



# EXPANDED PUBLIC WORKS PROGRAMME (EPWP)

## INDEPENDENT MID-TERM EVALUATION

### LIMPOPO DEPARTMENT OF PUBLIC WORKS

#### THE IMPLEMENTATION OF PROVINCIAL EPWP

<b>PROJECT TITLE:</b>	Technical Assistance to the implementation of the Expanded Public Works Programme (EPWP) in Limpopo.
<b>Project Number:</b>	SAF/04/M53/SAF
<b>Technical Area:</b>	Job Creation and Enterprise Development
<b>Geographical Coverage:</b>	Limpopo Province
<b>ILO Administrative Office:</b>	ILO- Pretoria (South Africa)
<b>ILO Technical Backstopping Office:</b>	ILO Co. (Pretoria)
<b>Project Start Date:</b>	February 2005
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## ACKNOWLEDGEMENT AND DISCLAIMER

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## LIST OF ACRONYMS & ABBREVIATIONS

AsgiSA	Accelerated and Shared Growth Initiative for South Africa
ASIST	Advisory Support Information Services and Training
CBPWP	Community Based Public Works Programme
CETA	Construction Education Training Authority
CSIR	Council for Scientific and Industrial Research
CTA	Chief Technical Adviser
DfID	Department for International Development
DHET	Higher Education and Training
DoE	Department of Education
DoRT	Department of Roads and Transport
DPW	Department of Public Works
DWCP	Decent Work Country Programme
DySAM	Dynamic Social Accounting Matrix
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
EU	European Union
FAA	Finance and Administrative Assistant
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 Co.	International Labour Organization Country Office
IOA	Indicators of Achievement
ITC	International Training Centre
LDPW	Limpopo Department of Public Works
LI	Labour Intensive
LIC	Labour Intensive Construction
LITC	Labour Intensive Training Centre
M&E	Monitoring & Evaluation
MDGs	Millennium Development Goals
MOU	Memorandum of Understanding
MOVs	Means of Verification
MSME	Micro-Small & Medium Enterprises
NDP	National Development Plan
NDPW	National Department of Public Works
TA	Technical Assistance
NEDLAC	National Economic Development and Labour Council
NGPF	New Growth Path Framework
NPWP	National Public Works Programme
OVI	Objectively Verifiable Indicators
P&B	Programme and Budget
PWD	People with Disabilities
PRODoc	Project Document
PSC	Project Steering Committee
SMART	Specific, Measurable, Achievable, Realistic and Time-bound.

TA	Technical Assistance
TED	Training and Enterprise Development
TL	Team Leader
TORs	Terms of References
TrA	Training Adviser
UN	United Nations
UNDAF	United Nations Development Assistance Framework
US\$	United States Dollar

## EXECUTIVE SUMMARY

### 1.0 PROJECT BACKGROUND AND 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. 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 Limpopo Department of Public Works Department (LDPW) under the project known as – *ILO Support to Limpopo Department of Public Works in Implementation of EPWP*. EPWP has so far undergone two full implementation phases. Phase 1 during the period *1<sup>st</sup> April 2004 – 31<sup>st</sup> 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 *1<sup>st</sup> April 2009 – 31<sup>st</sup> March 2014* –with a target of 4.5 million work opportunities (women 55%, youth 40% youth and people living with disabilities 2%). While the regular annual allocated budgets to government implementing bodies are re-oriented and utilized in the creation of the above set employment target, the ILO project is fully funded by GSA with an overall budget of US\$ 8,753,697 for the period 2005-2014 (Phase 1& 2).

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

**Objective Intervention Logic and Planned Outputs:** The overall development objective of the project is “to contribute to poverty reduction by increasing the labour intensity in the delivery of infrastructure investments to create productive employment, improve incomes and support the productive sectors” under two immediate objectives, namely; (i) *“Enhance the technical support capacity of the LDPW through the development of appropriate EIA strategies and tools in the coordination of provincial EPWP”*; and (ii) *“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”*-with outputs being:

**Project Management Structure:** The project is managed by a small technical team of the ILO comprising a Chief Technical Advisor (CTA) and two (2) TAs. The team, which is stationed at LDPW in Polokwane (Limpopo Province) is administratively backstopped by ILO Co. (Pretoria) and technically by the Employment Intensive Investment Programme (EIIP) Senior Specialist –also based in Pretoria. The team is also supported by an ILO Finance and Administration Assistance stationed in ILO Co. Pretoria as well as and Administrative Assistant provided by LDPW.

**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 provincial 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 approach 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) and Limpopo Province; (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

While the Project Logical Framework did not provide baseline data, some of the target indicators were not objectively verifiable - which made objective assessment of its performance rather hazy. 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 immediate objectives 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 Limpopo Department of Public Works, municipalities, departments, mentors, contractors and consultants; but also the indirect or ultimate target beneficiaries and in particular 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 include 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 project’s 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 a persons living with disabilities, have access to productive and decent employment through inclusive 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 initiative and Technical Support on Labour Intensive Construction methods 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 and complementarity of intervention mix (*i.e. enhancing the*



*capacity of LDPW through the development of appropriate EIA strategies and tools in the coordination of provincial EPWP” and “Increasing the institutional capacity of Government’s implementing agencies to plan, manage and implement large-scale EI projects and incorporate good labour policies and practices”;* 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**

Although the Logical Framework in the PRODoc for EPWP phase 2 for the ILO Technical Assistance Support to LDPW had indicators of achievement-unlike for the National component, some of the indicators are not objectively verifiable (as they are mainly qualitative in nature) and nearly all of them had no baseline data or achievement target indicators. The few that had objectively verifiable indicators (output 2.3 and 2.4) were also faced with the problem of the fact that their achievement were not under the control of the Project Team – and are indeed more of EPWP indicators of achievement than for the Limpopo Team. That notwithstanding, most respondents met during field interview felt that the project had performed reasonably well especially with respect to immediate objective 1 –namely; “Enhancing the technical capacity of the LDPW through the development of appropriate EIA strategies and tools in the coordination of provincial EPWP”. Trained staff of the LDPW felt more confident in planning and implementing their work. Despite extensive training and staff capacity development delivery, the project has not achieved the desired outcomes with respect to immediate objective 2, namely; “Increase (through training), the institutional capacity of Government’s implementing agencies to plan, manage and implement large-scale EI projects which incorporate good labour policies and practices”. This was attributed to two things that are outside the control of the ILO project team. Firstly, the high turnover of government implementing body staff – following their increased employability after training through the ILO project (a negative unintended result). Secondly, lack of technical staff dedicated to the LDPW-EPWP unit to understudy the ILO team-which is in a way related to immediate objective 1.

### **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 the hosting of the ILO project team in LDPW; having in place a PSC comprising key stakeholders; and having easy access to both the administrative and technical backstopping support by the ILO Co. Director and the EIIP Senior Specialist respectively (both in ILO Co. in Pretoria). The project team indicated that both administrative and technical backstopping support were 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 bi-annual project progress reports on a regular and timely basis. The team has been sharing relevant information with the national team and relevant national partners 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; emphasis on the numbers of work opportunities created leaving out on “sustainable livelihood” indicators and contribution to overall economy; (iii) inclusion of targets (e.g. number of work opportunities created) that are essentially the responsibility of for EPWP and not directly for the ILO project, and (iv) inadequate mainstreaming of the project’s M&E system with the Government’s Outcome-Based Approach.

### **3.5 Efficiency of Resource Use**

The project team comprising 3 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 LDPW 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 Limpopo Province and more recently in the neighbouring provinces (primarily North West Province) 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. Due to the increase in the ILO team’s work load, the other focal sectors (Environment & Culture, Social and Non-State) are not receiving the desired level of support. When the LITC (satellite training centre) is re-established in Limpopo Province as proposed, there will be need for additional staff to undertake the training coordination role at the centre, 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. The Mission found the distribution of resources to be quite strategic and the use to be 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 Limpopo Government* through the regular budgetary allocations; (ii) ILO *capacity building of LDPW 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 significant strong political will of the Limpopo Provincial Government in support of project ideals; (iv) efforts towards *institutionalization of project management* through LDPW and the PSC where LDPW 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’s technical activities remain rather elusive.

Looking into the future, potential significant progress towards sustainability of project’s technical 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 technical staff to understudy the ILO technical support team; (ii) The *high staff turnover* among implementing bodies including LDPW, 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 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 baseline data and targets upon which the Mission could objectively assess the performance of the project, the view and overall conclusion of the Mission and that of some key respondents met during field interviews is that it has done quite well especially in terms of “Enhancing the technical capacity of the LDPW through the development of appropriate EIA strategies and tools in the coordination of provincial EPWP”, although the absence of a dedicated team of local technical staff to under-study the ILO

technical team is undermining project sustainability.. Institutionalization of capacity of Government's implementing agencies to plan, manage and implement large-scale EI projects and incorporate good labour policies and practices has not achieved the desired results primarily because of high staff turnover in some of the implementing bodies (especially municipalities) – an external factor that has negatively influenced the performance of the project.

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 livelihoods” 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 technical counterpart staff on long-term 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 appropriate and integrated institutional framework for training in LI methods including the establishment of a LITC (as a satellite to the national LITC) coupled with institutionalization of training in LI methods within tertiary training institutions so as to provide a broader base for offering relevant training; (iv) Having adequate funding to cater for additional local trainer to be stationed at the proposed LITC; and (v) Attainment of broad-based buy-in of the project including through change of mind set among key implementing bodies e.g. contractors, consultants, mentors, corporate business organizations, and financial institutions.

#### 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 technical 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 LDPW 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<sup>1</sup>;*
- ✚ *Fast-tracking the establishment of the provincial LITC satellite training centre in collaboration with NDPW and relevant tertiary training institutions for cost-effectiveness and institutionalization of training in EI methods –which should include engaging key stakeholders e.g. Department of Higher Education and Training (DHET), Department of Education (DoE) and the Construction Education Training Authority (CETA)*

**2. Technical Support:** The ILO project team in Limpopo to broaden and strengthen effectiveness of its technical assistance support by:

- ✚ *Enhancing EI technical support to the other focal sectors (Environment and Culture, Social and Non-state) under the current ILO/LDPW 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;*
- ✚ *Recruiting a local trainer to take up training coordination role in the proposed Limpopo LI satellite training centre<sup>2</sup> with support by the ILO TrA currently in the National Team;*
- ✚ *Providing funding to cater for the payments to the recruited local trainer;*
- ✚ *Exploring the possibility of providing requisite support to neighbouring provinces (e.g. North West Province) in promoting EPWP principles and EI work methods under a cost-sharing arrangement-if deemed necessary;*
- ✚ *Ensure continued effective engagement of implementing bodies – especially municipalities to promote greater buy-in of EPWP and to enhance service delivery and LI-based employment creation in the province;*

**3. M&E:** As part of the development of the final PRODoc for phase 3, the ILO project teams (Limpopo and National) in collaboration with the respective department of public works (LDPW and NDPW) to enhance effectiveness of project monitoring and evaluation functions by:

- ✚ *Formulating an appropriate logical framework 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 LDPW’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 National Team to provide relevant provincial data that may be needed by EDD in relation to the DySAM initiative towards assisting LDPW 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;*

<sup>1</sup> Towards this end, the Mission noted that negotiations between NDPW and the Standards Generating Body are well underway.

<sup>2</sup> That is satellite to the National LITC

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

- ✚ *Provision of support to LDPW 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 the proposed LITC provincial satellite training centre, 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 LDPW 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 LDPW 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 LDPW, 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 municipalities, consultants, mentors and contractors.*



## 1.0 INTRODUCTION

### 1.1: Overview of Programme Background and Context

The inter-related problems of unemployment and poverty have posed serious socio-economic and political challenges in developing countries including the Republic of South Africa. By 1999, unemployment and poverty were identified by the Government of South Africa (GSA) as the most significant threats to the countries emerging democracy with approximately 40% of working-age people unemployed, with the youth bearing the greatest burden<sup>3</sup>. The **Expanded Public Works Programme (EPWP)** was initiated in 2004<sup>4</sup> 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*”<sup>5</sup>.

EPWP 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-intensive<sup>6</sup> technologies and transferring of requisite skills for the aforementioned target groups 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 short duration or on-going basis through government, contractors or other non-governmental organizations, utilizing 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 1<sup>st</sup> April and ends on 31<sup>st</sup> 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 *1<sup>st</sup> April 2004 – 31<sup>st</sup> March 2009*. The aim of the programme under this phase was “*to alleviate unemployment for a minimum of **one (1) million** work opportunities in South Africa over the five-year period; with women expected to account for*

<sup>3</sup> Expanded Public Works Programme; Five-Year Report (2004/05 – 2008/09) - Reaching The One Million Target

<sup>4</sup> 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.

<sup>5</sup> Expanded Public Works Programme; Five-Year Report (2004/05 – 2008/09: Reaching the One Million Target

<sup>6</sup> Labour-intensity refers to expenditure on wages expressed as a percentage of total expenditure on activities implemented using labour-based methods;

least 40% of this target, youth for 30% and People Living with Disabilities (PLWD) for 2%". This first phase of the project was successfully completed achieving its target of **one (1) million work opportunities**<sup>7</sup> one year ahead schedule.

### 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 1<sup>st</sup> April 2009 – 31<sup>st</sup> 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)*<sup>8</sup> *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 of phase 2 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 which was recently launched is expected to operate during the period 1<sup>st</sup> April 2014 - 31<sup>st</sup> 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"*<sup>9</sup>. Unlike phase 1 and 2 which emphasized employment creation and enhancement skills, impact and quality of services and assets created will also accorded due attention in phase 3.

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

EPWP 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 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 intensity<sup>10</sup> of Government-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 sector*<sup>11</sup>. 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

<sup>7</sup> 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 of the Programme.

<sup>8</sup> Where "Full-Time Equivalent" refers to one person-year of employment, where one person year is equivalent to 230 person days of work.

<sup>9</sup> **Gamelihle Sibanda:** *Designing and Implementing a Public Employment Programme Leveraging Regular Government Budget; Lessons from South Africa Expanded Public Works Programme*

<sup>10</sup> Where "Labour Intensity" refers to expenditure on wages expressed as a percentage of total expenditure on activities implemented using labour-based methods.

<sup>11</sup> Including Non-Profit Organization (NPO) and community work programme (CWP).



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 LDPW, municipalities, departments, mentors, contractors and consultants. Indirect, or ultimate target beneficiaries comprise the historically marginalized communities, primarily the unemployed, women, youth and PWD.

#### 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:

- (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 (2011 – 2014) of the ILO TA Support Project to LDPW -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 LDPW

As stated in the PRODoc for EPWP phase 2 (May 2011), the overall **development objective** of the ILO TA Support Project to LDPW is *“to contribute to poverty reduction by increasing the labour intensity in the delivery of infrastructure investments to create productive employment, improve incomes and support the productive sectors”*. According to the PRODoc, the **immediate objectives** and related outputs of the project include:

**1. Immediate Objective 1:** *“Enhance the technical support capacity of the LDPW through the development of appropriate EIA strategies and tools in the coordination of provincial EPWP”*, with the planned outputs being:

- ✚ **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.*

**2. 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”-with outputs being:

- ✚ **Output 2.1:** Training System for practitioners improved
- ✚ **Output 2.2:** Training Conducted
- ✚ **Output 2.3:** Institutional processes and tools for EI planning and management
- ✚ **Output 2.4:** Project Management Support Provided

#### **1.4.2: Geographical Scope, Target Sectors and Beneficiaries of the Project**

The project covers Limpopo Province and focuses on the focal sectors of EPWP, namely, Infrastructure sector, Environment and Culture sector, Social sector and Non-Sate sector. As per the Logical Framework of the ILO TA Support Project to LDPW phase 2 (see **Appendix 3**), its direct target beneficiaries are decision makers, project managers of Government implementing agencies, consultants and contractors. Indirect or ultimate beneficiaries of the project are the historically marginalized communities – including the unemployed as well as disadvantaged groups especially women, youth and people living with disabilities.

#### **1.4.3: Project Management Arrangement**

The ILO Limpopo TA team comprises three (3) specialists - Chief Technical Adviser (CTA) and Two (2) Technical Advisers (TAs)<sup>12</sup>. The three ILO specialists are based in the LDPW in Polokwane (Limpopo Province). In addition to being supported by an ILO Finance and Administration Assistance in Pretoria (like the National team), they are also supported by an Administration Assistance provided by LDPW. The team is administratively and technically backstopped by the ILO Co. Director (Pretoria) and Employment Intensive Investment Programme (EIIP) Backstopping Senior Specialist respectively. The project team, through the CTA, reports to the ILO Co. Director, and consults with the EIIP Senior Specialist. The team works closely with the LDPW General Manager (EPWP) 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 1<sup>st</sup> April 2009-30<sup>th</sup> June 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 commenced on 1<sup>st</sup> 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

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<sup>12</sup> One TA who resigned recently has been replaced with another one.

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 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 two provisions: (i) *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 (ii) the *Technical Cooperation Agreement* of January 2005<sup>13</sup> between NDPW, LDPW and the ILO.

The primary 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 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](http://www.ilo.org), [www.epwp.gov.za](http://www.epwp.gov.za) and [www.limpopo.gov.za](http://www.limpopo.gov.za). For more details on reference materials, see **Appendix 5**.
2. **One-on-One and/or Focused Groups Interviews** with staff of ILO technical units and field specialists involved in project management and implementation; other national and provincial institutions (hosting the TAs) and stakeholders including representatives of the LDPW, 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 Limpopo component covered ILO Co. (Pretoria) and Limpopo Province. 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 11<sup>th</sup> August

<sup>13</sup> The agreement articulates the objectives and scope of the collaboration as well as the major outputs expected thereof. The original agreement was meant to terminate at the end of December 2008, however this was extended to 31st August 2010 based on a request from LDPW, with a further no-cost extension to December 2010. A new phase covering the period 1st January 2011 to 31st December 2014 was agreed on through an Amendment No.3 to the pre-existing Memorandum of Understanding (MoU).

2014 at the Department of Public Works in Pretoria. For the list of participants in the debriefing workshop, 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 briefly discussed in the following sections, the objectives and planned outputs of the ILO Technical Assistance Project to LDPW (phase 2) are not only significantly relevant, but also strategically in line with the socio-economic development aspirations of the following, among others: (i) primary target beneficiaries (i.e. LDPW, mentors, contractors and consultants) as well as the ultimate beneficiaries (i.e. the unemployed women, youth and people living with disabilities); (ii) Government policies, strategies and plans; (iii) Decent Work Country Priorities (DWCP) for South Africa (2010-2014); and (iv) the ILO Strategic Framework (2010-2015); and (v) the United Nations Development Assistance Framework-UNDAF<sup>14</sup> (2007-2010).

##### 3.1.1 Socio-Economic Development Needs of Target Beneficiaries

Based on information from secondary sources and responses by a variety of respondents met during field interviews, the Mission firmly conclude that the objectives of the project and planned outputs as indicated earlier are fundamentally relevant to livelihood needs of both primary and ultimate target beneficiaries. The sample verbal quotes provided in **Box 1** below are aimed at depicting the general views of a cross section of beneficiaries.

###### Box 1: Sample Verbal Quotes

*"The assistance by the ILO was very timely. Training has been very useful to us and we have learned a lot on how to generate employment using local resources. The ILO team has assisted us in developing business plans and also in coming up with labour intensive projects. However, most of the support has been on the infrastructure sector and there is need for more support in the other three sectors, Environment and Culture, Social and Non-state sector".*

*EPWP Manager and Coordinator (Limpopo)*

*"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*

*"The ILO project has been very useful to us especially in the area of training and other forms of capacity building. Our managers and coordinators have benefitted a lot from the ILO team which is always readily available to help us. We have also benefitted from study tours and short courses that have been facilitated by the ILO. The ILO has done so much. We can now do our annual plans without too much hand holding by the ILO – though we need their continued support. Skills transfer is essential for sustainability and should receive more emphasis. During phase 1, training was mandatory for participants (workers) but not so during phase 2- making it difficult to lead to sustainability. In phase 3, the ILO should emphasize training of the youth in general, not just the workers and then link them to potential private sector organizations for long term employment and sustainable livelihood"*

*EPWP Coordinator (Limpopo)*

<sup>14</sup> 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.

### 3.1.2 National Development Policies, Strategies and Plans

The development objective of the ILO TA Support Project to LDPW of “*contributing to poverty reduction by increasing the labour intensity in the delivery of infrastructure investments to create productive employment, improve incomes and support the productive sectors*”, as well as its outputs are strongly aligned to the development aspirations of GSA as reflected in the following national policies and plans:

- ✦ The **National Development Plan; Vision for 2030** (NDP-Vision 2030) of November 2011- which emphasizes *creation of work opportunities through labour-absorbing programmes*;
- ✦ The **New Growth Path Framework** (NGPF) of June 2009 – which identifies key drivers of job creation including: (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 sought the creation of work opportunities through employment intensive approaches towards “*halving South Africa’s poverty and unemployment by 2014*”<sup>15</sup>; which is also in line with UN Millennium Development Goals (MDGs).

### 3.1.3 Decent Work Country Priorities for South Africa

The objectives and outputs of the ILO-TA Support Project to LDPW strongly subscribe to DWCP for South Africa (2010-2014)<sup>16</sup> – 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 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 aims of the project are also well-aligned with ILO’s Decent Work Agenda for Africa (2007-2015)- which among other things, emphasize 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 also fully aligned to the development aspirations of UNDAF (2007-2010) for South Africa -for which one of the priority areas is “*to intensify poverty eradication by supporting the Government in implementing the social sector of EPWP for home and community based care workers, early childhood development (ECD) workers, and community health workers*”<sup>17</sup>.”

### 3.1.6 ILO Strategic Framework

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

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<sup>15</sup> *Expanded Public Works Programme; Five-Year Report (2004/05 – 2008/09: Reaching the One Million Target*

<sup>16</sup> *Decent Work Country Programme for South Africa (2010-2014): March 2010*

<sup>17</sup> *UN -Towards Achieving Sustainable Growth and Development through Vision 2014: UNDAF for South Africa 2007–2010*

and Budget (P&B) for 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 policies of both the ILO and the Government. 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”*. Similarly, 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 equality”*<sup>18</sup>.

### 3.1.8 Other UN Development Organizations

The project’s objective and outputs are also in line with the objective of the UN 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 LDPW (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 (PWPs) 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 LDPW 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 PWPs under the auspices of the National Economic Forum (NEF) in mid 1990s –including reorientation of mainstream public expenditure towards infrastructure using labour-intensive techniques;

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<sup>18</sup> South Africa’s National Policy Framework for Women’s Empowerment and Gender Equality (un-dated)

- ✦ **Reconstruction and Development Programme** (1994) of GSA - which formed the basis for the Government's attempt to attack poverty and deprivations<sup>19</sup>;
- ✦ **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;
- ✦ **ILO Technical Support on Labour Intensive Construction (LIC) methods** including the support to the "Gundo Lashu" initiative (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 LDPW 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 consultations<sup>20</sup>. The wide stakeholder consultations conducted during the formulation of the DWCP for South Africa (2010-2014) is of particular relevance in this respect.

### 3.2.3 Efficacy of the Employment-Intensive Approach to Development

The ILO Technical Assistance Project to LDPW as well as the EPWP - which the project's outputs have been feeding into, 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 assets and services of specified quality in a cost effective manner<sup>21</sup>, 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 for rural and peri-urban infrastructure development than the conventional machine-based approach of construction, has successfully been applied in many other countries including Benin, Ethiopia, Ghana, 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 maintenance<sup>22</sup>. 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 instruments<sup>23</sup>, 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

<sup>19</sup> GSA - National Development Plan; Vision 2030 (November 2011)

<sup>20</sup> Though institutional memory was limited due to the high staff turnover in the LDPW;

<sup>21</sup> This should not be confused with maximum labour-use approach;

<sup>22</sup> By using locally available inputs-materials, simple tools and local labour, and thus creating a greater demand for local products & services)

<sup>23</sup> 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'



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 methods<sup>24</sup>. 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 methods<sup>25</sup>.

### 3.2.3 Adequacy of Intervention-Mix, Causality of Outputs 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 of EPWP infrastructure sector component to optimize the creation of decent work opportunities in all sectors in a manner that increases labour intensity”*<sup>26</sup>. Towards delivering on this broader national goal and objective of the EPWP, the immediate objectives and outputs of the ILO Technical Assistance to LDPW under phase 2 as indicated in section 1.4.1 above are considered to have a fairly clear causal-effect relationship.

### 3.2.4 Realism of Planned Project Implementation Timeline

The five (5) year timeline for EPWP Phase 2 covered the 1<sup>st</sup> April 2009 to 31<sup>st</sup> 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 to LDPW such as awareness creation (advocacy) and institutional capacity building of Government’s implementing bodies 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 fairly adequate.

### 3.2.5 Gender Mainstreaming and Equity Strategy

Phase 2 of EPWP, and the ILO Technical Project which has been supporting it, strongly promote gender mainstreaming and equity. In this regard, the Mission noted that the aim of the programme was for women employment to comprise 55% (or close to 2.5 million work opportunities) of beneficiaries out of the overall target of 4.5 million work opportunities. During phase 2, approximately 4 million work opportunities were created with women accounting for 55% and the youth for 47%<sup>27</sup>.

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<sup>24</sup> ILO - *Employment Impact Assessment of Infrastructure Investments in Liberia (July 2011)*,

<sup>25</sup> EC-*Study on Employment-Intensive Methods in Infrastructure and other Non-Social Sector Programmes (November 2010)*,

<sup>26</sup> ILO *Technical Cooperation Phase 2 Project Document (2011 to 2014)*

<sup>27</sup> Note that some of the youth are also included in the women category.

### 3.3 PROJECT PERFORMANCE AND EFFECTIVENESS

Although the Logical Framework in the PRODoc for EPWP phase 2 for the ILO Technical Assistance Support to LDPW had indicators of achievement-unlike for the National component, some of the indicators are not objectively verifiable (as they are mainly qualitative in nature) and nearly all of them had no baseline data or achievement target indicators. The few that had objectively verifiable indicators (output 2.3 and 2.4) were also faced with the problem of the fact that their achievement were not under the control of the Project Team – and are indeed more of EPWP indicators of achievement than for the Limpopo Team. That notwithstanding, the overall conclusion of the Evaluation Mission is that while technical support was meant to be demand-driven, the ILO Technical Assistance Support to LDPW (the project) has performed reasonably well especially with respect to immediate objective 1 –namely; *“Enhance the technical support capacity of the LDPW through the development of appropriate EIA strategies and tools in the coordination of provincial EPWP”*. The project has however not performed equally well with respect to immediate objective 2, namely; *“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”* largely because of the high staff turnover of implementing bodies and LDPW– which has been outside the control of the project team or the ILO.

#### 3.3.1 Achievements by Immediate Objective and Outputs

**Appendix 3** provides the logical framework of the ILO-TA Support Project to LDPW as presented in the PRODoc (May 2010) for provincial implementation of EPWP phase 2. While it provides outputs and their respective indicators of achievement (IOA) under each of the two immediate objectives of the project, nearly all of them did not have base line data while some did not have objectively verifiable target indicators.

##### *3.3.1.1: IMMEDIATE OBJECTIVE 1: “Enhance the Technical Support Capacity of LDPW through the Development of Appropriate EIA Strategies and Tools in the Coordination of provincial EPWP”*

The project aimed at delivering to this objective under five (5) outputs as indicated in the following sections:

##### ***OUTPUT 1.1: “Awareness of stakeholders increased to accept and implement Employment-Intensive Approaches (EIA) for infrastructure development”***

Towards this end, the aim of the project was to achieve the following: (i) *Develop one (1) “promotional tool (DVD); (ii) Produce and disseminate “generic sensitization and promotional material for different target groups; and (iii) “Conduct workshops for different target groups”*. In this respect, the Evaluation Mission observed the following achievements:

- ✚ Updated the sensitization materials, aligned with the thrust of EPWP and distributed them to various stakeholders;
- ✚ Conducted workshops for different target groups; one (1) for top management and thirty-two (32) for implementing bodies; and,
- ✚ Participated in meetings for the formulation of EPWP phase 3 and also district forum meetings through which the team sensitized participants on EIA approaches for infrastructure development. The team did not produce the promotion tool (DVD), as it was agreed that it would be done by the National Team.

### ***OUTPUT 1.2: “LDPW Capacity to Produce and use Key Strategic, Planning and Operational Documents Increased”***

The aim under this output was to support LDPW in developing and/or updating their strategic plan documents; production operational documents and disaggregating the five (5) year targets by implementing bodies and sector as well as by project; and developing tools/templates for presentation/communication of monitoring and Evaluation (M&E) data and information. In this regard, the Mission noted that the Project Team had made significant achievements by way of supporting the development of the following documents:

- ✚ LDPW five-year Business Plan (2009-14);
- ✚ Five (5) Annual Performance Plans for LDPW;
- ✚ Five (5) Infrastructure Sector Plans;
- ✚ Five (5) Annual Plans for the Environment and Culture Sector part of which involved making recommendations for the modification of the Grey Water Recycling System at the Parliamentary Village in Polokwane;
- ✚ Concept Note and Business Plan for Limpopo Contractor Development Programme;
- ✚ Business Plan for the production of Hydraform bricks by emerging contractors;
- ✚ Concept note on job creation through maintenance of Government buildings;
- ✚ Business plan for LIC in maintenance of Government buildings;
- ✚ Business plan for Youth owned-micro-small and Mediums Enterprises (MSMEs) in cleaning Government buildings;
- ✚ Concept Note, Business and operational plans for Greening Limpopo Programme; and,
- ✚ The ILO Project Document (2011-14);
- ✚ Tools or templates for presentation/communication of M&E data and information- which were disseminated and also incorporated in the five (5) year and annual plans.

### ***OUTPUT 1.3: “EPWP Impact Assessment tool developed and tested”***

The target was to prepare a Baseline Study report, Investment Impact Framework, Impact Assessment Reports. The team made no achievements towards this end because the output on conducting of the baseline study was postponed indefinitely due to budgetary constraints on the part of LDPW. This resulted in the sub-outputs on investment impact framework, impact assessment reports being removed project target outputs. It was resolved that the work be undertaken at the national level under the ILO-Economic Development Department (EDD) project.

### ***OUTPUT 1.4: “Previous Studies and researches on materials and approaches that catalyze improvement in delivery and outputs disseminated”***

The plan was to re-package reports/studies, adapt them to nationwide context and disseminate them. In this context, the Limpopo Team was able to re-package, adapt and disseminate the following three (3) publications on road re-surfacing and construction:

- ✚ LIC Guidelines for Water, Sanitation and Building Works (2011);
- ✚ LIC Guideline for Road Construction (2013);
- ✚ LIC costing guidelines- which at the time of the evaluation was about 90% complete.

***OUTPUT 1.5: “Strategies & Best Practices for Increasing Employment Creation Potential/Labour Intensity through Appropriate Work Methods and Alternative Local Materials Developed and Disseminated***

To this end, the Mission observed that this was only partially complete and the team was planning to complete them during EPWP Phase 3.

***3.3.1.2: 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”***

The aim of the project was to deliver this output under four (4) sub-outputs: (i) Training for Practitioners Improved; (ii) Training conducted; (iii) Institutional processes and tools for EI planning and management tested; and (iv) Project Management Support provided.

***OUTPUT 2.1: “Training Systems for Practitioners Improved”***

The aim was to have training courses accredited and trainers accredited. It was agreed that this activity would be led by the National Team, and therefore all produced training materials by the Limpopo Team have been handed over to the National Team to finalize and secure accreditation. At the time of the Mission, the activity negotiations between NDPW/ILO National Team with the Standards Generating Body were at an advanced stage. Given the situation, the plan is to have this output delivered during EPWP phase 3.

***OUTPUT 2.2: “Training Conducted”***

The targets set in the PRODoc Logical Framework was to train the following categories of beneficiaries:

- 40 Public sector managers in planning and management of EI projects;
- 24 Engineering consultants in planning, designing, and management of EI projects;
- 10 Trainers/mentors in EIA;
- 60 Learners (Contractors and supervisors) supported;

The Limpopo Team had delivered the following sub-outputs by the time of the Mission:

- ✚ Conducted a total of fourteen (14) workshops and/or courses for 317 officials of implementing bodies;
- ✚ Conducted a total of four (4) workshops for 115 Project Management Staff of implementing bodies and consulting engineers;
- ✚ Conducted a total of five (5) workshops for 96 Consulting Engineers;
- ✚ Assisted in in training delivery for six (6) workshops carried out by the ILO National Team; and,
- ✚ Facilitated 60 Government officials to attend International Training Centre-ITC (Turin) courses and regional seminars for Labour Based Officials;

### ***OUTPUT 2.3: “Institutional Processes and Tools for EI Planning and Management Tested”***

In this context, the project’s targets for 2010-2014 were: (i) “Systems, procedures and tools for planning and procurement of EI Infrastructure projects compliant with EPWP Guidelines”; (ii) “30% of all infrastructure projects by provincial government departments implemented through EIA”; and (iii) 40% of all infrastructure projects at municipality level implemented through EIA. In this regard, the Limpopo Project Team attained the following:

- ✚ Developed the Business Process System – but mainstreaming of system is yet to be achieved as the team identified the need to modify and harmonize with other Government systems. The developed templates have been incorporated into the updated EPWP Infrastructure sector Implementation Guidelines (3<sup>rd</sup> Edition 2014) for wider application in all provinces under Phase 3 of the programme.
- ✚ While the project’s target of 30% of all infrastructure projects by provincial government departments implemented through EIA”; and 40% of all infrastructure projects at municipality level implemented through EIA have largely been achieved, the labour Intensity of the projects has been generally low due (averaging below 10% with only Roads and Water Supply projects reporting a slightly higher average of 11% and more). The low LI of projects is primarily due to non-compliance to EPWP principles and guidelines especially on the part mentors, contractors and consultants – a situation that is further exacerbated by the poor forward planning by municipalities resulting in the so called “fiscal dumping” towards the end of each fiscal year to avoid budget cuts in the following year.

### ***OUTPUT 2.4: “Project Management Support Provided”***

In this regard, the project’s targets were: (i) “Project procurement tools compliant with EPWP guidelines”; (ii) “Minimum of 10% of total cost will be paid as wages”; (iii) 6,200,000 work-days or about 77,000 work opportunities of employment created, increases by 10% annually; and (iv) Key performance indicators of at least 55 % for women, 40 % for youth and 2 % for PLWD achieved.

These targets, which are indeed objectively verifiable, are essentially for EPWP in Limpopo Province and not for the ILO Technical Assistance Support (project) to LDPW. In fact, their delivery, whose achievements could not be established during the Mission, was not under the control of the ILO Limpopo Team. A situation like this should be avoided in future and a clear distinction should be made on the responsibility on the delivery of various outputs during phase 3.

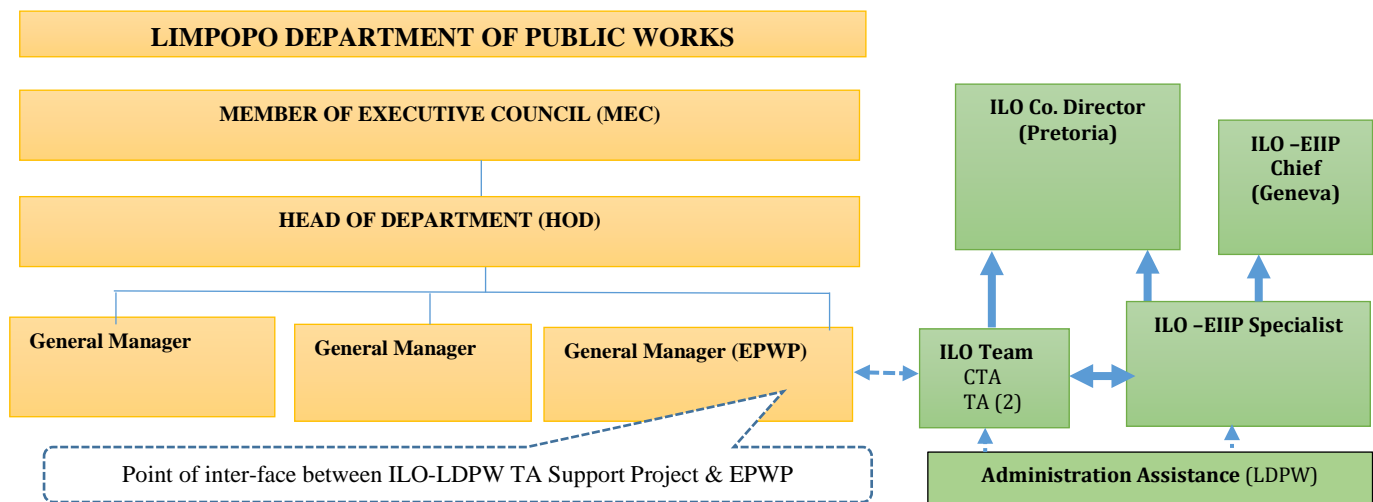
### 3.4 EFFECTIVENESS OF PROJECT MANAGEMENT ARRANGEMENTS

With respect 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 Limpopo Team comprises the CTA and two (2) TAs all stationed at the LDPW in Polokwane in Limpopo Province. One TA is responsible for technical support to municipalities and Departments on Infrastructure Works - particularly buildings, water and sanitation projects, while the other for technical support to municipalities - particularly on road projects. In addition to being supported by an ILO Finance and Administration Assistance in Pretoria, they are also supported by an Administration Assistance provided by LDPW. Like the National team, the Limpopo team is administratively and technically backstopped by the ILO Co. Director (Pretoria) and Employment Intensive Investment Programme (EIIP) Backstopping Senior Specialist respectively. The team also works closely with, and receives support as necessary from the National Team (i.e. CTA/TL and Training Advisor-TrA). Like the National team, the Limpopo team, through the CTA, reports to the ILO Co. Director, and consults with the EIIP Senior Specialist. As indicated in figure 1 below, the ILO Limpopo team works closely with the LDPW General Manager (EPWP) through whom the project interfaces with EPWP.

**Figure 1: Management Arrangement ILO-NDPW Technical Assistance Project**



The following were the key findings of the Mission with regard to project management arrangements:

- ✚ **Project Management Arrangements:** According to the ILO Limpopo Team and virtually all other relevant respondents met during field interviews in both ILO Co. Pretoria and Limpopo Province, this management arrangement has worked quite well towards supporting delivery of planned project outputs. In this regard, most respondents indicated that hosting of the technical team in LDPW offices and having easy and open accesses to administrative and technical backstopping services by the ILO Co. Director, Decent Work Country Team (DWCT) and the Employment Intensive Investment Programme (EIIP) Senior Specialist respectively has contributed immensely to the smooth running of the project.
- ✚ **Technical capacity of project team:** According to virtually all LDPW staff met during field interviews, the ILO Limpopo technical team has exhibited high technical capacity, team work spirit and commitment to project work.

- ✦ *Provincial and National Support:* According to the Limpopo project team, the project has, and continue to receive the necessary political, administrative and technical support from LDPW and other national and provincial partners – thereby providing good environment for effective implementation of the project;
- ✦ *Administrative and technical backstopping services:* According to virtually all ILO Limpopo 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 technical backstopping specialist.
- ✦ *Effectiveness of communication:* Virtually all relevant provincial 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.
- ✦ *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.

### 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 no more than the following: *“The Project Steering Committee (PSC) will establish a project monitoring process, right at the project commencement. After establishment of a baseline, regular collection of data will be carried out to measure progress against indicators”. Annual reviews will be carried and results used to make changes in project operational approach and activities. Project and progress reports will be prepared bi-annually. At the end of the project period, a collaborative evaluation will be carried out”.*

Nonetheless, on the upside the Mission observed the following:

- ✦ That an M&E system has been in place since the commencement of the project as provided for in the PRODoc;
- ✦ That the *ILO Limpopo team has consistently monitored project progress, produced bi-annual project progress reports* (with achievement of the relevant period and cumulative achievements) and submitted them to LDPW for distribution to relevant stakeholders;
- ✦ That *the PSC, comprising membership from key institutions involved in the project i.e. LDPW (Chair), NDPW/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;
- ✦ That unlike in the case for the Logical Framework of the National component of the ILO TA project, the *objectively verifiable indicators (OVIs), means of verification (MOV) and assumptions in the Logical Framework of the Limpopo ILO TA component of the project were reasonably articulated upon and better defined;*

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 did not provide baseline data (as was provided for in the PRODoc) and only a few of them had objectively verifiable target indicators – though the Mission acknowledges the good work by the project team of establishing targets in their work plans which they have subsequently integrated into their progress reports;
- The bulk of performance indicators are not well defined and are not compliant with the SMART<sup>28</sup> principles – with many of them being qualitative in nature making objective assessment of performance rather difficult<sup>29</sup>.
- Although having objectively verifiable indicators, some of the indicators of achievement (e.g. under output 2.3 on “institutional processes and tools for EI planning and management” and output 2.4 on “project management support provided”) are essentially EPWP performance indicators and not the ILO project team– which in fact has no control over the results;
- 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 be fully mainstreamed into the Government’s Outcome-Based Approach M&E principles and procedures towards EPWP implementation, monitoring and evaluation – though the Mission noted that this is in the process of being done.

### 3.4.3 Knowledge Management and Information Sharing Framework

The PRODoc was also quite brief on matters pertaining to knowledge management and information sharing. Nonetheless, the Mission observed the good work that Limpopo 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 bi-annual project progress reports, concept notes, technical manuals/guidelines, training manuals, strategic and business plans for LDPW and other government implementing bodies;
- Sharing of relevant knowledge and information with stakeholders (e.g. LDPW, provincial EPWP staff, ILO National Team and others) through regular dissemination of relevant developed technical manuals/guidelines, reports via various channels including PSC and other meetings; local, regional and international conferences; seminars and workshops; training sessions and the EPWP, CIDB, and ILO-EIIP websites among others.

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

In addition to collaboration with the National team, especially in the areas of training and capacity building in general; the Limpopo team has also been collaborating on LI application to low-volume road seal options (initiated by ILO in Limpopo), with relevant projects in other provinces of SA as well as with other EIIP programmes in Kenya, Ethiopia, Tanzania, Ghana, and Indonesia respectively.

<sup>28</sup> An acronym relating to M&E indicators of achievement referring to **Specific, Measurable, Achievable, Realistic and Time-bound**.

<sup>29</sup> These issues had previously been raised by the EIIP Senior Specialist in the briefing meeting of 11<sup>th</sup> April 2014.



### 3.5 ADEQUACY AND EFFICIENCY OF RESOURCE USE

With respect to efficiency of resource use, the Evaluation Mission focused on adequacy and efficiency of human, and 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 LDPW through fielding ILO experts and consultants; production 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 of EPWP but indirectly by providing the aforementioned inputs in support of LDPW towards delivering on the objectives and planned outputs of provincial EPWP. As such, and as mentioned earlier, the ILO Limpopo project team comprises a small team of three (3) technical experts, namely; CTA and two (2) TAs. The overall observations of the Evaluation Mission with regard to human resources are as follows:

- (i) That the ILO Limpopo project 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 the two (2) TAs in the LDPW is quite strategic from the point of view of team work, effective and timely delivery of technical support;
- (iii) That while the ILO team of three (3) experts is deemed generally adequate, its capacity – especially with respect to training will be increasingly over-stretched due to the increase in demand for technical support in the Limpopo and other neighbouring provinces (e.g. North West) - which will further be exacerbated by the high staff turnover within LDPW and implementing bodies.

In this context, and in light of the strong feelings among some key respondents, the Mission recommends that a local trainer be recruited to take up training coordination role in the proposed Limpopo satellite Labour Intensive Training Centre (LITC) with support by the National Component ILO TrA.

#### 3.5.2 Financial Resources

The ILO technical assistance project to LDPW 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 31<sup>st</sup> March 2014 amounted to US\$ 8,753,697. Analysis of the project expenditures indicate that approximately 75% of the budget has been used in paying services of ILO technical assistance staff and consultants. The balance 25% of the budget has mainly been used to cover training/fellowships, production/printing of technical documents, and the team's operational costs. Regarding financial resources, the Evaluation Mission observed the following:

- In light of the fact that the ILO TA project is meant to coordinate and provide technical support to LDPW 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 75% for payment of ILO staff services versus 25% 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 National Team;

- The Limpopo Team indicated that financial disbursements by LDPW during Phase 2 have been taking place on fairly timely basis.

### 3.6 IMPACT ORIENTATION AND SUSTAINABILITY

Sustainability of project activities beyond its implementation cycle is a major and long term strategy of the ILO. In this regard, the PRODoc for phase 2 of the ILO Limpopo component of the EPWP stated as follows: *“It is expected that at termination of external project funding, the EPWP Directorate will have been capacitated sufficiently and gained momentum to continue the development agenda. To realize this expectation, the following factors and considerations will need to build into the project design: (i) Involvement of key stakeholders at LDPW and Implementing Departments at Provincial Level, to create a sense of local ownership and identity on the part of the local partners; (ii) Linkage with District and Local Municipalities and communities to ensure employment promotion agenda is grounded within beneficiary group; (iii) Capacity building of local construction industry to ensure quality of assets and motivate economic and investment decision makers; (iv) Assets created at local level will support local economies, increasing local revenue that can be ploughed back into new employment-led investments. (v) Collaboration with partners in Cooperative Development to enhance savings made by target beneficiaries.*

Notwithstanding the short-term employment orientation of EPWP<sup>30</sup> - which was actually meant to be “an employer of last resort” by creating short-term employment opportunities and during which the ILO would support and facilitate transfer of requisite skills on labour-intensive methods in infrastructure development and maintenance projects across the identified four target sectors, the Mission noted that the ILO Limpopo team had consistently applied various sustainability strategies including: (i) involvement of stakeholders at all levels for ownership and support; (ii) maintaining close links with district, provincial, local municipalities and relevant national partners; (iii) capacity building of local partners through training and other forms of capacity building; and (iv) promotion of assets creation at the local level.

Other elements that have potential for promoting sustainability of the project include: (i) The continued commitment and full funding of the project by Limpopo Provincial Government through the regular budgetary allocations; (ii) The strong political will on the part of the Limpopo Provincial Government and also the National Government towards supporting project ideals; (iii) Institutionalization of project management through LDPW and the Project Steering Committee (PSC) where LDPW is the chair.

Adequate and sustainable in-house or institutionalized capacity within LDPW 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, 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* in LDPW and other implementing bodies including the 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 LDPW 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 joined other departments of Government or the private sector within the country;

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<sup>30</sup> ...and by extension the ILO TA Support to LDPW

- (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 LDPW, NDPW 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 livelihoods” 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;  
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;
- (iv) Without effective institutionalization for in-house capacity among the provincial implementing bodies, external TA projects (including the ILO TA Support Project to LDPW) runs high risks of prolonged engagement.

## 5.0 MAIN CONCLUSIONS

The Limpopo ILO TA Support Project has made significant strides in supporting LDPW towards delivering on the EPWP agenda through its two (2) immediate objectives. That is immediate objective 1 - which focuses on “*enhancing the technical capacity of LDPW through the development of EIA strategies and tools in the coordination of the provincial EPWP*” – especially by way of awareness creation, capacity building through training and study tours; and immediate objective 2 - which focuses on “*increasing institutional capacity of the Provincial Government’s implementing bodies to plan, manage and implement large scale EI projects and incorporate good labour policies and practices*”.

The view of most respondents met during field interviews was that the project had attained relatively greater impact under immediate objective 1, especially by way of increasing stakeholders’ awareness on the EIA and its capability to generate employment; capacity building of LDPW to produce and use key strategic, planning and operational documents, and to develop strategies and best practices for increasing employment creation potential/labour intensity through appropriate work methods and alternative local materials. So far, the extent of project success with respect to institutionalization of capacity within the implementing bodies appears rather murky despite its importance towards long term sustainability of project activities. Despite the good effort by the ILO team, progress towards sustainable institutional capacity has largely been undermined by the lack a dedicated team of local staff to understudy the ILO team, and also the apparent and unprecedented turnover of staff within LDPW as well as municipalities.

Future success of the project towards effective delivery to the EPWP agenda will strongly hinge on the following factors:

- (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 technical staff on a long-term 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)<sup>31</sup>;
- (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 in Limpopo, and in recent times in neighbouring provinces e.g. North West Province– which is likely to put more pressure on the ILO team and most likely result in the need for additional financial and human resources;
- (v) **Broader Buy-in:** Attainment of broader-based buy-in including through change of mind set among key implementing bodies including, contractors, consultants, mentors, corporate business organizations, and financial institutions;

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<sup>31</sup> Although some respondents felt that this might not be feasible in the short to medium term in the context of South Africa where staff turnover among implementing agencies still remains high..

## 6.0 KEY RECOMMENDATIONS

The following are the key recommendations:

**6. 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<sup>32</sup>;*
- ✚ *Fast-tracking the establishment of the provincial LITC satellite training centre in collaboration with NDPW and other relevant tertiary training institutions for cost-effectiveness and institutionalization of training in EI methods –which should include engaging key stakeholders e.g. Department of Higher Education and Training (DHET), Department of Education (DoE) and the Construction Education Training Authority (CETA)*

**7. Technical Support:** The ILO project team to broaden and strengthen effectiveness of its technical assistance support by:

- ✚ *Recruiting a local trainer to take up training coordination role in the proposed Limpopo LI satellite training centre<sup>33</sup> with support by the ILO TrA currently in the National Team;*
- ✚ *Enhancing EI technical support to the other focal sectors (Environment and Culture, Social and Non-state) under the current ILO/LDPW 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;*
- ✚ *Providing funding to cater for the payments to the recruited local trainer;*
- ✚ *Exploring the possibility of providing requisite support to neighbouring provinces (e.g. North West Province) in promoting EPWP principles and EI work methods under a cost-sharing arrangement-if deemed necessary;*
- ✚ *Ensure continued effective engagement of implementing bodies – especially municipalities to promote greater buy-in of EPWP and to enhance service delivery and LI-based employment creation in the province;*

**8. M&E:** As part of the development of the final PRODoc for phase 3, the ILO project teams (Limpopo and National) in collaboration with the respective department of public works (LDPW and NDPW) to enhance effectiveness of project monitoring and evaluation functions by:

- ✚ *Formulating an appropriate logical framework 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 LDPW’s planned outputs; identifying objectively verifiable performance indicators that*

<sup>32</sup> Towards this end, the Mission noted that negotiations between NDPW and the Standards Generating Body are well underway.

<sup>33</sup> That is satellite to the National LITC

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 National Team to provide relevant provincial data that may be needed by EDD in relation to the DySAM initiative towards assisting LDPW 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;*

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

- ✚ *Provision of support to LDPW 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 the proposed LITC provincial satellite training centre, 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 LDPW 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 LDPW 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;*

**10. Advocacy:** Promote broad-based “buy-in”, ownership and support of 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 municipalities, consultants, mentors and contractors.

## 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.	Carmen-Joy Abrahams	NDPW	Chief Director (EPWP Partnership Support)	F
	Kelebogile Sethibelo	NDPW	Chief Director (EPWP Operations)	F
	Kgomotso Zantsi	NDPW	Head EPWP M&E Unit	F
5.	Asfaw Kidanu	ILO	EIIP Backstopping Senior Specialist	M
6.	Gamelihle Sibanda	ILO	CTA/TL (EPWP - National)	M
7.	Albert Uriyo	ILO	TrA (EPWP - National)	M
8.	Augustus O. Osare	ILO	CTA (EPWP - Limpopo)	M
9.	Dingilizwe Tshabalala	ILO	TA (EPWP-Limpopo)	M
10.	Unice Mohlamonyane	ILO	FAA	F
11.	Andrew Matjeke	EDD/DYSAM Project	Senior Economist (EDD)	M
12.	Nyika Gwanga	EDD/DYSAM Project	Economist	M
13.	Portia Mathebula	EDD/DYSAM Project	Economist	M
14.	Walter Mothapo	LDPW	Acting Head of Department	M
15.	Salome Maphalla	LDPW	Acting General (EPWP-Limpopo)	F
16.	Jabu Tshabalala	LDPW	Manager- National Youth Service (Sector Coordinator)	M
17.	Meriam Shabangu	NDPW (Reg.)	Manager/Acting Coordinator (EPWP)	F
18.	Phillipine M. Kalauba	Local Municipality	Manager (EPWP)	F
19.	Timson Tshililo	District Municipality	Manager (EPWP)	M
20.	Richard M. Selemela	DOA	Senior Manager (EPWP-Natural Resources Management Directorate)	M
21.	Donald Rankwe	DORT	Manager (EPWP)	M
22.	Laka Khomtso	DORT	Manager (EPWP)	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

### Appendix 3: Logical Framework for ILO TA Support to LDPW (EPWP Phase 2)

Target Group(s): Decision makers, Project Managers of Government implementing agencies, Consultants, Contractors			
Project Title: Technical Assistance to EPWP		Project duration: 4 years	
Project Structure	Objectively Verifiable Indicators	Means of Verification	Assumptions
<b>OVERALL GOAL</b>			
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;
		Economic Barometer	The Government and Partners will implement relevant policy frameworks
<b>DEVELOPMENT OBJECTIVE</b>			
To contribute to poverty reduction by increasing the potential of public investments in infrastructure to create productive employment, improve incomes and support the productive sectors.	Level of unemployment reduced from xxx to yyy	Statistics SA	Other poverty and employment initiatives contribute as planned
			Government funding to infrastructure and poverty reduction programmes is sustained
<b>IMMEDIATE OBJECTIVES/ PROJECT OUTCOMES</b>			
(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	1.1.1: 1 Promotional Tool (DVD)	Promotional DVD dissemination Report;	The Department of public Works will assign adequate counterparts to ILO Technical Advisers
<i>Output 1.1: Awareness of stakeholders increased to accept and implement Employment-Intensive Approaches (EIA) for infrastructure development</i>	1.1.2: Generic Sensitization and Promotional Material for different target groups	Workshop Material;	The existing EPWP Provincial coordination framework will remain in place
	1.1.3: Workshops for different target groups	Workshop Report	Existing EPWP Provincial Structures will support the process
<i>Output 1.2: LDPW capacity to produce and use key Strategic, planning and operational Documents increased.</i>	1.2.1: 5 No. Strategic Documents Produced: - Project Document; Business Plan (5-year); Annual Performance plan; Sector Plans (Annual); Strategic Plan (3-year)	Minutes of Project Steering Committee (PSC) and Sector Coordination Meetings Quarterly and Annual Progress Reports	Staff turnover does not adversely affect institutional processes
	1.2.2: Annual and 5-year targets dis-aggregated by implementing body and sector; Database of projects dis-aggregated by implementing body and sector	Quarterly Reports of Performance versus target; Audited reports	Implementing bodies report accurately; Implementing Bodies cooperate in development and use of Mechanism for re-conciliation of interim and final (audited) reports
	1.2.3: Tools/Templates for presentation/communication of M&E data and information	Tools and Templates incorporated in next edition of Operational Manual	The LDPW M&E able and willing to lead process for presentation of reports to different target groups
<i>Output 1.3: EPWP Impact Assessment tool developed and tested</i> <i>Output 1.4: Previous Studies and researches on materials and approaches that catalyse improvement in delivery and outputs disseminated</i> <i>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</i>	1.3.1: Baseline Study Report	Department of Economic Development in conjunction with Stats-SA	Proposed collaboration between Department of Economic Development will materialise
	1.3.2: Investment Impact framework	Department of Economic Development	Partners collaborate in impact assessment studies and provide access to existing data Resources made available
	1.3.3: Impact Assessment Reports	Department of Economic Development, Implementing Agencies	



<i>Output 2.1: Training System for practitioners improved</i>	2.1.2: Training Courses accredited	Accreditation Report by Construction SETA	The NDPW will collaborate with construction SETA in development of a training framework
	2.1.3: Trainers accredited	Accreditation Report by Construction SETA	NDPW will collaborate with construction SETA in reviewing accreditation framework
<i>Output 2.2: Training Conducted</i>	2.2.1: No. of Training Courses Conducted	Training Reports	LDPW will provide funding for training
<i>Output 2.3: Institutional processes and tools for EI planning and management</i>	2.3.1: Systems, procedures and tools for planning and procurement of EI Infrastructure projects compliant with EPWP Guidelines	EPWP Planning and Operational Guidelines	Implementing Agencies adapt and utilize EPWP Guidelines, systems and tools
	2.3.2: 30% of all infrastructure projects by provincial government departments implemented through EIA	Annual reports of: Departments	Implementing agencies and private sector entities will identify and send relevant officials for training
	2.3.3: 40% of all infrastructure projects at municipality level implemented through EIA	Annual Reports of Municipalities	Funding available in accordance with the Division of Revenue Act (DORA)
<i>Output 2.4: Project Management Support Provided</i>	2.4.1: Project procurement tools compliant with EPWP guidelines	Review reports of project documents	Implementing Agencies will plan projects in accordance to EIA/EPWP requirements
	2.4.2: minimum of 10% of total cost will be paid as wages	EPWP Reports	Implementing Agencies willing and able to enforce compliance
	2.4.3: 6,200,000 wd / 77,000 WO of employment created, increases by 10% annually	EPWP Reports	
	2.4.4: Key Performance indicators of at least 55 % for Women, 40 % for Youth and 2 % for People with Disabilities achieved	EPWP Reports	

Activities	Activities indicators	Means of Verification	Management Arrangements
<b>Activities for Output 1.1:</b> <i>Increased Awareness of Stakeholders:</i>	xx Nos. of DVD copies produced; yyy partners receive DVD (Dissemination List)		National Department of Public Works supports initiative and takes lead; and Partners provides sites and materials
Produce and disseminate Promotional Tool (DVD).	Launch event at national level		
Produce Generic Sensitization and Promotional Material for different target groups	Material for : (i) Political Leaders and Key Policy and Decision makers; (ii) Managers	Advocacy and Training Material	LDPW will provide funding for development of materials and workshops
Organize and run Workshops	Workshops	Workshop Reports/Dissemination reports/Inventories	
<b>Activities for Output 1.2:</b> <i>Capacity of LDPW to produce and use strategic and planning documents increased</i>			
Assist in Production and/or updating Strategic Documents	- Business Plan (5-year); Annual Performance plan; Strategic Plan (3-year); Infrastructure sector Plan; Environment Sector plan	LDPW Strategic and Business Plans, Annual Performance Plan (APP), Reports	Partners from implementing agencies fully own the process
Assist in production of operational documents			
<b>Activities for Output 1.3:</b> <i>Impact evaluation system customised to Limpopo Province</i>	Data needs identified	Reports	Implementing Agencies have reliable data sources and cooperate in proving data System to provide correct data
Identify data sources and information needs	Tools and templates available and partners trained in their use		
Develop customised tools and templates	Presentations and reports for different fora.		
<b>Activities for Output 1.4:</b> <i>Previous Studies and researches on materials and approaches that catalyse improvement in delivery and outputs disseminated</i>			
Review and repackage research document for wider dissemination	Published documents available and disseminated Launch event at national level	Stakeholders review workshop report	Cooperation of the CSIR and private sector with Government

<b>Activities for Output 1.5:</b> <i>Strategies and best practices for increasing employment creation potential/labour intensity through appropriate work methods and alternative local materials developed and disseminated</i>			
Comparative analysis of EI of different work methods & dissemination of results	Technical guide on employment creation potential of work methods	Technical Guides	LDPW is able to provide funding
Comparative analysis of EI potential of different materials	Technical guide on employment creation potential of different materials		
<b>Activities for Output 2.1:</b> <i>Training System in place</i>	National Training Centre Established		NDPW is willing and able to provide funding
Support to Establishment of a National Training Centre			
Development of Training Materials	Training Materials Available		LDPW is able to provide funding
Peer Review and submission for accreditation	Peer Review Report		NDPW supports Accreditation
Development Interactive Training Tool (DVD)	Interactive Training DVD		LDPW is able to provide funding
<b>Activities for Output 2.2:</b> <i>Training Conducted</i>	40 Public Sector managers trained in planning and management of EI projects	Training reports	
Training of public sector	24 Engineering Consultants trained in planning, design and management of EI projects	Training reports	
Training of private sector	10 Trainers/Mentors trained on EIA	Training reports	
Concept Development	60 Learners supported		
Conduct post training assessment	60% of participants respond to assessment 75% of respondents achieved 60% of KAP	Assessment report	Assessment transparent and Peer reviewed

<b>Activities for Output 2.3:</b> <i>Institutional processes and tools for EI planning and management in place</i>	Procedures, Tools, templates included in next edition of operational manual	Operational Manual	LDPW is able to provide funding
Review Systems, procedures and tools for compliance with EPWP Guidelines			
<b>Activities for Output 2.4:</b> <i>Project Management Support provided</i>	40 % of infrastructure projects at municipality level implemented through EIA	Annual Reports by Municipalities; MIG Reports	LDPW provides funding; Partners collaborate
Provide Technical advice on EIA for the planning and implementation of infrastructure projects at municipality level			
Prepare Concept Documents	Concept Doc. on Analysis of Alternative Building Materials	Documents Produced	
	Strategy Doc. for Management of Maintenance	Documents Produced	
Prepare Technical Guidelines	Guidelines on LIC Road Construction and Maintenance	Documents Produced	
	Technical Guideline on Costing	Document Produced	
	Road planning and prioritization tool	Documents Produced	
	Toolkit for Mainstreaming EIA;	Documents Produced	
	Reference Guideline on Water and Sewerage Reticulation	Documents Produced	
	Site Supervisors Handbook	Documents Produced	
Carry Out Works Study on Labour Intensity	80% of Project data analysed by project type	Reports	Access to project data provided by partners

## Appendix 4: Terms of Reference

# 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 initiatives<sup>34</sup> and to provide an employment-based social protection mechanism to the marginalized communities in the short to medium term. The EPWP targets are the historically marginalized communities, the unemployed as well as disadvantaged groups such as Women, Youth, and People with Disability. The initial aim was to create at least one million job opportunities nationally coupled with life & technical skills training in the first five years of the programme ending in March 2009. This first phase of EPWP has been successfully completed achieving its target of 1,000,000 job opportunities one year ahead of schedule. A second phase spanning the period April 2009 to the end of March 2014 was launched in April 2009, with an overall national objective of up-scaling and creating 4.5 million jobs (or 2 million Full Time Equivalent) to contribute towards the Millennium Development Goals of halving unemployment by 2014. 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 Agreement<sup>35</sup> articulates the objectives and scope of the collaboration as well as the major outputs expected thereof. The original agreement was supposed to expire at the end of December 2008; however this was extended to 31 August, 2010 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 1<sup>st</sup> January 2011 to 31<sup>st</sup> 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.*

<sup>34</sup> One of the flagship projects which formed the basis of the initial design of the infrastructure Sector EPWP was the ILO supported "Gundo Lashu" project which successfully introduced the concept of employment intensive infrastructure works, demonstrated its viability in South Africa and showed its potential for addressing teething social problems such as unemployment and poverty. The Gundo Lashu labour intensive project was implemented in Limpopo where the National EPWP was launched by the State President in May 2004. Other flagship projects are "Zibambele" and Sakhasonke Contractor Development projects.

<sup>35</sup> 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:

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

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 be able to continue the programme or carry forwards its results without external support?

#### vii. Lessons learned

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

Further questions are appended (annex 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 to 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 availed 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, Workplans 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](http://www.ilo.org) (under EIIP), [www.epwp.gov.za](http://www.epwp.gov.za) and [www.limpopo.gov.za](http://www.limpopo.gov.za).

## **6. Reporting**

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

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



Date	Events
27 <sup>th</sup> June	Evaluator engaged
30 <sup>th</sup> June	Travel Day (if international)
01 <sup>st</sup> – 04 <sup>th</sup> July	Desk review of major documents
07 <sup>th</sup> – 09 <sup>th</sup> July	Evaluator commences Interview & field visits
14 <sup>th</sup> July	Evaluator submits inception report
21 <sup>st</sup> July	Evaluator submits draft report and debriefing
22 <sup>nd</sup> – 25 <sup>th</sup> July	Focal person shares report for comments
31 <sup>st</sup> July	Report finalized
04 <sup>th</sup> 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

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

- The extent to which the LDPW ,NDPW, KZN Department of Transport and Eastern Cape Department of Public Works supports and embraces the Technical Assistance provided by the ILO team;
- Extent to which EPWP is mainstreamed in LDPW ,NDPW, KZN Department of Transport and Eastern Cape Department of Public Works regular programmes
- The extent to which all implementing agencies in the Provinces receiving ILO Technical Assistance and national government are contributing to creating an enabling environment to ensure the necessary resources and capacity to implement and internalize 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

- 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);
- 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/Fezile Dabi District Municipality Memorandum of Agreement –Draft (22nd March 2010)
- ILO/NDPW/LDPW Memorandum of Agreement between ILO & GSA on Support for EPWP (Jan 2005)
- 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)
- 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
- EC Study on Employment-Intensive Methods in Infrastructure and other Non-Social Sector Programmes (November 2010)
- NDPW Cross Sectional Study of EPWP Phase Two 2009/2010 (February 2012)
- ILO Draft MOU between GSA ILO for the Implementation of EPWP (11<sup>th</sup> 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 – 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 Limpopo Team: Business Plan Phase 3 – 1<sup>st</sup> Draft 23<sup>rd</sup> July 2014
- ILO Limpopo Team: Bi-Annual Progress Report July-December 2010
- ILO Limpopo Team: Bi-Annual report1 No 17 2014
- ILO Limpopo Team: Final Minutes of 12<sup>th</sup> LDPW-ILO Meeting
- ILO Limpopo Province: Project Review (Mid –Term)of ILO Technical Support Assistance to LDPW on the Implementation of EPWP (September 2010)
- ILO Limpopo Team: Bi-Annual Progress Report Jul-Dec 2010;
- ILO Limpopo Team: Bi-Annual Progress Report Sep 2010
- ILO Limpopo Component: : Project Document - ILO Technical Assistance to the EPWP
- ILO Limpopo Component – Minutes of 8<sup>th</sup> EIIP Experts Meeting (Final)
- ILO Limpopo Component – Project Expenditure 2010
- ILO/NDPW/LDPW Limpopo Component – Memorandum of Understanding between NDPW, LDPW & ILO on the Implementation of EPWP in Limpopo Province

## ILO Emerging Good Practice Template

Project Title: Expanded Public Works Programme

Project TC/SYMBOL:SAF/04/54/SAF

Name of Evaluator: Stanley M. Karuga

Date: 5<sup>th</sup> September 2014

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	Key good practices identified include: (i) ensuring clear understanding of the country context and the actual livelihood needs of target beneficiaries (both the target communities & the Government of South Africa); (ii) reasonably adequate stakeholder consultations during project design and implementation played as significant role in project ownership and support by stakeholders. (iii) Capacity building of direct and indirect stakeholders played an important towards sustainability of project activities; (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.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	Conditions for applicability and replicability strongly hinges on (i) convergence of project purpose and interventions with socio-economic needs of target beneficiaries; and (iii) Continued political will on the part of the national government as well as local authorities.
<b>Establish a clear cause-effect relationship</b>	The above listed emerging good practices resulted in broad-based support and ownership of the project-thereby contributing significantly to the performance and achievement of the project including training of 1,475 practitioners involved in EPWP implementation in various provinces - thereby surpassing the target by approximately 307%; as well as organizing and facilitating training of 48 officials in Turin – thereby surpassing the target by an impressive 300%.
<b>Indicate measurable impact and targeted beneficiaries</b>	While the project had resulted in increased income earnings for those engaged in temporary employment (the project had short-term employment orientation), some of its elements that have potential for promoting impact and sustainability include: (i) 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 chair; and (v) Stakeholder involvement at all levels for ownership.
<b>Potential for replication and by whom</b>	The potential for replication of the EPWD approach, not only by the Government of South Africa but also Governments in other developing countries facing similar socio-economic - related challenges, the ILO-whose overall goal is to promote opportunities for decent work for women and men in all countries through the provision of technical and institutional assistance to constituents in Member States, rural communities and donors lies in: (i) the fact that there are many rural communities in South Africa and other less developing who face unemployment and poverty; and (ii) willingness of affected rural communities to participate in such (self-help) initiatives;
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	The project is strongly linked with, and significantly contributes to: (i) ILO's overall goal of promoting opportunities for decent work for women and men in all countries through the provision of technical and institutional assistance to constituents in Member States; (ii) ILO's Strategic Framework for 2010-2015 –specifically in relation to its priority outcomes on employment promotion, skills development and sustainable enterprises; and also the DWCP for South Africa - which focuses on the promotion of full and productive employment and enterprise development, as well as social protection for all.
<b>Other documents or relevant comments</b>	<ul style="list-style-type: none"> <li>✚ 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;</li> <li>✚ 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.</li> <li>✚ 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;</li> </ul>

## ILO Lesson Learned Template

Project Title: Expanded Public Works Project  
Name of Evaluator: Stanley M. Karuga

Project TC/SYMBOL: SAF/04/M54/SAF  
Date: 13<sup>th</sup> March 2015

The following lessons learned have been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	<p>Based on literature review, field interviews and observations by the Evaluation Mission, a number of lessons seem to emerge:</p> <ol style="list-style-type: none"> <li>1. 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;</li> <li>2. 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;</li> <li>3. 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;</li> <li>4. 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;</li> <li>5. 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.</li> </ol>
<b>Context and any related preconditions</b>	<p>The context and preconditions underpinning these lessons related to socio-economic conditions of the target beneficiaries-the majority of whom are poor; technical aptitude with respect to project design and implementation - especially by ensuring relevance of interventions and sustained involvement of stakeholders); and the apparent political will of the Government of South Africa which is committed to improving the livelihood of her people.</p>
<b>Targeted users / Beneficiaries</b>	<p>The primary and main potential targeted users/beneficiaries who may be affected by the lessons learned, and who may wish to replicate the project approach in future include: (i) the Government of South Africa, and in particular the National Department of Public Works Department; and (ii) the ILO and national social constituents as the promoters of employment generation and the decent work agenda;</p>

<b>Challenges /negative lessons - Causal factors</b>	<p>The two main challenges facing the project in building sustainable in-house technical capacity for implementation of the LI methods in generating employment and creating sustainable livelihood due to the high turnover of staff; and lack of compliance with EPWP principles of LI methods- especially on the part of contractors, mentors and consultants – due to greater preference for machinery based construction compared to LI methods. Some of the negative lessons include the following: (a) 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) 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; and (iii) 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.</p>
<b>Success / Positive Issues - Causal factors</b>	<p>The ILO national project support component has performed fairly well especially with respect to the result areas on skills and capacity – due to the high demand (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). The other interventions with significant success include management and technical support which has been reasonably adequate; policy development and promotion; and research</p>
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	<p>The design of the project was reasonably logical and coherent especially from the point of view of adequacy and relevance of foundational information base upon which the project was conceptualized and designed; extent of stakeholder consultations; efficacy of the analytical and development approach adopted; adequacy of intervention-mix and causality of planned outputs and anticipated outcomes and impact - with programme and overall linkage with the broader development objective; gender mainstreaming and equity strategy.</p> <p>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 &amp; Culture, Social and Non-state sectors).</p> <p>Sustainability of project activities and enhanced “sustainable livelihood” is likely to be seriously undermined by four main factors: (a) 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; (b) 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); (c) 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 (d) 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;</p>