and Technical Support on Labour Intensive Construction methods of NDPW including the support to “Gundo Lashu” (2001- 2005) in Limpopo Province; (ii) stakeholder consultations, and in particular during the formulation of the country’s DWCP (2010-2014); (iii) efficacy of the Labour Intensive (LI) method of creating employment which has successfully been applied in many other countries; (iv) adequacy of intervention mix (policy development and promotion, skills and capacity development, management and technical support, research and advocacy) which reinforce and complement each other; and (v) gender mainstreaming and equity strategy-where women were intended to comprise 55% of total number of beneficiaries.

3.3 Project Performance and Effectiveness

The main achievements of the project include the following: **(i) Policy Development and Promotion** – whereby the ILO project team supported the preparation of several policy documents including the Draft Final Policy Framework Document for Kwazulu Natal (KZN) EPWP; the Revised Department of Labour (DoL) 2010 Ministerial Determination on the EPWP; the Draft Policy Document for the KZN provincial Department of Transport (DoT), the Municipalities’ EPWP Policy and Implementation Guidelines; the concept document for the development of local capacity for labour-based works including training of local contractors in EC Province, and institutional arrangements for implementation of LI methods in Eastern Cape (EC); technical briefs towards supporting EPWP implementation; and support to the design of phase 3; **(ii) Skills and Capacity Building** – whereby the ILO project team supported the development of LI training curriculum (ongoing), conducted training to 1,475 practitioners surpassing their work plan-based target of 480 by an impressive 307%, organized training for 48 EPWP staff at the ILO International Training Centre (ITC) in Turin –thereby surpassing their work-plan based target of 12 by a whopping 300%, and contributed to the formulation of proposal documents towards the establishment of Labour-Intensive Training Centre (LITC); **(iii) Project Management and Technical Support** – whereby the project team supported the preparation of EPWP strategic plans for all nine provinces, documented international best practices of LI methods in the Environment Sector, and also supported the development of guidelines/manuals for EPWP implementation; **(iv) Research** – whereby the team supported the preparation and dissemination of 6 studies including supported preparation of six (6) studies including: “Study to Enhance Labour Intensity of EPWP Roads Projects; “Study on Enhancing the Application of LI methods in the EPWP Environment and Culture Sector”; “Study on Community Contracting commissioned and draft report prepared and circulated but not yet completed” and the “Labour Issues Study-Review of Labour Issues that Impact on EPWP”; **(v) Advocacy** – whereby the team facilitated several EPWP-related advocacy initiatives (e.g. conferences, workshops and seminars) through which they showcased LI methods and EPWP, and produced training materials, trained and advocated on LI green jobs-based employment creation among other things.

3.4 Effectiveness of Project Management Arrangement

The management arrangement of the project was found to be quite effective. Some of the features that contributed to this included hosting the ILO project team in NDPW (EPWP Infrastructure Chief Directorate), having a Project Steering Committee (PSC) comprising key stakeholders, and having the technical backstopping EIIP Senior Specialist in the ILO CO (Pretoria). Both administrative and technical backstopping support were found to have been quite effective. Project monitoring and evaluation (M&E) is in place and is working well, and the ILO project team has been producing and disseminating monthly and bi-annual project progress reports on a regular and timely basis. The team has been sharing relevant information in a fairly effective manner through various fora including seminars, workshops, conferences and the EPWP website among others. However, the project’s M&E system and its Logical Framework has several issues that need to be addressed during phase 3. These includes: (i)

lack of baseline data and targets (that are objectively verifiable); (ii) lack of outcome indicators; (iii) confusion between Objectively Verifiable Indicators (OVIs) and Means of Verification (MOV); (iv) emphasis on the numbers of work opportunities created leaving out on “sustainable livelihood”¹ indicators and contribution to overall economy; and (v) inadequate mainstreaming of the Government’s Outcome-Based Approach (OBA).

3.5 Efficiency of Resource Use

The project team comprising 4 technical experts and a financial and administration assistant was found to be technically qualified, committed to project work and with high team work spirit. On account of the fact that the ILO Project Team is supposed to support NDPW in delivering to EPWP objectives (and not to implement the project as such) it was largely deemed to be adequate. However, the high and increasing demand for ILO technical support in the core regions (KZN and EC provinces) and the emerging demand for the same in other provinces (most recently North West, Western Cape and Free State) is evidently stretching the current capacity of the team – especially given the existing low in-house technical capacity that is exacerbated by high staff turnover in key implementing bodies. Principally, support is targeted at the infrastructure sector, following which there has been made requests to support other sectors. However, and primarily due to resource limitations, it has not been feasible for the project to respond adequately to requests for support in the other focal sectors (Environment & Culture, Social and Non-State). While the project team considered the budget to be adequate, it is likely to become an issue during the second-half of phase 3 as the demand for ILO technical support increases. While the Mission neither undertook, nor was required to undertake full “value for money audit” as such, a cursory assessment of project resources indicated that their distribution fairly strategic and their utilization fairly efficient, transparent and prudent.

3.6 Impact Orientation and Sustainability

Notwithstanding the short-term employment orientation of project design (which was meant to be the case) some of its elements that have potential for promoting sustainability include: (i) The continued *commitment and full funding of the project by Government* through the regular budgetary allocations; (ii) *ILO capacity building of NDPW and implementing bodies* to adopt and apply labour-intensive methods in infrastructure projects, as well as *learnership and skills training* for future employability; (iii) The strong national political will in support of project ideals; (iv) *Institutionalization of project management* through NDPW and the Project Steering Committee (PSC) where NDPW is the chair; and (v) *Stakeholder involvement* at all levels for ownership. While the ILO Technical Team has so far provided significant inputs towards sustainability by way of skills development and capacity building (through training, seminars, workshops and study tours, among others) progress towards the realization of sustainability of project activities remain rather elusive.

Looking into the future, potential significant progress towards sustainability of project activities and enhanced “sustainable livelihood” is likely to be seriously undermined by the following four (4) issues – which will need to be addressed during EPWP phase 3: (i) The continued *inadequate in-house technical capacity* among most implementing bodies particularly the Provincial Departments including LDPW, as well as Municipalities - which has been due to delays in providing dedicated counterpart staff to understudy the ILO technical support team; (ii) The *high staff turnover* among implementing bodies including NDPW, Provincial Departments and municipalities – which to a large extent has been triggered by their improved employability after undergoing project training (an unintended result) – though this is not to be seen as total loss as most of those who leave either join other departments of Government or the private sector within the country; (iii) *Lack of appropriate and integrated institutional framework for training in LI methods* (e.g. LITC and its satellite network, and integration of training in higher institutions of learning) to broaden training so as to expedite progress towards attaining the requisite critical mass of trained personnel; and (iv) *Lack of a clear sustainability and exit strategy* in the project design and implementation processes – which is essential for purposes of guiding project implementers and stakeholders in terms of requisite interventions. While recognizing that some elements towards promoting sustainability and

¹ Which is a new concept in Phase 3 which the ILO made input in having it included in EPWP.

impact of the project have recently been initiated jointly between NDPW, LDPW and the ILO project (e.g. through forging public-private-partnership-PPP, entrepreneurship development and financial linkages) there is need for greater and more expeditious effort towards this direction.

3.7 Main Conclusions

Despite not having project targets upon which the Mission could objectively assess the performance of the project, the view of the Mission and that of some key respondents met during field interviews is that it has done quite well especially in the areas of skills and capacity development, management and technical support, policy development and promotion, and research in that order. This is despite the high staff turnover especially at the National level and lack of dedicated counterpart local staff to under-study the ILO technical team in some of the implementing bodies, particularly in the case of the Limpopo component - an external factor that has negatively influenced the performance of the project. Advocacy seems to have had the lowest achievement and the team needs to step up their activities during phase 3 to influence and change mind set towards LI methods in creating employment especially among mentors, contractors and consultants.

Key factors that are likely to underpin the success of the ILO Technical Assistance Project in future include: (i) Re-focusing ILO TA interventions towards activities providing “sustainable livelihood” to target beneficiaries by supporting implementing agencies to put more emphasis on the promotion of sustainable livelihood (as opposed to just short term employment creation) based on EPWP principles; (ii) Having in place counterpart staff on a longer basis to understudy the ILO team coupled with appropriate mechanisms for their retention (e.g. selecting staff with passion, self-drive and commitment; ring-fencing projects’ budgets and providing good working environment); (iii) Putting in place an integrated institutional framework for training in LI methods including the establishment of a national LITC and its provincial satellites; and also institutionalizing training in LI methods within tertiary training institutions so as to provide a broader base for offering training in LI methods; (iv) Having adequate funding for ILO TA Support activities -especially in light of the growing demand for technical support not just in the core provinces (KZN & EC), but also in other interested provinces (e.g. NW, FS and WC); and hence the need for additional resources including staff; (v) Attainment of broad-based buy-in including through change of mind set among key implementing bodies including. contractors, consultants, mentors, corporate business organizations, and financial institutions; and (vi) Having in place an appropriate staff deployment model for ILO technical support team in the roll-out phase which will require selecting between the “National Model” with a one CTA and TAs distributed appropriately between functions and regions- which in the view of the Mission is more appropriate from the point of view of integration and synergy, and the “Limpopo Model” of having a CTA and TAs in for the province.

4.0 EMERGING LESSONS LEARNED

The following is a summary of the emerging lessons learned during the project cycle:

- (i) Implementation of EIA focusing on the creation of temporary work opportunities do not necessarily result in improved “sustainable livelihood” and complementary initiatives - including forging win-win partnership with potential employers in the private sector (within the public-private-partnership), entrepreneurial skilling, and linkages to financial services are required for sustainable impact;
- (ii) Capacity building in an environment characterized by high shortage of technical skills should be complemented with strategies for engaging and retaining dedicated, passionate and committed local staff to understudy technical assistance support such as that being provided by the ILO under EPWP;
- (iii) Employment Intensive-based jobs creation should not just focus on the number of work opportunities created, but on impact by way of assets creation, improvement in socio-economic welfare of the target beneficiaries (sustainable livelihood) and contribution to the national economy;
- (iv) Experiential learning (through practical training and learning tours) is an effective way of fast-tracking stakeholders’ knowledge acquisition, attitude change and capacity building in general;

- (v) Without effective institutionalization for in-house capacity among the national implementing bodies, external TA projects (including the ILO TA Support Project to NDPW) runs high risks of prolonged engagement.

5.0 KEY RECOMMENDATIONS

The following are the key recommendations:

- 1. Skills and Capacity Development:** Enhance sustainability and impact of training and capacity building of target beneficiaries through:
 - ✦ *Promoting practical-oriented training delivery on EI methods coupled with forging of strategic partnerships with potential private sector actors (e.g. on the curriculum development and training materials, internships and apprenticeship engagement; and linkages to financial services) in the target sectors to enhance prospects for creating longer term employment and improved sustainable livelihood.*
 - ✦ *Expediting the process towards instituting mechanisms for accrediting employment intensive training courses of the ILO with appropriate national authorities in order to enhance marketability of training beneficiaries;*
 - ✦ *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 also in creating adequate pool of Master Trainers to ensure roll out of capacity building interventions.*
- 2. Technical Support:** The ILO project team to broaden and strengthen 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 “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.*
- 3. Monitoring and Evaluation:** As part of the development of the final PRODoc for phase 3, the ILO and its project team to enhance effectiveness of project monitoring and evaluation functions by:
 - ✦ *Formulating an appropriate log frame for phase 3 with relevant base line 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;*
 - ✦ *Working closely with EDD on DySAM to assist NDPW in institutionalising 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;*
 - ✦ *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;*
- 4. Impact Orientation and Sustainability:** Promote prospects for sustainability and impact of project interventions through:
 - ✦ *Provision of support to NDPW by the ILO TA team towards enhancing sustainability of project activities (e.g. by integrating and strengthening linkage with private sector actors; supporting entrepreneurship development; promoting sustainable linkages with financial service providers; institutionalizing training of LI methods through the establishment of LITC and its network of satellite training centres, integrating and mainstreaming LI methods training in higher institutions of learnings) so as to create longer term work opportunities and promote sustainable livelihoods;*
 - ✦ *Provision of requisite technical support to NDPW by the ILO TA team in developing and operationalizing an appropriate mechanism for knowledge transfer to implementing bodies; developing enhanced guidelines, manuals, technical briefs and documentation to facilitate knowledge transfer; and in formulating a comprehensive project sustainability and exit strategy;*

- ✚ *Provision of a dedicated technical team of local counterpart staff (with demonstrated passion, self-drive and 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;*
- 5. Advocacy:** *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 and increased documentation of best practices to enhance change of mind-set among all stakeholder organisations, and in particular among implementing agencies, municipalities, consultants, mentors and contractors.*
- 6. Project Roll-Out:** The ILO TA team to support NDPW in working out 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; the 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.

1.0 INTRODUCTION

1.1: Programme Background and Context

The **Expanded Public Works Programme (EPWP)** was initiated by the Government of South Africa (GSA) against the backdrop of the country's high poverty and unemployment rate of up to 31% in 2002. These two inter-related challenges, which particularly affected, and continue to affect women and the youth, were considered by the Government as the most significant threats to the country's emerging democracy. The Programme was initiated in 2004² following the Growth and Development Summit (GDS) held in June 2003 during which four (4) development themes towards decent jobs creation and poverty alleviation were adopted, and one of which was *"More jobs, better jobs and decent work for all"*. During the Summit, it was agreed that public works programmes was an important avenue for *"providing poverty and income relief through temporary work for the unemployed by way of carrying out socially useful activities"*³.

The EPWP initiative is a nation-wide initiative of the Government which *"makes systematic use of public expenditure to boost productive employment and to develop marketable skills among the historically disadvantaged communities towards contributing to the national goal of alleviating poverty at all levels - national, provincial, local authorities as well as state-owned enterprises"*. It aims at creating work opportunities by utilizing labour-intensive⁴ technologies and transferring of requisite skills for the aforementioned target groups in the delivery of public and community assets and services and is intended to consolidate and complement the achievements of previous Government development initiatives and to provide an employment-based social protection mechanism to the marginalized communities in the short to medium term. It is considered as an important avenue for labour absorption and income transfers to poor households in the short to medium-term and entails a deliberate attempt by public sector bodies to use expenditure on goods and services to create work opportunities for the unemployed. Various EPWP projects employ workers on a temporary or on-going basis through government, contractors or other non-governmental organizations, and also within the Ministerial Determination Conditions of Employment for the EPWP or learnership employment conditions.

1.2: Highlights of EPWP Implementation Phases and Aims

Since it was launched, the Programme has undergone two full implementation cycles of five-years each in accordance with the Government's fiscal year which starts on 1st April and ends on 31st March, and is currently on its third phase as briefly described below:

1.2.1 EPWP Phase 1

Phase 1 of the programme was implemented during the period *1st April 2004 – 31st March 2009*. The aim of the programme under this phase was *"to alleviate unemployment for a minimum of **one (1) million** people⁵ in South Africa over the five-year period; with women expected to account for least 40% of this target, youth for 30% and People Living with Disabilities (PLWD) for 2%"*. This first phase of was successfully completed achieving its target of **one (1) million work opportunities**⁶ one year ahead schedule.

² By the former President Thabo Mbeki on 18th May 2004 in a Sekhunyani village, Giyani in Limpopo Province – whose choice was strategic in that the Limpopo Province Government had already taken initiative to implement the labour-intensive provincial roads programme called "Gundo Lashu" (which is isiVhenda for "our victory"), with the assistance of Department for International Development (DfID) and the ILO.

³ Expanded Public Works Programme; Five-Year Report (2004/05 – 2008/09: Reaching the One Million Target

⁴ Labour-intensity refers to expenditure on wages expressed as a percentage of total expenditure on activities implemented using labour-based methods;

⁵ Which is also referred to in the rest of the document as "work opportunities"

⁶ Where "Work Opportunity" refers to paid work created for an individual on the EPWP project for any period of time, within the conditions of the Code of Good Practice for EPWP.

1.2.2 EPWP Phase 2

Following the laudable achievements of phase 1 of the programme, **Phase 2** was launched and implemented during the period 1st April 2009 – 31st March 2014. The aim of this phase was *“to up-scale and create a further **4.5 million work opportunities** or full-time-equivalent (FTE)⁷ of 2 million jobs”* towards contributing to the Millennium Development Goals (MDGs) of halving unemployment by 2014; with women expected to account for least 55% of this target, youth for 40% and PLWD for 2%. The specific objective was *“to enhance the capacity of the EPWP infrastructure sector component to optimize the creation of decent work opportunities in all sectors in a manner that increases labour intensity”*.

1.2.3 EPWP Phase 3

EPWP Phase 3 was recently launched and is expected to operate during the period 1st April 2014 - 31st March 2019. The aim of this current phase is *“to create an additional **six (6) million work opportunities** or 2.5 million FTE (Person Years); with women being expected to account for least 55% of this target, youth for 55%, and PLWD for 2%. The specific objective of Phase 3 is “to provide work opportunities and income support to poor and unemployed people through the labour-intensive delivery of public and community assets and services, thereby contributing to development”⁸. Unlike phase 1 and 2 which emphasized employment creation and enhancement of skills, impact and quality of services and assets created will also be accorded due attention.*

1.3: Geographical Scope, Sector Focus and Target Beneficiaries of EPWP

The Programme is being implemented within the overall national policy framework and guidelines across all the nine (9) provinces of the country. This includes Limpopo Province where it had previously and successfully been introduced and implemented with financial support by British Department for International Development (DfID), and with technical support by the ILO and under the auspices of the “Gundo Lashu” project.

Sector-wise, the programme covers four (4) sectors of the economy with the main aim of increasing labour intensity⁹ of Government-funded funded projects in each of the sectors and thereby create work opportunities towards the national goal of alleviating poverty. The sectors include: (i) Infrastructure sector; (ii) Environment & Culture sectors; (iii) Social sector; and (iv) Non-State sector¹⁰. In addition, the programme also provides support in Training and Enterprise Development (TED) at the sub-programme levels. Whilst the ILO has acted as a resource for activities in all the four (4) sectors, its primary mandate has been in promoting labour-intensive methods in the infrastructure sector - which was seen as having the highest potential for generating labour-based work opportunities and has the largest budget.

Direct target beneficiaries of the programme include the NDPW and other implementing bodies e.g. municipalities, mentors, contractors and consultants. Indirect, or ultimate target beneficiaries comprise the historically marginalized communities, primarily the unemployed, women, youth and PLWD.

1.4: Programme Components, Budgets and the Role of ILO

Ever since implementation was commenced in 2005, the role of the ILO in EPWP has been to provide technical support towards delivering on its aims through two, but complementary technical assistance projects fully funded by GSA:

⁷ Where “Full-Time Equivalent” refers to one person-year of employment, where one person year is equivalent to 230 person days of work.

⁸ **Gamelihle Sibanda:** Designing and Implementing a Public Employment Programme Leveraging Regular Government Budget; Lessons from South Africa Expanded Public Works Programme

⁹ Where “Labour Intensity” refers to expenditure on wages expressed as a percentage of total expenditure on activities implemented using labour-based methods.

¹⁰ Including Non-Profit Organization (NPO) and community work (CW) programme.

- (i) *“Technical Assistance (TA) Support to the National Department of Public Works Department (NDPW) on the implementation of EPWP”* - hereafter simply referred to as the ILO-TA Support Project to NDPW – which had an overall budget of **US\$ 8,102, 568** for the period 2005 to 2014;
- (ii) *“Technical Assistance Support to the Limpopo Department of Public Works (LDPW) on the implementation of EPWP”* - hereafter simply referred to as the ILO-TA Support Project to LDPW – which had an overall budget of **US\$ 8,753, 697** for the same period (2005-2014).

This mid-term evaluation report focuses specifically on phase 2 of the ILO TA Support Project to NDPW -whose outputs feed into the outputs of EPWP, and should not be misconstrued to be an evaluation for EPWP as such.

1.4.1: Objectives and Outputs of the ILO-TA Support Project to NDPW

As stated in the Project Document (PRODoc) for Phase 2 (2012 – 2014); the **overall goal** of the ILO-TA Support Project to NDPW was *“poverty reduction through the creation of productive employment in infrastructure investments”*. The goal is further re-stated in the *“ILO Inception and Progress Report of June 2009”- May 2010*, as *“contribution made to creation of decent job opportunities targeting unemployed men and women (55%), youth (40%) and PLWD (2%) to contribute to halving unemployment by 2014”*.

The **development objective** of the project was *“Contribution made to creation of productive employment, improved incomes and support to productive sectors through increasing the labour intensity in the delivery of infrastructure investments within the frameworks of EPWP and South Africa Decent Work Country Programme (DWCP). The immediate objective of the project is stated as “the capacity of the EPWP Phase 2 infrastructure sector component enhanced to optimize the creation of decent work opportunities in all sectors in a manner that increases labour intensity”*. The **strategy** was for *“ILO to apply its expertise in policy advice, global best practices, knowledge building, advocacy, capacity-building and experiences gained in the EPWP Phase I (2004/5 -2009/10), to increase the employment creation potential in public infrastructure investments for vulnerable and low skilled target groups in Phase 2 for the period 2012 – 2014”*.

Following series of consultations between the ILO technical and programming staff; and the EPWP Infrastructure Chief Directorate¹¹, the envisaged outputs of the ILO National Team (as per the revised log frame-see **Appendix 3**) which are aimed at feeding into the phase 2 of the overall EPWP are grouped into the following five (5) key result areas (KRA):

1. **Key Result Area 1: Policy development and promotion** -whose anticipated output is *“Contribution made to the development and promotion of appropriate employment intensive investment policies for the EPWP Phase 2”*.
2. **Key Result Area 2: Skills/Capacity Development** –whose anticipated output is *“Capacity of institutions implementing the EPWP Phase 2 to execute employment intensive projects as per EPWP principles enhanced”*.
3. **Key Result Area 3: Project Management and Technical Support** –whose anticipated output is *“Project management and technical support provided to institutions implementing the EPWP Phase 2 to execute employment intensive projects as per EPWP principles”*;

¹¹ From as early as the time of the programming workshop held in May 2010;

4. **Key Result Area 4: Research** –whose anticipated output is “*Researches and studies that contribute to optimization and mainstreaming of the use of Employment Intensive (EI) methods carried out in collaboration with relevant stakeholders implementing the EPWP Phase 2;*”
5. **Key Result Area 5: Advocacy** –whose anticipated output is “*Adoption and application of strategies, processes and tools that contribute to up-scaling of the EPWP promoted to relevant stakeholders*”.

Based on these outputs, **intended outcomes** of the project is stated in the PRODoc as: (i) “*EPWP partners have capacity to initiate, identify, plan, implement and monitor labour-intensive and labour-based programmes; and (ii) Labour intensive programmes by different EPWP partners better implemented in terms of procedures, technical and labour standards.*”

1.4.2: Project Management Arrangement

The ILO National TA team comprises four (4) specialists: (i) Chief Technical Adviser (CTA) and Team Leader (TL); (ii) Two (2) Technical Advisers (TAs) and a Training Adviser (TrA). The CTA and TrA are based in the DPW (National) EPWP Infrastructure Sector Directorate in Pretoria, while the two TA’s are stationed in provincial offices responsible for provincial roads-one in Pietermaritzburg in the KwaZulu Natal Province and the other in Bisho in the Eastern Cape Province. The team is supported by a project Administration Assistance (intern) provided by DPW. The team is administratively and technically backstopped by the ILO CO. Director (Pretoria) and EIIP Backstopping Senior Specialist respectively. In addition to working as a team, individual members are also assigned specific provinces in order to cover the whole country by way of technical support. Currently the ILO National Technical Assistance Team is operating according to the Terms of Reference spelt out in Amendment 4 of the MOU (of May 2011)- which should however be read in conjunction with those detailed in the original project document forming part of the MOU signed in January 2005.

The project team, through the CTA/TL, reports to the ILO CO -Director, consults with the Employment Intensive Investment Programme (EIIP) Senior Specialist who is the project’s backstopping specialist currently positioned at the ILO Co. (Pretoria). The team works closely with the Chief Director of the Infrastructure Sector in DPW through whom the project interfaces with EPWP.

1.5: Rationale, Purpose, Scope and Clients of the Evaluation

A detailed evaluation and review of activities, outputs and outcomes of the project was carried out during the period October-November 2010 covering the programme period 2005-2010; which largely coincided with phase 1 of the programme. Since then, a lot of progress has been made and as mentioned earlier, this evaluation focuses on phase 2 covering the period 1st April 2009- 31st March 2014. As indicated in the terms of reference (TORs) provided in **Appendix 4**, the aims of the evaluation at the broader level are to: (i) Provide an independent assessment of the technical assistance inputs provided by the ILO towards the implementation of EPWP Phase 2; (ii) Assess the appropriateness of design as it relates to strategic and policy framework; and (iii) Give informed direction for effectively utilizing ILO’s inputs during EPWP phase 3 which was launched on 1st April 2014.

The specific objectives of the evaluation are to: (i) Assess whether the objectives of the ILO technical assistance support to the implementation of the EPWP Phase 2 were achieved; (ii) Assess the role of the ILO technical assistance in relation to the requirements of EPWP Phase 3; (iii) Review project design and make recommendations on how these objectives could be realized in the new agreements to be signed; (iv) Make recommendations for the necessary realignment of TA activities to the requirements of EPWP Phase 3; (v) Make recommendations on future direction, viability, and necessity of similar TA activities in the country based on availability of local capacity and expertise related to employment intensive technology and inform

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

This evaluation has been undertaken in accordance with *the ILO Evaluation Policy adopted by the Governing Body in November 2005*, which provides for systematic evaluation of projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision-making process and support to constituents in forwarding decent work and social justice; and the *Technical Cooperation Agreement* between the ILO and GSA.

The primary clients of the evaluation are: (i) ILO Pretoria Office and the Technical Unit in Headquarters (EMP/INVEST), project partners namely NDPW, LDPW, GSA and other constituents of the ILO through National Economic Development and Labour Council (NEDLAC).

2.0 APPROACH AND METHODOLOGY

While the evaluation approach was participatory involving interviews with a wide range of selected key stakeholders taking into account adequate gender representation, the evaluation methodology, which applied both quantitative and qualitative analysis, used the following four main research instruments:

1. ***Desk review of key documents*** including the programme documents, bi-annual progress reports, work plans, the October-November 2010 Evaluation Report; Country reports, Mission and Workshop reports and other relevant documents provided by the programme management team as well as from other sources including the various websites such as www.ilo.org, www.epwp.gov.za and www.limpopo.gov.za. For more details on reference materials, see **Appendix 5**.
2. ***One-on-One and/or Focused Groups Interviews*** with ILO staff of the technical units and field specialists involved in project management and implementation; other national and provincial levels (hosting the TAs) and stakeholder including representatives of the NDPW, the Provincial Roads Authorities; Municipalities, Construction and Training Authority subject matter specialists, beneficiary community members, the Economic Development Department (EDD), provincial coordinators, and the National Economic Development and Labour Council (NEDLAC), among others. Field visits for the National component covered ILO CO (Pretoria); KwaZulu Natal (KZN) and Eastern Cape (EC) provinces. For the list of people met and/or interviewed, see **Appendix 1**.
3. ***Independent field level observations*** by the evaluation mission during documents review and field interviews.
4. ***Stakeholders' debriefing workshop*** – which was held at the end of field mission on 11th August 2014 at the Department of Public Works in Pretoria. For the list of participants, see **Appendix 2**.

3.0 MAIN FINDINGS

In line with the TORs, the following sections provide the main findings of the evaluation mission based on relevance and strategic fit of project activities with socio-economic development aspirations of various stakeholders, validity of design, project progress and effectiveness, effectiveness of project management arrangements, efficiency of resource use, impact orientation and sustainability. It also distils lessons learned and makes recommendations for more effective progress and performance towards the achievement of planned outputs, anticipated outcomes and ultimately impact.

3.1 PROJECT RELEVANCE AND STRATEGIC FIT

Overall conclusion: As indicated in the sections below, the overall findings of the Evaluation Mission is that the objectives and planned outputs of the ILO Technical Assistance Project to NDPW (phase 2) are not only significantly relevant, but also strategically in line with the socio-economic development needs and aspirations of the following, among others: (i) primary target beneficiaries (i.e. NDPW and other implementing bodies including municipalities, mentors, contractors and consultants) as well as the ultimate beneficiaries (i.e. the unemployed women, youth and people living with disabilities); (ii) national policies, strategies and plans; (iii) Decent Work Country Priorities (DWCP) for South Africa (2010-2014); and (iv) development aspirations of other United Nations (UN) development agencies.

3.1.1 Socio-Economic Development Needs of Target Beneficiaries

Based on information from secondary sources and responses by a variety of project stakeholders interviewed during field work, as well as independent field-level observations, the Evaluation Mission resolutely conclude that the project objective, activities and anticipated outcomes are fundamentally relevant to livelihood needs of primary and ultimate target beneficiaries. The sample verbal quotes provided in **Box 1** below are aimed at depicting the general view a cross section of beneficiaries.

Box 1: Sample Verbal Quotes

"The ILO Technical Assistance Project to the NDPW has been extremely useful to us as a department as well as to the ultimate beneficiaries. It has exposed us to the labour-intensive method as a tool for addressing the challenge of unemployment, especially for our youth and we are now using the knowledge acquired through the project to design and implement labour intensive projects in all public funded projects. As a result, a significant number of our youth have accessed work opportunities which has greatly improved their livelihoods. However, unemployment in South Africa continues to be a big challenge and continued ILO technical support is still needed"

NDPW respondent (Pretoria)

"The chairman expressed NDPW-EPWP's appreciation for the significant and successful role and contribution that the ILO has made in facilitating the conceptual documents which enabled a high level proposal, business plan and plan of action for EPWP Phase 3".

Excerpt from Minutes of the PSC Bi-annual meeting of 2nd June 2014

"I have benefitted immensely from sensitization and capacity building interventions by the EPWP which is supported by the ILO Technical Assistance Project to the NDPW. I have developed passion and love for LI methods of creating employment opportunities using local resources. I think the approach is the right one for our country where unemployment is a big challenge. I am actually now doing my Thesis for my Master's Degree based on the LIC methods".

Beneficiary (Technician in Department of Transport) - KwaZulu Natal

3.1.2 National Development Policies, Strategies and Plans

The objective and activities of the ILO TA Support Project to NDPW towards creation of employment are strongly aligned to the development aspirations of GSA as reflected in the following key national policies, strategies and plans:

- ✚ The **National Development Plan; Vision for 2030** (NDP-Vision 2030) of November 2011- which among other things, *emphasizes reduction of poverty and inequality through skills development and creation of work opportunities through labour-absorbing programmes*;
- ✚ The **New Growth Path Framework** (NGPF) of June 2009 – whose some of the identified key drivers of job creation include: (a) *“Public investment in infrastructure both to create employment directly in construction, operation and maintenance; (b) “Targeting more labour-absorbing activities across the main economic sectors; and (c) “leveraging social capital in the social economy and the public services;*
- ✚ The **Accelerated and Shared Growth Initiative for South Africa (AsgiSA)** - which seeks to create employment through employment intensive approaches towards *“halving South Africa’s poverty and unemployment by 2014”¹²* which is also in line with MDGs

3.1.3 Decent Work Country Priorities for South Africa

The objective, outputs and anticipated outcomes of the ILO-TA Support Project to NDPW, are not only relevant, but also strongly subscribe to DWCP for South Africa (2010-2014)¹³ – particularly in relation to **Outcome 3** under Priority 2 - whose focus is *“More women and men, especially youth and persons living with disabilities, have access to productive and decent employment through inclusive job rich growth”*. The project also contributes to some elements of social protection, enterprise development, and promotion of labour standards of the DWCP.

3.1.4 ILO Decent Work Agenda for Africa

The objective of the ILO-NDPW Technical Assistance Project is also well-aligned with ILO’s Decent Work Agenda for Africa (2007-2015)-which focuses on the *promotion of full and productive employment and enterprise development, as well as social protection for all*.

3.1.5 UNDAF Development Priority Areas

The overall objective of the project is notably relevant and strategically in line with UNDAF¹⁴ (2007-2010) for South Africa-whose one of the priority areas is *“to intensify poverty eradication by supporting the for Government in implementing the social sector of EPWP for home and community based care workers, early childhood development (ECD) workers, and community health workers¹⁵.”*

3.1.6 ILO Strategic Framework

The goal and objective of the project are well aligned with ILO’s Strategic Framework for the period 2010-2015, particularly with respect to three (3) priority outcomes, namely: *Employment promotion; skills development and social security*. It is also in line with Outcome 1 of the ILO Programme and Budget (P&B) for

¹² Expanded Public Works Programme; Five-Year Report (2004/05 – 2008/09: Reaching the One Million Target

¹³ Decent Work Country Programme for South Africa (2010-2014): March 2010

¹⁴ The United Nations Development Assistance Framework (UNDAF) is essentially the common strategic framework for the operational activities of the United Nations (UN) system at the country level. It aims at providing a collective, coherent and integrated response of UN agencies to national priorities and the Millennium Development Goals.

¹⁵ UN -Towards Achieving Sustainable Growth and Development through Vision 2014: UNDAF for South Africa 2007–2010

Biennium 2013-2014; namely – “More women and men have access to productive employment, decent work and income opportunities”.

3.1.7 Alignment with ILO and National-Level Gender Mainstreaming Strategies

The objective of the project is also well aligned with gender policy of the ILO and also GSA. On the one hand, the ultimate goal of the office-wide ILO Action Plan for Gender Equality (2010-2015) - which was approved by the Governing Body in March 2010, is “to contribute the creation of equal opportunities of productive employment and decent work for women and men in the world of work”. On the other hand, some of the key objectives of the Government in relation to gender mainstreaming and equality are to: (i) “Create an enabling policy environment for translating government commitment to gender equality into a reality; (ii) Establish policies, programmes, structures and mechanisms to empower women and to transform gender relations in all aspects of work, at all levels of government as well as within the broader society; (iii) Ensure that gender considerations are effectively integrated into all aspects of government policies, activities and programmes; and (iv) “Establish an institutional framework for the advancement of the status of women as well as the achievement of gender equality¹⁶.

3.1.8 Other UN Development Organizations

The project’s objective and outputs outcome are also in line with the objective of the Millennium Development Goals (MDGs) of “halving the world population living below the poverty line (US\$ 1.25 a day) by 2015”.

3.2 VALIDITY OF PROJECT DESIGN

Overall conclusion: The Evaluation Mission found the design of both EPWP phase 2 and ILO Technical Assistance Project to NDPW (phase 2) to have been logical and coherent based on the following criteria: (i) the adequacy and relevance of foundational information base upon which the project was conceptualized and designed; (ii) extent of stakeholder consultations; (iii) efficacy of the analytical and development approach adopted; (iv) adequacy of intervention-mix and causality of planned outputs and anticipated outcomes and impact - with programme and overall linkage with the broader development objective; (v) realism of planned implementation timeline; and (vi) gender mainstreaming and equity strategy.

3.2.1 Foundational Information Base

Commitment to labour-intensive Public Works Programmes (PWP) is not a new feature of development policy in South Africa, and the design of the EPWP as well as the subsequent ILO’s Technical Assistance Project to NDPW were underpinned by a significant amount of relevant background information and experiences under the auspices of a number of initiatives, including the following:

- ✚ **National Public Works Programme (NPWP)** of GSA – which carried out extensive pre-investment investigations into the feasibility of PWP under the auspices of the National Economic Forum (NEF) in mid 1990s –including reorientation of mainstream public expenditure towards infrastructure using labour-intensive techniques;
- ✚ **Reconstruction and Development Programme** (1994) of GSA - which formed the basis for the Government’s attempt to attack poverty and deprivations¹⁷;
- ✚ **Background analysis by the Advisory Support Information Services and Training (ASIST)** for Employment-Intensive Infrastructure of the ILO towards developing a business plan for the EPWP;
- ✚ **Support to the Community Based Public Works Programme (CBPWP)** of 1996 to 1997 by the ILO - which helped GSA review the programme’s design and implementation modalities;

¹⁶ South Africa's National Policy Framework for Women's Empowerment and Gender Equality (un-dated)

¹⁷ GSA - National Development Plan; Vision 2030 (November 2011)

 **ILO Technical Support on Labour Intensive Construction (LIC) methods to NDPW** including the support to LDPW/Road Agency Limpopo “Gundo Lashu” (2001- 2005);

3.2.2 Stakeholders' Consultations

While the Evaluation Mission was only able to access a limited number of reports relating to stakeholder consultation fora at the very early stages of phase 2 of the project (e.g. minutes of meetings, briefing workshops and seminars), key respondents from NDPW and relevant municipalities indicated that the design of not just the ILO technical assistance project, but also EPWP phase 2 as a whole involved significant amount of stakeholder consultations¹⁸. Consultations during the process of formulating the DWCP for South Africa (2010-2014) are of particular relevance in this respect.

3.2.3 Efficacy of Development Employment-Intensive Approach

The ILO Technical Assistance Project to NDPW and EPWP that it has been supporting adopted the Employment-Intensive Approach (EIA) which uses labour-intensive methods in public-funded work programmes to create work opportunities for marginalized groups (unemployed, youth and PLWD) in South Africa. The approach, which is based on the use of an appropriate mix of labour and equipment to provide products and services of adequate quality in a cost effective manner¹⁹, is not new in Africa having been initiated and experimented upon as far back as 1960s in countries such as Morocco, Tunisia and Algeria. More lately, this development approach, which has been found to be more cost-effective than the conventional machine-based approach of construction, has successfully been applied in many other countries including Benin, Ethiopia, Kenya, Lesotho, Liberia, Nicaragua, Solomon Islands and Uganda among others.

Overall, it has generally been concluded that if appropriately designed and implemented, labour-intensive approaches have the potential to generate far more direct and indirect local employment opportunities and income than conventional machine-based approach to infrastructure development and maintenance²⁰. In its 2009 presentation to the European Parliament on the Global Jobs Pact, the ILO highlighted the importance of employment-intensive infrastructure development approach, and the strong “multiplier effects” of optimizing the employment content of particularly the infrastructure investment. During its 2010 Survey Conference on employment instruments²¹, the ILO also stated thus... *“Interestingly, several countries have recognized the importance of increasing the labour intensity of investments in infrastructure, an approach the ILO has long advocated, as a means of increasing employment”*. In addition, the ILO, in its study under the auspices of the Liberian Labour-Based Public Works Project concluded that Gross Domestic Product (GDP) multiplier of public investment in all infrastructure sectors was in the order of at least 1.63 for EIA compared with 0.78 for conventional construction methods²². Further, the Staff Working Document of the European Commission-EC (2007) on *“Promoting Employment through EU Development Cooperation”* firmly concludes that *“there is significant opportunity to create employment through infrastructure programmes”* through labour-intensive methods²³.

3.2.3 Adequacy of Intervention-Mix, Causality of Outputs, Outcomes and Objective

In line with the thrust of national development aspirations, especially under the auspices of NDP-Vision for 2030 and the NGPF, the overall goal of the EPWP phase 2 is *“poverty reduction through the creation of productive employment in infrastructure investments”*; while its immediate objective is *“to enhance the capacity*

¹⁸ Though institutional memory was limited due to the high staff turnover in the NDPW as well as the implementing bodies;

¹⁹ This should not be confused with maximum labour-use approach;

²⁰ By using locally available inputs-materials, simple tools and local labour, and thus creating a greater demand for local products & services)

²¹ ILO Conference – 99th Session, 2010 – Report III (Part 1B) ‘General Survey concerning employment instruments in light of the 2008 Declaration on Social Justice for a Fair Globalization’

²² ILO - Employment Impact Assessment of Infrastructure Investments in Liberia (July 2011),

²³ EC-Study on Employment-Intensive Methods in Infrastructure and other Non-Social Sector Programmes (November 2010),

of EPWP infrastructure sector component to optimize the creation of decent work opportunities in all sectors in a manner that increases labour intensity²⁴". Towards delivering on this broader national goal and the specific immediate objective of the EPWP, the main interventions (outputs) of the ILO Technical Assistance to NDPW under phase 2 include: (i) *Policy development and promotion* – with the main aim of creating the necessary enabling policy and legislative environment; (ii) *Skills and capacity development* – with the main aim of empowering the NDPW and implementing bodies (including municipalities, mentors, contractors and consultants) to in turn create employment and transfer requisite skills to the ultimate beneficiaries (i.e. the youth, women and PLWD); (iii) *Project management and technical support* – with the main aim of providing managerial and technical support to implementing institutions to facilitate effective execution of employment-intensive projects in accordance with EPWP principles; (iv) *Research* – with the main aim of generating and sharing relevant evidence-based information to policy makers; and (v) *Advocacy*- with the aim of enhancing stakeholders buy-in, support, adoption and application of strategies, processes and tools that contribute to effective implementation and upscaling of EPWP.

The view of the Mission is that, in principle, and given the continued financing by GSA, this mix of interventions is generally adequate, and that there is plausible causality between these outputs, the anticipated outcome ("*more decent work job opportunities and sustainable livelihood created*"), the immediate of the project, and the broader national development objectives. However, as pointed out later in this report, sustainability and impact are threatened by the slow progress in terms of building adequate and sustainable in-house capacity due to factors outside the control of the ILO Technical Assistance Support Project.

3.2.4 Realism of Planned Project Implementation Timeline

The five (5) year timeline for Phase 2 covered the 1st April 2009 to 31st March 2014. In considering the achievements of the project in relation to the realism of the project's timeline, one has to acknowledge that some of planned outputs, anticipated outcomes and impact associated with some of the interventions of the ILO technical assistance project such as advocacy, capacity building, policy development and promotion are medium to long term in nature. That notwithstanding, most respondents met during field interviews, including ILO project team were generally of view that, had there been an appropriate strategy for sustainable in-house capacity, the project timeline for phase 2 was adequate.

3.2.5 Gender Mainstreaming and Equity Strategy

Phase 2 of EPWP, and the ILO Technical Support Project which has been supporting it, strongly support gender mainstreaming and equity. In this regard, the Mission noted that the aim of the project was for women to comprise 55% (or close to 2.5 million work opportunities) beneficiaries out of the overall target of 4.5 million work opportunities. During phase 2, a total of 4 million work opportunities were created with women accounting for 55% and the youth for 47%²⁵.

3.3 PROJECT PERFORMANCE AND EFFECTIVENESS

While more details are provided in the following sections, the overall conclusion of the Evaluation Mission is that while technical support was meant to be demand-driven, the ILO national project support component has performed fairly well especially with respect to the result areas on skills and capacity (albeit the observation that sustainable in-house capacity is yet to be achieved-which has primarily been due to the high NDPW staff turnover that is nevertheless outside the team's control); management and technical support; policy development and promotion; and research. A number of respondents however indicated that the team's performance with respect to KRA 5 on advocacy, which is essentially a cross-cutting intervention, has been

²⁴ ILO Technical Cooperation Phase 2 Project Document (2012 to 2014)

²⁵ Note that some of the youth are also included in the women category.

rather low as evidenced by the occasional non-compliance with EPWP principles on LI methods in executing projects among implementing bodies (e.g. municipalities, mentors, contractors and consultants).

3.3.1 Overall Planned Project Outputs and Achievements

Appendix 3 provides the logical framework of the ILO-TA Support Project to NDPW as presented in the PRODoc for EPWP phase 2. While it provides outputs and their respective indicators of achievement (IOA) under the following five (5) key result areas (KRAs), it neither provides base line data nor objectively verifiable target indicators.

- (i) **Key Result Area 1: Policy Development and Promotion**- whose IOA were: (a) *Concept and discussion documents for policy development prepared; and (b) Policy promotion materials produced and disseminated.*
- (ii) **Key Result Area 2: Skills and Capacity Development**—whose IOA were: (a) *Stakeholders implementing EPWP re-oriented towards EPWP principles and their capacity to execute LI enhanced; (b) Concept and discussion documents to assist in the establishment of labour intensive and labour based centres of excellence produced and submitted to NDPW; and (c) Linkages for collaboration between EPWP and international partners established.*
- (iii) **Key Result Area 3: Project Management and Technical Support**— whose IOA were: (a) *Project management tools developed; (b) Ongoing technical support to institutions implementing the EPWP; and (c) Input to monitoring and evaluation of project implementation.*
- (iv) **Key Result Area 4: Research** – whose IOA were: (a) *Innovative research and studies carried out and findings disseminated to EPWP stakeholders; (b) Recommendations on improving flagship programmes shared with partners and guidelines on replicating the same developed; (c) Promotion of adoption/application of appropriate research findings by relevant stakeholders.*
- (v) **Key Result Area 5: Advocacy** – whose IOA were: (a) *Dissemination and promotion of good practices used in South Africa and other countries carried out; and (b) Input to relevant fora in support of implementation of the EPWP.*

In this regard, the Evaluation Mission noted with appreciation, the attempt by the ILO team to unbundle outputs under each of these KRAs as contained in their overall work plan for phase 2 (against which this evaluation has also been based). The following sections analyze performance and achievements of the ILO National Team against each of the above listed key result areas and how they have contributed to the achievements of the EPWP objective and planned outputs.

3.3.1.1: KEY RESULT AREA 1 - POLICY DEVELOPMENT AND PROMOTION

As per the logical framework contained in the PRODoc for EPWP phase 2, the anticipated overall output under this key result area was “*contribution made to the development and promotion of appropriate employment intensive investment policies for the EPWP Phase 2*”. While recognizing that the logical framework for phase 2 neither provided baseline data nor targets, and that policy development was meant to be demand-driven and hence dependent on the pace of Government and other partners, the Evaluation Mission noted that the ILO team had made significant contribution to policy development and promotion which will go a long way in creating and enabling environment and influencing decision-making by policy-makers towards increased adoption and application of LI methods in infrastructure development and maintenance. The following is a summary of the team’s achievements based on the team’s unbundled outputs as contained in the work plan for phase 2.

OUTPUT 1.1- Assist in the development of policies to create enabling environment for increased application of labour-intensive methods

In this regard, the ILO national team participated and supported the preparation of the following: (i) The *Draft Final Policy Framework Document for KwaZulu Natal (KZN) EPWP* - which was developed during 2011/12 with facilitation by the ILO team; (ii) The *Revised Department of Labour (DoL) 2010 Ministerial Determination on the EPWP*; (iii) The *Draft Policy Document for the KZN provincial Department of Transport (DoT)*- which was developed in 2013 and whose aim was to mainstream and encourage wider use of labour-intensive approaches within the department; (iv) The *Municipalities' EPWP Policy and Implementation Guidelines* (through EPWP partnership support) - which was undertaken in 2011/12; (v) The *concept document for the development of local capacity for labour-based works including training of local contractors in EC Province; and institutional arrangements for implementation of LI methods in Eastern Cape (EC)* - which was undertaken during 2011/12; and (vi) The *prototype of the EPWP Socio-Economic Model* - which was undertaken during the year 2011/12. In addition, the team also facilitated the establishment of collaboration framework between the Council for the Built Environment (CBE) and EPWP towards enhancing involvement of Built Environment Professionals (BEPs) in job creation.

OUTPUT 1.2 - Promote maintenance of a balanced portfolio of projects at various stages of the project cycle through-out the financial year

To this end, the team targeted support to all nine (9) provinces in which they provided the following outputs: (i) Supported the formulation of the *EPWP and Infrastructure Annual Strategic Plans* for each of the five (5) fiscal years (2011/12 to 2014/15) across all the provinces; (ii) Facilitated a *strategic planning session to develop the EC province DoT Community Based Transportation Programme (CBT) Multi-Year Strategic Plan concept document* during 2013; (iii) Facilitated the *development of EPWP Phase 3 Provincial Strategic Plans for KZN and Western Cape (WC) provinces* during 2014.

OUTPUT 1.3 - Develop and Disseminate Technical Briefs

While the ILO team had targeted to develop and disseminate a total of four (4) technical briefs, they were able to finalize the three (3) which the Evaluation Mission considered to be of good quality, besides the observation by virtually all respondents that the briefs were very helpful towards their effective participation in project activities. The following technical briefs were finalized and distributed widely: (i) *"Principles for project cost estimating"* towards supporting EPWP contractors; (ii) *"The Task system"* for labour-based works in support of enhancing labour productivity on the part of EPWP contractors; and (iii) *"EPWP infrastructure project cycle management"* for capacity building of various stakeholders. Two (2) other technical briefs are currently under review.

OUTPUT 1.4 - Produce a discussion paper on the potential/viability of community contracting as an option for infrastructure delivery and employment creation

In this respect, the ILO team supported the formulation of terms of reference and facilitated the preparation of the *"study on community contracting"*. Although the consultant was not able to fully deliver according to the terms of reference, the draft report was produced and circulated for input by stakeholders and consultations are currently taking place to find the best way forward.

OUTPUT 1.5 - Input to Design of the EPWP Phase 3 Framework

While this output was not initially anticipated, the ILO team, which was part of a seven (7) persons task team charged with the coordination of the design of EPWP phase 3, facilitated and supported its design. Through consultative processes, the ILO team specifically supported and facilitated, the drafting of TORs; formulation of recommendations on the institutional arrangements; development of programme's roadmap for design of phase 3; procedures for appointment of service providers; framework for monitoring and coordination; responsibilities of parties involved in the project (i.e. Project Steering Committee-PSC, Panel of Experts, Working Groups & Sector Specialists); processes towards establishment of the Presidential Public Employment Coordinating Commission (PPECC). The team also provided inputs towards the development of EPWP phase 3 logical framework through a stakeholders' workshop.

3.3.1.2: KEY RESULT AREA 2 - SKILLS AND CAPACITY DEVELOPMENT

This is one of the key interventions of the project whose main aim was “to contribute to enhance capacity of institutions implementing the EPWP phase 2 to execute employment intensive projects as per EPWP principles” under six (6) outputs. Overall, the ILO team attained notable achievements as indicated below.

OUTPUT 2.1 - Develop Labour Intensive Training Curriculum

While the target under this output was to prepare the *draft LI training curriculum conceptual framework*, the ILO team coordinated, facilitated and supported the realization of the following: (i) Baseline study on “*Labour Intensive Training Interventions for EPWP Infrastructure Projects*” – which provided inventory of employment intensive training interventions, training providers, training facilities, training curriculum and training materials; (ii) The *Labour Intensive Training Curriculum Framework* –whose development (jointly by ILO National and Limpopo teams) is currently at a fairly advanced stage; and (iii) *Establishment of linkage between the EC-DPW and the Nelson Mandela Metro University* in the context of collaboration in capacity development in labour intensive methods.

OUTPUT 2.2 - Compile and Standardise Training Materials

In the context of this planned output, the ILO National and Limpopo project teams jointly facilitated and supported the *preparation of training materials for re-orientation of provincial, municipal officials and consultants towards the use of LI methods*. The materials are currently in use.

OUTPUT 2.3 - Conduct Training and Re-orientation of EPWP Stakeholders

The aim under this output was to conduct training and re-orientation of EPWP stakeholders including officials involved in coordinating and managing EPWP in provinces and municipalities as well as consultants and mentors. The team target was to conduct 24 training sessions covering 480 practitioners. In this regard, the ILO team (National and Limpopo) performed quite well and attained the following: (i) *Conducted 42 courses reaching out to a total of 1,475 practitioners* involved in EPWP implementation in various provinces - thereby surpassing the target by approximately 175% and 307% respectively. Training beneficiaries included National Departments (335), Provincial Departments (569), Municipalities (414), Consultants (94), Contractors (30), Councillors (7) and Officials of State Owned Entities (26). More sessions are planned due to increasing high demand by partners. (ii) *Supported and coordinated consultative meetings involving relevant units within the EPWP*, towards the establishment and institutionalization of a Labour Intensive Training Centre (LITC). (iii) *Supported and facilitated training needs assessment, developed training modules and trained 72 officials* from implementing agencies; (iv) *Conducted induction and training of service providers* including consultants and contractors. (v) *Supported the development of the EPWP Learning Framework* to induct new officials to EPWP; and, (vi) *Organized and conducted training for 72 officials* to improve their skills in estimating EPWP benefits in the projects to be implemented in the EC Province. Other inputs by the ILO teams

included support to training of EPWP technical support team on LI methods; development of Training Needs Assessment (TNA) tools for LI methods re-orientation training and dissemination of the same to public bodies; induction training of EPWP Technical Support teams to Municipalities and Provincial Departments; initiatives towards take-off of the stalled Free State (FS) Contractor Development Programme; review of Vukúphile Learnership Programme Document and the Close Out Report on the implementation of the EC Household Contractors Programme.

OUTPUT 2.4 - Conduct Training and Reorientation of DPW/EPWP Officials in Partnership with the ILO Turin International Training Centre

In this respect, the ILO team aimed at organizing and facilitating training of 12 EPWP officials at the ILO International Training Centre (ILO-ITC) in Turin. However, the team actually *managed to organize and facilitate for the training of 48 officials* – thereby surpassing the target by an impressive 300%. Beneficiaries of the training included the Deputy Director General (DDG) EPWP, Chief Director (Infrastructure EPWP), EPWP coordinators in KZN and EC provinces, Director - Environment and Culture, and Coordinator for the Zibambele Household Contractor Programme. The team also organized fellowship training for 2 EPWP senior officials (Gauteng and Free State Regional Programme Managers) in employment intensive investment (EII) at the ILO-ITC. One ILO-ITC run course on EII which was attended by a total 40 officials of the EPWP was brought to South Africa – an action which the Mission considers prudent from the point of view of enhancing outreach and promotion of cost-effectiveness of training.

OUTPUT 2.5 - Facilitate collaboration between the EPWP and other countries in knowledge sharing and skills development in employment intensive approaches

While the target was to arrange two (2) study tours, only one (1) was successfully organized to *Mt Elgon Labour Based Training Centre in Mbale (Uganda)*; and documentation of findings and recommendations towards enhanced EPWP implementation done. The planned visit to HIMO Training Centre in Madagascar was however rescheduled as Training Centre was found to have become inactive.

OUTPUT 2.6 - Provide input to the proposal for the establishment of the LITC

Towards this end, the team provided inputs in 2012 on the *Director General's briefing note for establishment of an LITC* and supported the preparation of the *"Feasibility Report on Establishment of Labour Based Training Centre"* in 2013. The team also provided inputs on the assessment of Kroonstad Roads Training Centre in Free State Province and Gert Sibande Further Education Training (FET) College which were ultimately deemed as potential sites for the proposed LITC, and also prepared a concept note for establishment of LITC.

3.3.1.3: KEY RESULT AREA 3 - PROJECT MANAGEMENT AND TECHNICAL SUPPORT

The aim under this key result area was *"to assist implementing public bodies in the identification, planning, and implementation of infrastructure projects in a manner that increases labour intensity and is compliant with EPWP principles"* through 7 outputs. The following were the achievements of the ILO team towards this end.

OUTPUT 3.1 - Provide input to development of annual provincial roads business plans

The output aimed at providing inputs to the development of annual provincial roads business plans *"that contain the minimum required indicators before submission to NDPW and National Department of Transport (NDoT) and also assist partners to identify, plan, design, implement and maintain projects in the approved business plan in line with EPWP principles-especially towards enhancing labour intensity"*. In this, the ILO supported and facilitated the following: (i) *Development of the EPWP and Infrastructure annual Strategic Plans*

for all nine provinces for the fiscal years 2011/12 -2014/15; (ii) *Strategic planning session to develop the EC Province DoT Community Based Transportation Programme (CBT) Multi-Year Strategic Plan concept document*; as well as the development of EPWP Phase 3 Provincial Strategic Plans for KZN and WC provinces; (iii) *Formulation of draft TORs for design consultants* who were to be hired by EPWP Environment and Culture Unit for the Cemeteries Maintenance Programme; and (iv) *Documentation of International Good Practices of LI methods* in Environmental Sector which was at the Landcare Conference of October 2012;

OUTPUT 3.2 - Provide input to alignment of project documents to be compliant with EPWP principles

Under this output, the ILO team supported the *development of various Memorandum of Agreements (MOAs) involving NDPW and partners* such as DPW and DoT focussing on the LI implementation of the Provincial Roads Maintenance Grant Programme; NDPW and Department of Defence (DOD) regarding construction of rural bridges; and also between NDPW and beneficiary Municipalities. The team also supported the development of the contract document for engaging household contractors by the Department of Roads and Public Works in EC province; and following official request, prepared and submitted a project document for the proposed ILO technical support Department of Public Works Roads and Transport (DPWRT) in North West (NW) province.

OUTPUT 3.3 - Provide on-going technical support to practitioners and officials of institutions implementing the EPWP, including technical advice during site visits and improvement in quality of reporting [develop technical site visit check list]

To this end, the ILO team provided a wide range of technical support services to municipalities, provincial and national departments. Some of the key examples included (a) Review of Kamiesberg Municipality Block Paving Project concept and implementation documents; (b) Development of Gauteng Department of Infrastructure Development Service Level Agreement Document; (c) Development of Service Level Agreement for Blue Crane Route Local Municipality and Intsika Yethu Municipality with the Department of Roads and Public Works (DRPW) in EC; (d) Development of Contract Document for the Upgrading of Divisional Road 2221 to Surface Standards in the Lutzville area in WC province; (e) Formulation of Service Delivery Business Implementation Plan (2013/14) for Mbhashe Local Municipality in Dutywa EC province; (f) Development of EPWP Provincial Annual Performance Plan (2013/14) for KZN-DoT; Department of Transport; and (g) Development of MOA between the NDPW and EC Department of Roads and Public Works for the Implementation of Priority Low Cost Bridges.

OUTPUT 3.4 - Provide input to development/review of technical Guidelines/Manuals

While the ILO team targeted to support and facilitate the review and production of one (1) EPWP Infrastructure Guideline/Manual, the team managed to support the review and production of three (3) of them including: (i) Draft 3rd Edition (based on version of 2005) of the EPWP Infrastructure Guidelines and facilitated internal peer review of the same; (ii) Draft EPWP Guidelines for Large Infrastructure Projects; (iii) Draft Design Guide for consultants for use during the design of projects to enhance the EPWP deliverables. These guidelines have been distributed to relevant stakeholders and are currently in use.

OUTPUT 3.5 - Prepare reports in agreed formats and submit in agreed timeframes

Under this output, the ILO team managed to produce project progress reports comprising ten (10) bi-annual and twelve (12) monthly reports (equivalent to 33 monthly reports since Inception in May 2010) as well as other ad hoc reports as required e.g. the Provincial Roads end-of-financial year close out report (2010/11) and quarterly reports. The team also provided support to the preparation of the annual provincial EPWP business plans for EC and KZN provinces, institutional support technical inputs during regular and ad-hoc

meetings e.g. towards the development of the EPWP General and EPWP Infrastructure Strategic Plans (2010/11-2014/15) together with counterparts and partners; Provincial Roads and National Coordination Committee meetings; local contractor development in EC including institutional (roles and responsibilities) and operational; and the EPWP Municipal Summit (for over 800 delegates) in 2010 and 2011.

OUTPUT 3.6 - Participate in ad-hoc and periodic programming, monitoring, reviews and impact assessments (EPWP and ILO)

In this regard, the ILO Produced and submitted to NDPW ad-hoc and regular reports including (a) Inception and progress report (June 2009 to May 2010); (b) work plans (2010-2014); (c) Eight (8) progress Reports (April 2010-March 2014); (d) Project document (2012-2014); and (e) Budget revisions as necessary (2010/11-2013/14). The team also regularly participated in project management and coordination meetings-internally within the team members and between the team and with the ILO Technical Backstopping Specialist; and externally with partners in the EPWP Infrastructure Chief Directorate.

OUTPUT 3.7 - Collaborate with the ILO Limpopo TA team to complement each other and create synergies

This was a needs-based output and there were no targets as such. However, the ILO National and Limpopo teams held a series of joint meetings which helped to complement their work and create synergies for more effective and efficient implementation of the project. During the entire period for phase 2, the ILO teams were able to hold a total of 20 joint training sessions; and 4 bi-annual joint programming meetings.

3.3.1.4: KEY RESULT AREA 4 –RESEARCH

The main aim of this output was to carry out researches and studies that contribute to optimization and mainstreaming of the use of (EI) methods in collaboration with relevant stakeholders. The ILO team planned to deliver on this key result area through five (5) outputs.

OUTPUT 4.1 - Review existing maintenance programmes and recommend implementation model(s) to enhance productivity

Under this output, the target was to review one programme. Accordingly, the ILO team reviewed the Zibambebe Household contractor programme; identified and recommended areas for improvement during the 2011/12 fiscal year.

OUTPUT 4.2 - Provide input to EPWP M&E Unit in updating the Labour Intensity Study

For this output, the target was to provide inputs towards updating the Labour Intensity Study. Towards this end, the ILO team, in collaboration with ILO Geneva, provided data and information on EPWP infrastructure for incorporation to M&E Unit reports, coordinated and participated on Dynamic Social Accounting Model (**DySAM**)²⁶ training led by the Economic Development Department (EDD), the Treasury and the ILO-Geneva.

OUTPUT 4.3 - Conduct Research Studies

The aim of the research studies was to provide evidence-based towards the effectiveness of LI methods in creating employment in the four target sectors mentioned earlier. While the target was to support and coordinate the preparation of four (4) studies, the ILO team performed quite well having facilitated and supported preparation of six (6) studies, comprising: (a) “Study to Enhance Labour Intensity of EPWP Roads

²⁶ A social accounting model proposed for use in estimating the contribution of the EPWP to employment creation and GDP;

Projects” – which was successfully prepared, printed and disseminated in 2011/12; (b) “Study on Enhancing the Application of LI methods in the EPWP Environment and Culture Sector” - which was produced in 2013/14; (c) “Analysis of CIDB Employment Coefficients” – whose report was successfully prepared; (d) “Study on Community Contracting” –for which, by the time of the Mission, a draft had been produced and circulated to stakeholders for inputs; (e) “Labour Issues Study-Review of Labour Issues that Impact on EPWP”- whose draft was successfully prepared, printed and disseminated to stakeholders; (f) “Study report on production of stone aggregates using manually operated crusher completed for KZN DOT” - whose draft was successfully prepared and distributed.

OUTPUT 4.4 - Provide input to assessment of potential/scope for LI components in large projects

For this output, the ILO team provided technical inputs during 2010/11, towards the development of a study to assess potential scope of implementing EPWP during revival of the currently disused rail network.

OUTPUT 4.5 - Provide input to the Ultra-Thin Reinforced Concrete pavement project in KZN in the context of the collaboration between DPW and Centre for Scientific & Industry Research (CSIR)

The ILO team provided technical inputs to Ultra-Thin Concrete trials projects in Bergville (KZN province) including knowledge gathering visits to the CSIR. A technician was engaged to provide capacity building of site staff (i.e. consultants and contractors) from 1st October to 15th December 2012 and later employed by project consultants. The final project report was shared with NDPW and KZN DOT.

3.3.1.5: KEY RESULT AREA 5 – ADVOCACY

The main aim of key result area 5 on advocacy was to promote broad-based adherence to appropriate labour standards (Decent work) in line with EPWP principles and guidelines. The ILO team aimed at delivering on this result area through eight (8) outputs.

OUTPUT 5.1 - Promote establishment of sustainable Labour Intensive Training Institutions

In this respect, the ILO team facilitated and supported the preparation of “Feasibility Study and Concept Note” focusing on sustainability model for establishment of LITC. As part of this output, the team facilitated and participated in a study tour to the LITC in Mbale (Uganda) with partners.

OUTPUT 5.2 - Disseminate and promote adoption of good practices used in South Africa and other countries

Towards delivering on this output, the ILO team facilitated, supported and participated in several sensitization and information dissemination fora. This is for example during the visit to South Africa by Zambian delegations (August 2012); Korean Delegation in September 2012; Ugandan delegation (Oct 2012); and delegation of Zambia National Council for Construction (March 2013). In addition, the team also disseminated relevant information during national and provincial fora-which are further discussed below.

OUTPUT 5.3 - Participation in relevant forums [conferences, workshops, seminars] to promote the EPWP

The ILO team participated in organisation and conducted sensitization activities through provincial fora and rural roads transport forum and other meetings. These included: (a) sensitization of public bodies on reporting and accessing performance incentives (through visits and workshops) in KZN and EC provinces; (b) sensitization of communities about EPWP through public gatherings including during labour recruitment sessions; and (c) awareness creation about Decent Work Agenda through presentations including during the EPWP Social Sector Conference, participation in workshops e.g. during EC House of Traditional Leaders as

well as through other forms of interactions with partners especially KZN province. The team incorporated some of the issues identified during such interactions into the training modules for LI Re-Orientation Training for Provincial Departments and Municipal officials.

OUTPUT 5.4 - Identify one existing project per province and write up to showcase the same; and provide advisory support to establishment of model/demonstration labour intensive projects.

This exercise was deferred to Phase 3 due the work load arising from the high demand for training

OUTPUT 5.5 - Write technical papers and present at relevant forums

While the ILO team targeted to present four (4) papers, it utilised six (6) key opportunities to showcase EPWP comprising the following: (i) Promoted and showcased the EPWP at the 14th ILO Regional Seminar in Ghana (5-9 Sept 2011); (ii) Presentation of a paper on “*Experiences & Lessons on International Practice in LI Methods*” to the EPWP Environment & Culture Sector National Sector Coordinating Committee –NSCC in NW Province; (iii) Showcased the EPWP during the ILO Africa meeting of 60 Chief Technical Advisers and national programme officers held in Cotonou-Benin (4-9 March 2013); (iv) Shared international experience on Public Employment Programmes (PEP) with participants at the Limpopo EPWP Summit (2013); (v) Presented a paper on “Designing and Implementing a Public Employment Programme (PEP) Leveraging Regular Government Budget” at the 5th ILO Regional Seminar for Labour Based Practitioners held in Cameroon (24-28 Feb 2014); and (vi) Shared with participants international experiences on PEPs at the City of Cape Town Strategic Planning Session (24 Oct 2013).

OUTPUT 5.6 - Prepare a comprehensive paper for presentation on Labour Intensive methods at high political levels [MINMEC, MEC and HOD]

In this regard, the ILO team sensitized members of the National Economic Development and Labour Council (NEDLAC) about the EPWP during their periodic meeting on 7th July 2011; and also arranged for a keynote speaker during the EPWP Summit Meeting for 2011 and 2012.

OUTPUT 5.7 - Advocacy on Green Jobs Initiatives

This is an on-going activity but the ILO team was able to facilitated training on Green Jobs for NDPW officials at ILO-ITC in Turin; and also co-ordinated a dialogue session between the ILO and the United Nations Environment Programme (UNEP) on Green Jobs.

OUTPUT 5.8 - Develop advocacy materials

This is also an on-going activity, but in addition to organizing the study tour to Uganda with key partners as indicated earlier, the ILO team supported the development of script for promotional technical video and shared it with key stakeholders, facilitated the identification of projects to be showcased but the project that was to be profiled has been suspended due to financial constraints.

3.4 EFFECTIVENESS OF PROJECT MANAGEMENT ARRANGEMENTS

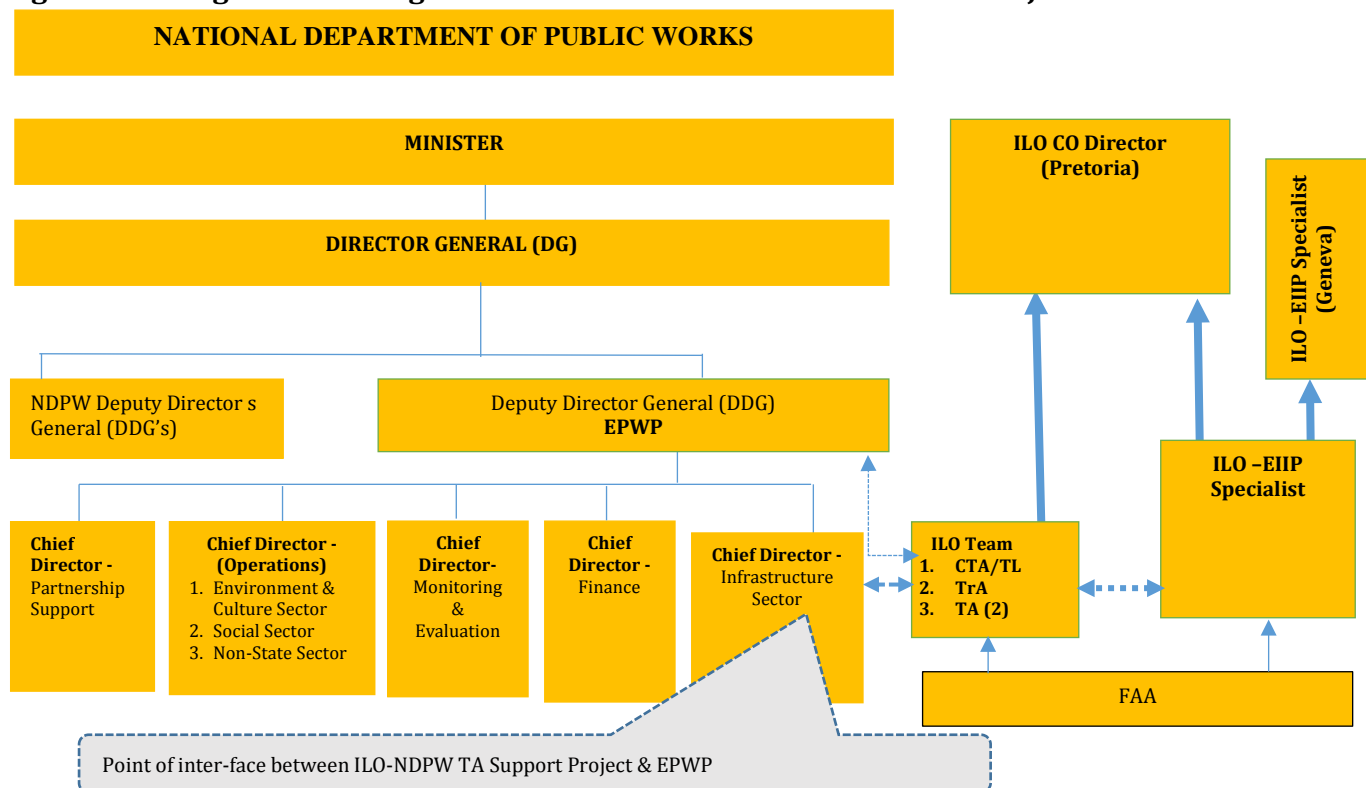
With regard to effectiveness of project management arrangements, the Mission focused on administrative and governance issues; monitoring and evaluation, coordination and collaboration; knowledge management and information sharing.

3.4.1 Administrative and Governance Arrangements of the Project

As pointed out earlier, the ILO National Technical Team – which is attached to EPWP through the NDPW, currently comprises the CTA and Team Leader and the TrA – both stationed in the DPW (National) EPWP Infrastructure Chief Directorate in Pretoria, and two (2) TAs who are stationed in the provincial offices responsible for provincial roads in Kwazulu Natal (KZN) and the Eastern Cape (EC) provinces respectively. As indicated in **figure 1** below, the project team is administratively backstopped by the ILO CO Director and technically by the EIIP Senior Specialist who also is located at the ILO CO. (Pretoria) and also works closely with EIIP Headquarters (HQ) in Geneva. On administrative and financial matters, the technical team is supported by the Finance and Administrative Assistant (FAA) – who is stationed at the ILO CO (Pretoria).

For day to day work, the TrA reports to the CTA while the province-based TAs report to the CTA/TL as well as the infrastructure sector General Managers in their host provinces. As provided for in the PRODoc, project team, reports to the ILO CO Director, Decent Country Work Team (DCWT) through the CTA/TL and is linked to NDPW and EPWP through with the Chief Director – Infrastructure Sector at the NDPW (Pretoria).

Figure 1: Management Arrangement ILO-NDPW Technical Assistance Project



In addition to working as a team, and to cover the rest of the country, individual members of the ILO project team have also been assigned specific provinces to technically support 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 handling Western Cape (WC) and Northern Cape (NC) provinces. It is 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 province has a dedicated ILO team located there.

With respect to effectiveness of this project management arrangement, the Mission observed the following:

- ✚ *Organization and Management Arrangement of the Project:* The management arrangement has worked quite effectively towards supporting delivery of planned project outputs. In this regard, most respondents indicated that hosting of the technical team in DPW offices and having easy and open accesses to administrative and technical backstopping services by the ILO CO Director, DWCT and the EIIP Senior Specialist respectively has contributed immensely to the smooth running of the project.
- ✚ *Technical capacity of project team:* According to virtually all DPW staff met during field interviews, the ILO technical team has exhibited high technical capacity, team work spirit and commitment to project work.
- ✚ *National Support:* According to the project management and technical staff, the project has, and continues to receive the necessary political, administrative and technical support from NDPW and other national partners – thereby providing good environment for effective implementation of the programme;
- ✚ *Administrative and technical backstopping services:* According to virtually all ILO project team members, the Office’s administrative and backstopping services have been readily forthcoming and quite effective to their work – in particular because of the ease of access to the ILO CO Director and the EIIP backstopping specialist.
- ✚ *Effectiveness of communication:* Virtually all implementing partners’ respondents met during field interviews indicated that communication between them and the project team was excellent. The project management and technical team also indicated that communication between them and the ILO CO; and between the ILO CO and ILO EIIP (HQ-Geneva) has been quite good – with the presence of the EIIP Senior Specialist in the Country Office being quite useful.
- ✚ *Clarity of roles and responsibilities:* While many actors did not fully understand their roles and responsibilities at the early stages of the project, the subsequent preparation of a “partners-and-responsibility matrix” by the ILO project team in partnership with EPWP Regional Managers greatly helped the implementing parties in understanding their strategic roles and responsibilities in the management and implementation of the project.

While NDPW was happy with the performance of the ILO project team, there was a feeling from one key stakeholder that the work of the TAs in KZN and EC was not sufficiently visible. In this respect, there was a strong feeling from NDPW management that quarterly meetings should be held between the Chief Director (EPWP Infrastructure Director), the CTA, respective Provincial Coordinators and TAs for purposes of project progress review and guidance.

3.4.2 Monitoring and Evaluation

Monitoring and evaluation (M&E) are important functions of any project and the framework and processes should be adequately defined to ensure sufficient guidance on the part of implementers. However, the PRODoc for phase 2 provided a rather sketchy guideline on project M&E, which stated only as follows: (i) A Project Steering Committee (PSC), chaired by a senior NDPW official and comprising relevant officials from NDPW and ILO, would be established to provide policy, technical and operational guidance, and would meet bi-annually; (ii) the ILO would conduct annual appraisals of its staff as per ILO procedures and share the outcome with NDPW; (iii) Project and progress reports would be prepared bi-annually and officially submitted by ILO to NDPW. Monthly reports however, will be submitted by the team to the NDPW Chief Director EPWP; and (iv) All the work carried out under the Programme will adhere to the internal M&E procedures of the ILO and the ILO would share with NDPW any reports including reviews and evaluations among others.

On the upside, the Evaluation Mission observed the following with respect to M&E:

- That an M&E system is in place and as provided for in the PRODoc, the *ILO project team has consistently monitored project progress, produced monthly and bi-annual project progress reports* (with achievement of

the relevant period and cumulative achievements) and submitted them to NDPW for distribution to relevant stakeholders;

- That the PSC, whose membership is drawn from NDPW, ILO/EPWP and the ILO, is already in place and has been meeting bi-annually to discuss project progress and provide guidance as necessary;
- That the project team has *consistently produced bi-annual work plans with targets* (both quantitative and qualitative), timeline, staff inputs and responsibilities;

However, on the downside, the Evaluation Mission observed the following issues – which need to be addressed during phase 3:

- While an *M&E system was in place, the framework (especially the log frame) was poorly articulated upon in the PRODoc* making it difficult to provide adequate guidance on the part of both the ILO and national-level stakeholders;
- The *project log frame does not provide baseline data or target indicators* - though the Mission acknowledges the good work done by the National Project Team in attempting to set targets in their annual work plans (as second best option) in the absence of these indicators. Its indicators are not well defined and are not compliant with the SMART²⁷ principles – with virtually all of them being qualitative in nature making objective assessment of performance rather difficult²⁸. Besides defining project goal, objectives and outputs more in the language of outcomes, the log frame does not provide outcome indicators and also seems to confuse between objectively verifiable indicators (OVIs) and means of verification (MOV).
- The *emphasis of M&E (in this case for EPWP to which the ILO technical assistance project is feeding into) has rather been on employment creation* (number of work opportunities generated) with limited information on impact in terms of socio-economic welfare of beneficiaries – partly because there has been limited effort in carrying out occasional impact-oriented case studies or impact tracer studies. The Mission however recognizes recent efforts towards integrating project results into the national input-output model in the context of the Dynamic Social Accounting Matrix (DySAM);
- The project's *M&E system is yet to adequately mainstream the Government's Outcome-Based Approach M&E principles and procedures* towards EPWP implementation, monitoring and evaluation.

3.4.3 Knowledge Management and Information Sharing Framework

The PRODoc was also quite brief on matters of project knowledge management and information sharing having only briefly indicated that regional and global experiences and best practices would be documented and disseminated to policy makers in Government and development partners; Key Government staff would participate in the regional seminars for labour-based practitioners and other fora; and the project would highlight ILO's expertise in promotion of decent work and equitable access to opportunities and also increase ILO's visibility in promotion of decent working conditions. Nonetheless, the Mission observed the good work that national project team has done with regard to knowledge management and information sharing - which includes:

- Support in the preparation of a wide range of documents including the monthly and bi-annual project progress reports, policy documents, strategic plans, concept notes and technical briefs;
- Sharing of relevant knowledge and information with stakeholders (e.g. NDPW, EPWP staff and others) through regular dissemination of relevant reports (e.g. monthly and bi-annual project progress reports, policy documents, strategic plans, concept notes, technical briefs, training manuals and study reports) via

²⁷ An acronym relating to M&E indicators of achievement referring to *Specific, Measurable, Attributable Realistic and Time-bound*.

²⁸ These issues had previously been raised by the EIIP Senior Specialist in the briefing meeting of 11th April 2014.

various channels including PSC and other meetings; local, regional and international conferences; seminars and workshops; training sessions and the EPWP website among others.

3.4.3 Collaboration with other Projects of the ILO Projects and other Development Agencies

In addition to collaboration with the Limpopo team, especially in the area of technical documentations, training, capacity building, research and advocacy; the National team has also been collaborating with other relevant projects at the national level as necessary.

3.5 ADEQUACY AND EFFICIENCY OF RESOURCE USE

With respect to efficiency of resource use, the evaluation focused on adequacy and efficiency of human financial resources; whether they were efficiently utilized and strategically allocated; and whether budget disbursements were aligned with work plans and schedule of activities.

3.5.1 Human Resources

As mentioned in the PRODoc for phase 2, ILO inputs comprise technical support services to NDPW through fielding ILO experts and consultants; provision of reference and training materials and project management tools; and provision of technical experts in project backstopping and quality control. In other words the ILO is not directly responsible for the implementation EPWP but indirectly by providing the aforementioned inputs in support of NDPW towards delivering on the objectives and planned outputs of EPWP. As such, and as mentioned earlier, the ILO national project team comprises a small team of four (4) technical experts, namely; CTA and Team Leader, TrA; and two (2) TAs.

The overall observation of the Evaluation Mission with regard to human resources are follows:

- (i) That the ILO team is not only technically qualified and committed to project objectives, but has also strongly and consistently embraced team work spirit-with very good working relationship NDPW staff;
- (ii) That stationing of the CTA and TL, and TrA in DPW (National) EPWP Infrastructure Chief Directorate in Pretoria; one (1) TA in the provincial offices responsible for provincial roads in Kwazulu Natal (KZN) and one (1) in Eastern Cape (EC) is seen as strategic from the point of view of being hosted by the DPW and also geographical distribution;
- (iii) That while the ILO team of four (4) experts is deemed generally adequate, its capacity will be increasingly over-stretched due to the increase in demand for technical support - which will further be exacerbated by the high staff turnover within partner local organizations and the emerging demand for roll-out of project technical support services to other provinces (e.g. NW, EC and FS). In this context, there was a strong feeling among some key respondents that the ILO Technical Assistance Project to NDPW has been providing much more support to the infrastructure sector compared to the other focal sectors (i.e. Environment & Culture, Social and Non-state sectors).

In light of the matter raised in (iii) above, the Mission recommends that the ILO team should enhance its support to the other focal sectors under its current technical cooperation agreement for phase 3 - particularly for the Environment and Culture sector towards “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. Acknowledging limitations of the current TA support in carrying out this role, there may be need for additional resources which might have financial implication.

3.5.2 Financial Resources

The ILO technical assistance project to NDPW is unique from most other projects that the ILO is involved in from the point of view of the fact that it is fully funded by the Government. The overall budget for the project from inception in May 2005 to 31st March 2014 amounted to US\$ 8,102, 568. Analysis of the project expenditures indicate that approximately 80% of the budget has been used in paying services of ILO technical assistance staff and consultants. The balance 20% of the budget has mainly been used to cover the team's operational costs. Regarding financial resources, the Evaluation Mission observed the following:

- In light of the fact that the ILO Technical Assistance Project is meant to coordinate and provide technical support to NDPW towards delivering on EPWP objectives and outputs, and not to implement the programme as such, the budget was considered fairly adequate;
- Acknowledging that the project is primarily a technical assistance support project (capacity building), the budget share of 80% for payment of ILO staff services versus 20% for operations was not considered high at all;
- While the Mission did not, and was not expected to carry out a full-fledged "value for money audit", a cursory field level observation indicated that the project team was utilizing financial resources in a fairly prudent manner e.g. the use of competitive bidding systems in the procurement of services and conducting joint initiatives with the Limpopo Team.
- The National Team indicated that unlike during phase 1 where there were issues with financial flows, financial disbursements during phase 2 (specifically has since 2010) has not been a problem as the raising of invoices by ILO, and the release of funds by NDPW has been taking place on fairly timely basis.

3.6 IMPACT ORIENTATION AND SUSTAINABILITY

As stated in the PRODoc for Phase 2, the EPWP, and by extension the ILO-NDPW technical assistance project were never intended to provide permanent employment as such. Rather, the initiative was meant to be "an employer of last resort" by creating short-term employment opportunities during which the ILO Technical Assistance Project would support and facilitate transfer of requisite skills on labour-intensive methods in infrastructure development and maintenance projects across the identified four target sectors. As observed in the evaluation report for phase 1 (October-December 2010)²⁹, the purpose was to re-orient project managers and implementers to the labour intensive approaches and ensure sustainability of project activities. Since 2005, and in accordance with the Technical Cooperation Agreement, the ILO-NDPW Technical Assistance Project has been providing capacity building support to the EPWP under five (5) broad areas: (i) Policy Development and Promotion; (ii) Skills and Capacity Development; (iii) Project Management and Technical Support; (iv) Research; and (v) Advocacy.

Notwithstanding the short-term employment orientation of the project, some of its elements that have potential for promoting sustainability include: (i) The continued *commitment and full funding of the project by Government* through the regular budgetary allocations; (ii) *ILO capacity building of NDPW and implementing bodies* to adopt and apply labour-intensive methods in infrastructure projects, as well as *learnership and skills training* for future employability; (iii) The strong national political will in support of project ideals; (iv)

²⁹ ILO - Project Review of the Support to the National Department of Public Works on the Implementation of the Expanded Public Works Programme

Institutionalization of project management through NDPW and the Project Steering Committee (PSC) where NDPW is chair; and (v) *Stakeholder involvement* at all levels for ownership.

Adequate and sustainable in-house or institutionalized capacity within NDPW and implementing bodies is critical to long term sustainability of project activities. While the ILO Technical Team has so far provided significant inputs to this end by way of skills development and capacity building (through training, seminars, workshops and study tours, among others) progress towards the realization of sustainability of project activities remain rather elusive. Looking into the future, potential significant progress towards sustainability of project activities and enhanced “sustainable livelihood” is likely to be seriously undermined by the following four (4) issues – which will need to be addressed during EPWP phase 3:

- (i) The continued *inadequate in-house technical capacity* among most implementing bodies particularly the Provincial Departments including LDPW, as well as Municipalities - which has been due to delays in providing dedicated counterpart staff to understudy the ILO technical support team;
- (ii) The *high staff turnover* among implementing bodies including NDPW, Provincial Departments and municipalities – which to a large extent has been triggered by their improved employability after undergoing project training (an unintended result) – though this is not to be seen as total loss as most of those who leave either join other departments of Government or the private sector within the country;
- (iii) *Lack of appropriate and integrated institutional framework for training in LI methods* (e.g. LITC and its satellite network, and integration of training in higher institutions of learning) to broaden training so as to expedite progress towards attaining the requisite critical mass of trained personnel;
- (iv) *Lack of a clear sustainability and exit strategy* in the project design and implementation processes – which is essential for purposes of guiding project implementers and stakeholders in terms of requisite interventions;

While recognizing that some elements towards promoting sustainability and impact of the project have recently been initiated jointly between NDPW, LDPW and the ILO project (e.g. through forging public-private-partnership-PPP, entrepreneurship development and financial linkages) the Evaluation Mission would like to re-emphasize the need for greater and more expeditious effort towards this direction.

4.0 EMERGING LESSONS LEARNED

The following is a summary of the lessons learned during the project cycle:

- (i) Implementation of EIA focusing on the creation of temporary work opportunities do not necessarily result in improved “sustainable livelihood” and complementary initiatives - including forging win-win partnership with potential employers in the private sector (within the public-private-partnership framework), entrepreneurial skilling, and linkages to financial services are required for sustainable impact;
- (ii) Capacity building in an environment characterized by high shortage of technical skills should be complemented with strategies for engaging and retaining dedicated, passionate and committed local staff to understudy technical assistance support such as that being provided by the ILO under EPWP;
- (iii) EI-based jobs creation should not just focus on the number of work opportunities created, but on impact by way of assets creation, improvement in socio-economic welfare of the target beneficiaries (sustainable livelihood) and contribution to the national economy;

- (iv) Experiential learning (through practical training and learning tours) is an effective way of fast-tracking stakeholders' knowledge acquisition, attitude change and capacity building in general;
- (v) Without effective institutionalization for in-house capacity among the national implementing bodies, external TA projects (including the ILO TA Support Project to NDPW) runs high risks of prolonged engagement.

5.0 MAIN CONCLUSION

The ILO TA Support Project has made significant strides in supporting NDPW towards delivering on the EPWP agenda. The project has done this through the implementation of the five (5) key result areas of the project, namely; Policy Development and Promotion; Skills and Capacity Development; Management and Technical Support; Research and Advocacy. Because of the close inter-relationship of these intervention areas, it is rather difficult to rank them in order of their level of contribution to EPWP agenda of creating employment through LI methods. However, based on the Mission's observation and general indications by some key respondents, the greatest contribution has been by the skills and capacity development interventions, followed by management and technical support, policy, research and advocacy in that order.

With the basic policy and legal framework in place³⁰ and significant mainstreaming of EPWP into key Government policy documents e.g. NDP for Vision 2030 and NGPF, and also with sufficient research-based evidence regarding the efficacy of LI methods in creating employment and alleviating poverty; future key drivers for the success of the ILO TA support project and therefore EPWP are likely to first and foremost be sustainable skills/capacity development interventions and secondly advocacy for broader-based buy-in. That having been said, the greatest challenge facing the project is actually in building sustainable in-house technical capacity for implementation of the LI methods in generating employment and creating sustainable livelihood. The other challenge relates to lack of compliance with EPWP principles of LI methods- especially on the part of contractors, mentors and consultants – which calls for stepping up of advocacy to enhance change in mind set, broad-based “buy-in”, ownership and support.

Overall, the following key interventions are likely to underpin future success of the ILO TA project in delivering to the EPWP agenda:

- (i) **Sustainable Livelihood:** Re-focusing ILO TA interventions towards activities providing “sustainable livelihood” to target beneficiaries by supporting implementing agencies to put more emphasis on the promotion of sustainable livelihood (as opposed to just short term employment creation) based on EPWP principles;
- (ii) **Counterpart Staff:** Having in place counterpart staff on a longer basis to understudy the ILO team coupled with appropriate mechanisms for their retention (e.g. selecting staff with passion, self-drive and commitment; ring-fencing projects' budgets and providing good working environment);
- (iii) **Training Framework:** Putting in place an integrated institutional framework for training in LI methods including the establishment of a national LITC and its provincial satellites; and also institutionalizing training in LI methods within tertiary training institutions so as to provide a broader base for offering training in LI methods;
- (iv) **Funding:** Having adequate funding for ILO TA Support activities -especially in light of the growing demand for technical support not just in the core provinces (KZN & EC), but also in other interested provinces (e.g. NW, FS and WC); and hence the need for additional resources including staff;
- (v) **Advocacy:** Attainment of broad-based buy-in including through change of mind set among key implementing bodies including. contractors, consultants, mentors, corporate business organizations, and financial institutions;
- (vi) **ILO Project Staff Deployment Model:** Having in place an appropriate staff deployment model for ILO technical support team in the roll-out phase which will require selecting between the “National Model” with a one CTA and TAs distributed appropriately between functions and regions- which in the view of

³⁰ The Division of Revenue Act (DoRA) and Protocols on the Implementation of EPWP between the National Department of Public Works, the Premier and Municipalities.

the Mission is more appropriate from the point of view of integration and synergy, and the “Limpopo Model” of having a CTA and TAs.

6.0 KEY RECOMMENDATIONS

The following are the key recommendations:

1. Skills and Capacity Development: Enhance sustainability and impact of training and capacity building of target beneficiaries through:

- ✚ *Promoting practical-oriented training delivery on EI methods coupled with forging of strategic partnerships with potential private sector actors (e.g. on the curriculum development and training materials, internships and apprenticeship engagement; and linkages to financial services) in the target sectors to enhance prospects for creating longer term employment and improved sustainable livelihood.*
- ✚ *Expediting the process towards instituting mechanisms for accrediting employment intensive training courses of the ILO with appropriate national authorities in order to enhance marketability of training beneficiaries³¹;*
- ✚ *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 capacity building interventions.*

2. Technical Support: The ILO project team to broaden and strengthen 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 “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.*

3. Monitoring and Evaluation: As part of the development of the final PRODoc for phase 3, the ILO and its project team to enhance effectiveness of project monitoring and evaluation functions by:

- ✚ *Formulating an appropriate log frame for phase 3 with relevant base line 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;*
- ✚ *Working closely with EDD on DySAM to assist NDPW in institutionalising 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;*
- ✚ *Facilitating quarterly project progress review meetings between the Chief Director (EPWP-infrastructure sector); the CTA (National); respective EPWP Provincial Coordinators and TAs in*

³¹ Towards this end, the Mission noted that negotiations between NDPW and the Standards Generating Body are well underway.

KZN and EC - for purposes of exchanging information and guidance on implementation strategies and plans;

4. *Impact Orientation and Sustainability:* Promote prospects for sustainability and impact of project interventions through:

- + *Provision of support to NDPW towards enhancing sustainability of project activities (e.g. by integrating and strengthening linkages with private sector actors; supporting entrepreneurship development; promoting sustainable linkages with financial service providers; institutionalizing training of LI methods through the establishment of LITC and its network of satellite training centres, integrating and mainstreaming LI methods training in higher institutions of learnings) so as to create longer term work opportunities and promote sustainable livelihoods;*
- + *Provision of requisite technical support to NDPW in developing and operationalizing appropriate mechanisms for knowledge transfer to implementing bodies and in formulating a comprehensive project sustainability and exit strategy;*
- + *Ensuring the provision of a dedicated technical team of local counterpart staff (with demonstrated passion, self-drive and 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;*

5. *Advocacy:* 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 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.

6. *Project Roll-Out:* 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; the 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.

7.0 APPENDICES

Appendix 1: List of People Met/Interviewed

	Name	Organization	Title	M/F
1.	Vic Van Vuuren	ILO	Director - ILO Co. Pretoria	M
2.	Stanley Henderson	NDPW	Deputy Director General (EPWP)	M
3.	Ignatius Ariyo	NDPW	Chief Director (EPWP Infrastructure Sector)	M
4.	Asfaw Kidanu	ILO	EIIP Backstopping Senior Specialist	M
5.	Carmen-Joy Abrahams	NDPW	Chief Director (EPWP Partnership Support)	F
6.	Kelebogile Sethibelo	NDPW	Chief Director (EPWP Operations)	F
7.	Kgomotso Zantsi	NDPW	Head EPWP M&E Unit	F
8.	Gamelihle Sibanda	ILO	CTA/TL (EPWP - National)	M
9.	Augustus O. Osare	ILO	CTA (EPWP - Limpopo)	M
10.	Albert Uriyo	ILO	TrA (EPWP - National)	M
11.	Zekaria Abdulkadir	ILO	TA-KZN Province	M
12.	Unice Mohlamonyane	ILO	FAA	F
13.	David Fonnle	ILO	TA- EC Province	M
14.	Andrew Matjeke	EDD/DySAM Project	-	M
15.	Nyika Gwanga	EDD/DySAM Project	-	M
16.	Portia Mathebula	EDD/DySAM Project	-	M
17.	Ms. Lulu Mdletshe	EPWP	Provincial Coordinator (KZN Province)	F
18.	Pierre Diedrick	EPWP	Planning and Research	M
19.	Ms. Thandeka Mbonambi	Zibambele Programme	-	F
20.	Quinton Mageza	EPWP	General Manager (EC Province)	M
21.	Luzuko Gaxamba	EPWP	Senior Manager (EC Province)	M
22.	C. Khumbu	EPWP-DPW	-	F
23.	Manene Semela ³²	NEDLAC	-	M

Appendix 2: Participants of Stakeholders' De-briefing Workshops

	Name	Organization	Title	M/F
1.	Stanley Henderson	NDPW	Deputy Director General (EPWP)	M
2.	Ignatius Ariyo	NDPW	Chief Director EPWP (Infrastructure Sector)	M
3.	Asfaw Kidanu	ILO	EIIP Backstopping Senior Specialist	M
4.	Gamelihle Sibanda	ILO	CTA/TL (EPWP - National)	M
5.	Albert Uriyo	ILO	TrA (EPWP - National)	M
6.	Salome Maphalla	LDPW	Infrastructure Coordinator	F
7.	Dingilizwe Tshabalala	ILO	TA- Limpopo	M
8.	Dlamini Nomaswazi	ILO	Evaluation Manager	F

³² Through telephonic interview from Nairobi

Appendix 3: Logical Framework- ILO Technical Assistance Support to NDPW (EPWP Phase 2)

INTERVENTION		OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
GOAL				
Contribution made to poverty reduction through creation of productive employment		Decrease in Percentage of persons below defined poverty line	Human Science Research Council (HSRC)	Economic performance of the country will continue to improve The Government and Partners will implement relevant policy frameworks
			Economic Barometer	
DEVELOPMENT OBJECTIVE				
Contribution made to creation of productive employment, improved incomes and support to productive sectors through increasing the labour intensity in the delivery of infrastructure investments within the frameworks of the Expanded Public Works Programme (EPWP) and DWCP.		National Development Statistics	National development Reports South Africa Bureau of Statistics Database. EPWP Quarterly reports from Public bodies.	Other Government Policy Interventions complement the gains of the EPWP. EPWP Phase 2 policy is not changed.
IMMEDIATE OBJECTIVE				
The capacity of the EPWP Phase 2 infrastructure sector component enhanced to optimise the creation of decent work opportunities in all sectors in a manner that increases labour intensity.		EPWP progress assessment and evaluation shows increase in work opportunities	EPWP Progress and evaluation reports	Staff turnover in institutions implementing the EPWP does not dwindle below a critical minimum.
		ILO self-evaluation and independent assessment	ILO self-evaluation reports	
			Independent assessment reports	
OUTPUTS				
KEY RESULT AREA	OUTPUTS			
1. POLICY DEVELOPMENT AND PROMOTION.	Contribution made to development and promotion of appropriate employment intensive investment policies for the EPWP Phase 2.	Concept and Discussion documents for policy development prepared	Concept documents, Policy Discussion Papers and Implementation Guidelines.	Proposed planning and implementation tools, strategies and research recommendations are adopted and applied by EPWP stakeholders.
		ILO policy promotion materials produced	Advocacy brochures and promotional video	
		ILO policy promotion materials disseminated	Media clips (TV, Print media, radio audio) and Launch photographs	
2.SKILLS/ CAPACITY DEVELOPMENT	Contribution made to enhance the capacity of institutions implementing the EPWP Phase 2 to execute employment intensive projects as per EPWP principles.	Reporting and monitoring tools developed	Reporting and Monitoring Framework Document	
		Stakeholders implementing EPWP re-oriented towards EPWP principles and their capacity to execute LI enhanced.	Training and Workshops reports	
		Linkages for collaboration between EPWP and international partners established	Study tour reports and email communications	
3. PROJECT MANAGENT AND TECHNICAL SUPPORT	Project management and technical support provided to institutions implementing the EPWP Phase 2 to execute employment intensive projects as per EPWP principles.	Project management tools developed	Planning, Design and implementation Guidelines and reports	
		Ongoing technical support to institutions implementing the EPWP	ILO bi-annual reports, Minutes of meetings and respective correspondence	
		Participation in monitoring and evaluation of project implementation	Monitoring and evaluation reports	

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

Terms of Reference: Independent Evaluation of the Technical Assistance (TA) to the National & Limpopo Departments of Public Works on the Implementation of Expanded Public Works Programme

1.0 Introduction and Background

The Expanded Public Works Programme (EPWP) is a nationwide programme which makes systematic use of public expenditure to boost productive employment and to develop marketable skills among the historically disadvantaged communities thereby contributing towards the national goal of alleviating poverty. The programme covers all spheres of government (National, Provincial, Local) and state-owned enterprises. The EPWP is intended to consolidate and complement the achievements of previous Government development initiatives³³ and to provide an employment-based social protection mechanism to the marginalized communities in the short to medium term. The EPWP targets are the historically marginalized communities, the unemployed as well as disadvantaged groups such as Women, Youth, and People with Disability. The initial aim was to create at least one million job opportunities nationally coupled with life & technical skills training in the first five years of the programme ending in March 2009. This first phase of EPWP has been successfully completed achieving its target of 1,000,000 job opportunities one year ahead of schedule. A second phase spanning the period April 2009 to the end of March 2014 was launched in April 2009, with an overall national objective of up-scaling and creating 4.5 million jobs (or 2 million Full Time Equivalent) to contribute towards the Millennium Development Goals of halving unemployment by 2014. The third 5 year Phase commenced on 1 April 2014 with a target of 6 million work opportunities. All Provinces including Limpopo are implementing the EPWP programme within the overall national policy framework and guidelines.

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 (LDPW) is tasked with the responsibility of the overall coordination of EPWP in the Province. Its mandates include, among others, the coordination of training and skills development activities, assist in the realigning of Government funded infrastructure projects to EPWP principles, monitor the implementation of EPWP projects, provide technical backstopping to implementing agencies in relation to EPWP and Labour Intensive Construction (LIC) principles and procedures, as well as creation of awareness among the Policy Makers, Programme/Project Managers, Local Leaders and the General Public on the principles and objectives of EPWP and LIC. The Department is being assisted by the International Labour Organization (ILO) which initially fielded five international experts in the provision of Technical Assistance (TA) and support in the implementation of the infrastructure component of EPWP while also providing overall managerial support in the coordination and implementation of the programme in all sectors. The collaboration between the two was affirmed in a Tripartite Agreement signed between the National Department of Public Works (NDPW), LDPW and ILO in January 2005. The Agreement³⁴ articulates the objectives and scope of the collaboration as well as the major outputs expected thereof. The original agreement was supposed to expire at the end of December 2008; however this was extended to 31 August, 2010 and a further no-cost extension to December 2010. Following a request from the Limpopo Department of Public Works, a further Amendment No. 3 was signed extending ILO technical support services to cover EPWP Phase 2 period of 1st January 2011 to 31st December 2014. Subsequently, a revised Project Document covering the Scope of Services for the Period 1 January 2011- 31 December 2014 was prepared and adopted in May 2011. The scope of services are elaborated in the Project Document and require the ILO technical assistance team to provide technical support to the implementation of infrastructure-related works in the four target sectors.

The Focus for the current period (January 2011- December 2014) is summarised in the two immediate objectives and outputs as outlined in the Project Document:

Immediate Objective 1: "Enhance the technical support capacity of the Limpopo Department of Public Works (LDPW) through the development of appropriate EIA strategies and tools in the coordination of provincial EPWP", with Outputs as:

- Output 1.1: *Awareness of stakeholders increased to accept and implement Employment-Intensive Approaches (EIA) for infrastructure development*
- Output 1.2: *LDPW capacity to produce and use key Strategic, planning and operational Documents increased.*
- Output 1.3: *EPWP Impact Assessment tool developed and tested*
- Output 1.4: *Previous Studies and researches on materials and approaches that catalyse improvement in delivery and outputs disseminated*
- Output 1.5: *Strategies and best practices for increasing employment creation potential/labour intensity through appropriate work methods and alternative local materials developed and disseminated.*

³³ One of the flagship projects which formed the basis of the initial design of the infrastructure Sector EPWP was the ILO supported "Gundo Lashu" project which successfully introduced the concept of employment intensive infrastructure works, demonstrated its viability in South Africa and showed its potential for addressing teething social problems such as unemployment and poverty. The Gundo Lashu labour intensive project was implemented in Limpopo where the National EPWP was launched by the State President in May 2004. Other flagship projects are "Zibambele" and Sakhasonke Contractor Development projects.

³⁴ Project Document : Support to the National Department of Public Works On the implementation of the Expanded Public Works Programme

Immediate Objective 2: "Increase the institutional capacity of Government's implementing agencies to plan, manage and implement large-scale EI projects and incorporate good labour policies and practices". Outputs are:

<i>Output 2.1:</i>	<i>Training System for practitioners improved</i>
<i>Output 2.2:</i>	<i>Training Conducted</i>
<i>Output 2.3:</i>	<i>Institutional processes and tools for EI planning and management</i>
<i>Output 2.4:</i>	<i>Project Management Support Provided</i>

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

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 Bisho in the Eastern Cape Province. The team is supported by a project secretary provided by the Department of Public Works. In addition to working as a team the individual members were assigned specific provinces to technically support in order to cover the whole country.

Currently the ILO National Technical Assistance Team is operating according to the Terms of Reference spelt out in Amendment 4 of the MOU (of May 2011). This however should be read in conjunction with those detailed in the original project document forming part of the MOU signed in January 2005.

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

- EPWP Overall framework;
- EPWP Infrastructure sector component;
- Decent Work Country Programme developed jointly by the GSA, Workers and Employers' Organizations;
- Limpopo ILO team Project Document.

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

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

Key Result Area 1: Policy development and promotion

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

Key Result Area 2: Skills / Capacity Development

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

Key Result Area 3: Project Management and Technical Support

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

Key Result Area 4: Research

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

Key Result Area 5: Advocacy

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

Rational for the Evaluation Study, A detailed evaluation and review of activities, outputs, and outcomes of the programme was carried out in October-November 2010 covering the project period of 2005 to 2010. A lot of progress has been made over the last five years since the last evaluation.

In order to accurately and adequately measure the full impact of the Technical Assistance during this period, it is of paramount importance to carry out the same detailed evaluation and review of activities, outputs and outcomes of the programme based on agreed key performance indicators for the current phase of 2011 to 2014. The findings of the evaluation/review will be used to improve future delivery of TA to Limpopo and National EPWP and to inform similar projects within and outside the Country. The lessons learnt from the TA activities so far will also be used to enhance the implementation of EPWP Phase 3. The result of the evaluation will enable our partners (National & Limpopo Department of Public Works) to ascertain that the project is achieving its set objectives and that they are getting value for money.

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

2.0 Purpose, Scope and Clients of the evaluation

2.1 Purpose

The main purpose of the evaluation is to provide independent assessment of the Technical assistance input provided by the ILO to the implementation of EPWP Phase 2, assess the appropriateness of design as it relates to strategic and policy framework and to give directions for effectively utilizing ILO's inputs in the third phase of EPWP.

The specific objectives are:

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

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

2.2 Scope of work

The evaluation will cover all the technical and management support provided by the ILO to the EPWP since 2011 based on the original and the revised collaboration agreements, project documents, and the 2010 evaluation report. The evaluation will further examine the effectiveness and efficiency of the Limpopo and National EPWP programme in general and the contribution made so far by the ILO. The consultancy service will involve among others:

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

2.3 Clients

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

3.0 Key Evaluation Questions

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

i. Relevance and strategic fit,

- Was the planned ILO support relevant and realistic to the achievements of the Limpopo and National EPWP as well as to situation on the ground?
- The contribution of the programme to the national development plan, the South African DWCP outcomes and UNDAF?
- How well the programme complements and fit with other ongoing ILO programmes in the country.

ii. Validity of design

- The adequacy of the design process (Was the resulting project design logical and coherent?)
- Do outputs causally link to the intended outcomes that in turn link to the broader development objective?
- Considering the results that were achieved, was the project design realistic?
- Did the project design include a strategy for sustainability?)

iii. Project effectiveness

- To what extent did the programme achieve its objectives (both the TA/management support to Limpopo and National EPWP)?
- What are the specific contributions of the ILO TA/management to the achievements of the programme objectives?
- Have the quantity and quality of the outputs produced been satisfactory? Do the benefits accrue equally to men and women? To what extent the specific targets for intended beneficiaries (women, youth, disabled)?
- What outputs have not been produced and why?
- In which area (geographic, sectoral, issue) does the programme have the greatest achievements? Why and what have been the supporting factors? How can these achievements be scaled-up?
- How effective were the backstopping support provided by ILO EIIP Senior Specialist in Pretoria, Pretoria Office, and Geneva to the programme
- The contribution of the National and Limpopo components on social and economic aspects of the programme
- Are there any unintended results of the project?

iv. Efficiency of resource use

- Were resources (human resources, time, expertise, funds etc.) allocated strategically to provide the necessary support and to achieve the broader programme objectives?
- Were resources used efficiently? Were activities supporting EPWP cost-effective? In general, did the results achieve justify the costs? Could the same results be attained with fewer resources?
- Were funds and activities delivered in a timely manner? If not, what were the bottlenecks encountered?

v. Effectiveness of management arrangements

- Were the management capacities adequate (both the ILO component and the EPWP)?
- Has the programme governance facilitated good results and efficient delivery? Was there a clear understanding of roles and responsibilities by all parties involved?
- Did the ILO component of the programme receive adequate political, technical and administrative support from its national partners? Did implementing partners provide for effective programme implementation?

- How effective was communication between the programme team, the field office/Pretoria, the regional office and the responsible technical department at headquarters? How effective was communication between the programme (ILO component) team and the national implementing partners?
- Did the programme receive adequate administrative, technical and - if needed - political support from the ILO office in the field, field technical specialists and the responsible technical units in headquarters?
- How effectively did the programme management (both the ILO Component and EPWP) monitor programme performance and results?
 - Was a monitoring and evaluation system in place and how effective was it?
 - Were appropriate means of verification for tracking progress, performance and achievement of indicator values defined?
 - Was relevant information and data systematically collected and collated? Was data disaggregated by sex (and by other relevant characteristics if relevant)?
 - Was information being regularly analyzed and used to feed into management decisions?
- Was cooperation with programme partners efficient?
- Did the programme make strategic use of coordination and collaboration with other ILO programmes and with other donors in the country/region to increase its effectiveness and impact?

vi. Impact orientation and sustainability

- How far has the programme (ILO Component and EPWP) made a significant contribution to broader and longer-term development impact (look at sustainability and local ownership of the programme)? Is the programme strategy and programme management steering towards impact?
- What are the realistic long-term effects of the programme on the poverty level and decent work conditions of the people?
- How effective and realistic is the exit strategy of the programme?
- Has the ILO component of the programme successfully built the capacity of people and national institutions or strengthened an enabling environment (laws, policies, people's skills, attitudes etc.)? Once the ILO Component of the programme ends will national institutions and implementing partners able to continue the programme or carry forwards its results without external support?

vii. Lessons learned

- What good practices can be learned from the project that can be applied to similar future projects?
- What should have been different, and should be avoided in similar future projects?
- Can the project approach be replicated and scaled up, in South Africa or elsewhere?

Further questions are appended (annex 1) to the assist the Evaluator prepare the evaluation instruments.

4. Main Outputs

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

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

The inception report must be submitted within Ten (10) days of the commencement of the consultancy work. The evaluation Reports should be about 25 pages long, excluding annexes and conform with the quality checklist for evaluation reports of the ILO Evaluation unit. It should contain the following: -

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

5.0 Methodology

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

Desk review:

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

Individual interviews with ILO staff and field interviews:

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

- ✦ ILO HQ staff - Terje Tessem
- ✦ ILO technical backstopping staff: Asfaw Kidanu
- ✦ ILO Pretoria office: Vic Van Vuuren, Joni Musabayana
- ✦ ILO Programme Staff: Gamelihle Sibanda, Albert Ariyo, Abdulkadir Zekaria, David Fonnies, Augustus Asare, Dingilizwe Tshabalala
- ✦ NDPW: Stanley Henderson (Deputy Director General EPWP), Ignatius Ariyo (Chief Director Infrastructure EPWP)
- ✦ Economic Development Department (EDD): Andrew Matjeke
- ✦ LDPW : See detailed list in Annex 2
- ✦ Kwazulu Natal: Ms Glen Xaba (General Strategic Planning and Monitoring), Ms. Lulu Mdletshe, EPWP Provincial coordinator
- ✦ Eastern Cape: Mr. Quinton Mageza (General Manager Community Based Public Works programmes), Mr. Mziwabantu Makwabe (EPWP Provincial Coordinator)

Tripartite Constituents:

National Economic Development and Labour Council:

Field visits

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

Debriefing

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

5. Management Arrangements, Work plan and Time frame

The evaluation focal person is _____ who is based in _____. The evaluator will thus be able to ask for any support and reports directly to the evaluation focal person of the ILO Pretoria office.

The evaluation will be implemented by either a National or International evaluator. The evaluation report and its contents will be the sole property of the ILO.

Documents to be shared with evaluator

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

The following documents would be shared with the evaluator

- ✦ Programme documents and logical framework
- ✦ Decent work country programme
- ✦ Project workplans
- ✦ Progress reports
- ✦ 2010 Evaluation Report
- ✦ Publications and promotional materials

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

6. Reporting

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

The proposed evaluation time frame is from 01st July – 04th August 2014.

Date	Events
27 th June	Evaluator engaged
30 th June	Travel Day (if international)
01 st – 04 th July	Desk review of major documents
07 th – 09 th July	Evaluator commences Interview & field visits
14 th July	Evaluator submits inception report
21 st July	Evaluator submits draft report and debriefing
22 nd – 25 th July	Focal person shares report for comments
31 st July	Report finalized
04 th August	Final report submitted to CODEV/ PARDEV, and through them to NDPW, LDPW

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

Annex 1:

Technical inputs

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

Governance and Institutional inputs

- Review governance and institutional aspects impacting on the implementation of the programme, considering, inter alia, the following:

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

Social Development inputs

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

Project management arrangements

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

Monitoring and evaluation

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

Management of risks

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

Donor coordination

- Examine the extent to which this Programme links and engages (or should link and engage) with other ILO programmes and projects as well as whether the TA activities are in line with current national policy focus areas and government priorities particularly EPWP Phase 3;
- Examine the nature, extent and benefits of linkages with other donor initiatives in the Limpopo Province, other Provinces receiving ILO Technical Assistance and National.

Consideration of the extension / replication of this programme

- Consider the case for extending and/or replicating this programme more widely within South Africa, particularly in view of the SA Governments' emphasis on Phase 3 of the national Expanded Public Works Programme and employment intensive initiatives.

ANNEXE 2: List of Persons to be interviewed in Limpopo Province

	Stakeholder	Name of Official	Designation	Role
1	LDPW	Mbuyi Dondashe	Administrator – LDPW Section 100 (1) (b)	Policy Perspective
		Walter Mothapo	Acting HOD - LDPW	Strategic Perspective
		Salome Maphalla	SM – EPWP	Functional Perspective
		Gomba Mashau	Manager – EPWP	Monitoring & Evaluation
2	Reg. DPW	Thomas Dzivhani	Manager – EPWP	
3	DoRT	Laka Khomotso	Manager - EPWP	Infrastructure Road Maintenance
4	DoA	Richard Selemela	GM – EPWP	Environmental Sector
5	DoHSD	Stanley Marara	Manager – EPWP	Social Sector
6	Municipalities	T. Tshililo	Manager – EPWP	District Municipality
		Phillipine Kalauba	Manager - EPWP	Local Municipality
7	IDT	Bale Mamabolo	Regional Manager	Non-state Sector

Expanded Public Works Programme

1. Programme Background and Context

The Expanded Public Works Programme (EPWP) has its origins in Growth and Development Summit (GDS) of 2003. At the Summit, four themes were adopted, one of which was '*More jobs, better jobs, decent work for all*'. The GDS agreed that public works programmes '*can provide poverty and income relief through temporary work for the unemployed to carry out socially useful activities*'.

The Programme is a key government initiative, which contributes to Governments Policy Priorities in terms of decent work & sustainable livelihoods, education, health; rural development; food security & land reform and the fight against crime & corruption. EPWP subscribes to outcome 4 which states "*Decent employment through inclusive economic growth.*"

In 2004, the EPWP was launched and is currently still being implemented. The EPWP is a nationwide programme covering all spheres of government and state-owned enterprises. The Programme provides an important avenue for labour absorption and income transfers to poor households in the short to medium-term. It is also a deliberate attempt by the public sector bodies to use expenditure on goods and services to create work opportunities for the unemployed. EPWP Projects employ workers on a temporary or on-going basis either by government, by contractors, or by other non-governmental organizations under the Ministerial Conditions of Employment for the EPWP or learnership employment conditions.

The EPWP creates work opportunities in four sectors, namely, Infrastructure, Non-State, Environment & Culture and Social, through:

- Increasing the labour intensity of government-funded infrastructure projects under the Infrastructure sector,
- Creating work opportunities through the Non-Profit Organization Programme (NPO) and Community Work Programme (CWP) under the Non-State sector, and
- Creating work opportunities in public environment and culture programmes under the Environment and Culture sector.
- Creating work opportunities in public social programmes under the Social sector,

The EPWP also provides Training and Enterprise Development support, at a sub-programme level

Appendix 5: Bibliography

EC	Study on Employment-Intensive Methods in Infrastructure and other Non-Social Sector Programmes (November 2010)
GSA	Accelerated and Shared Growth Initiative -South Africa (Summary-Undated)
GSA	EPWP; Five Year Report – 2004/2005-2008/2009; Reaching the One Million Target (undated);
GSA	Ministerial Determination; Gazette Notice (4th May 2012)
GSA	National Development Plan; Vision for 2010 (November 2011)
GSA	The New Growth Path Framework (2009)
GSA	Division of Revenue Bill (March 2014)
ILO	DWCP for South Africa; 2010-2014 (March 2010);
ILO	EVAL Guidance Resources - March 2014
ILO	Checklist 3 - Writing the Inception Report
ILO	Employment Sector; Employment Working Paper No. 88 (2011): DySAM – Concept Methodology and Simulation Outcomes- The Case for Indonesia and Mozambique
ILO	Annexe 2 Final ILO National Team Staffing and Activity Schedule. Work plan 2011-12
ILO	Draft MOU between GSA ILO for the Implementation of EPWP (11th June 2014)
ILO	Project Review (Mid-Term Evaluation) of the Support to the NDPW on the Implementation of EPWP (September 2010)
ILO	Project Document for EPWP Phase 2; 2012-2014;
ILO	Designing & Implementing a Public Employment Programme Leveraging Regular Government Budget- Lessons from the South Africa EPWP (Feb 2014)
ILO	National – Team: Monthly Progress Report 2013/2014
ILO	National – Team: Bi-annual Progress Report No. 8 - Oct 2013 to March 2014
ILO	National – Team: Bi-annual Progress Report No. 7 - April to September 2013
ILO	National – Team: Bi-annual Progress Report No. 6 – Oct 2012 to March 2013
ILO	National – Team: Bi-annual Progress Report No. 5 – April to September 2012
ILO	National – Team: Bi-annual Progress Report No. 4 – Oct 2011to March 2012
ILO	National – Team: Bi-annual Progress Report No. 3 – April to September 2011
ILO	National – Team: Bi-annual Progress Report No. 2 – Oct 2010 to March 2011
ILO	National – Team: Bi-annual Progress Report No. 1 – April to September 2010
ILO	National – Team: Staffing and Activity Schedule. Work plan 2012-13
ILO	National Team Staffing and Activity Schedule. Work plan 2013-14
ILO	National Team Staffing and Activity Schedule. Work plan 2014-15
ILO	National – Team: Final Inception Progress Report June 2009 to May 2010
ILO	National Team: Discussion Document-towards Enhanced EPWP Phase 3 - Performance & Impact
ILO	National Team: Discussion Points for ILO TA Support to the Environment and Culture Sector
ILO	Inception Progress Report June 2009-May 2010
ILO	Monthly Report (March -2014)
ILO	Project Review (Mid-Term Evaluation) of the Support to the NDPW on the Implementation of EPWP (September 2010)-Summary Report
ILO	Presentation on Convergence for EPWP phase 3 (25th June 2014)
ILO	Minutes of 8th EIIP Experts Meeting (Final)
ILO	Baseline Study on LI Training Interventions for EPWP Infrastructure Projects (Nov 2013)
ILO	Study on Enhancing Labour Intensity in EPWP Road Infrastructure Projects (2012)
ILO	Local Resource-Based Approaches for Infrastructure Investment; Source Book (2010)
ILO	Study on Enhancing the Application of LI Methods in EPWP – Environment and Culture Sector Projects (2013)
ILO/NDPW	National Team-Recommendations to enhance EPWP MIS (18th May 2012)
ILO/NDPW	National –Team: Minutes 21 NDPW & ILO National Bi-Annual Review Meeting 2nd June2014-final
ILO/NDPW/LDPW	Memorandum of Agreement between ILO & GSA on Support for EPWP (Jan 2005)
McCutcheon R & Taylor P	South Africa's EPWP: A Case Study in Government-Sponsored Employment Creation & Poverty Alleviation Focusing upon the Infrastructure Component
NDPW	Specification for Mentorship Services within the EPWP Learnership Programme (Aug. 2014)
NDPW	Cross Sectional Study of EPWP Phase Two 2009/2010 (February 2012)
NDPW/Fezile Dabi District Municipality	Memorandum of Agreement –Draft (22nd March 2010)

NDPW/NEDBANK	Memorandum of Agreement (Draft)
Thwala W.D	Employment Creation through Public Works Programmes & Projects in South Africa -Experiences & Potentials
UN	Results-Based Management Handbook; Harmonizing RBM concepts and approaches for improved development results at country level (October 2011)
UN	UNDAF; 2007-2010 (Draft -July 2006)