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ABBREVIATIONS AND ACRONYMS

BDS	Business Development Services
CTA	Chief Technical Advisor
CSI	Corporate Social Investment
DFIs	Development Finance Institutions
DWP	Department of Public Works
dtic	Department of Trade, Industry and Competition
EDD	Economic Development Department
GoF	Government of Flanders
IDC	Industrial Development Corporation
IGAC	Inter-Governmental Advisory Committee
ILO	International Labour Organisation
M&E	Monitoring and Evaluation
MOU	Memorandum of Understanding
NPC	National Project Coordinator
NYDA	National Youth Development Agency
PAGE	Global Partnership for Action on the Green Economy
PSC	Project Steering Committee
SALGA	The South African Local Government Association
SDGs	Sustainable Development Goals
SEDA	Small Enterprise Development Agency
SEF	Social Enterprise Fund
SEFA	Small Enterprise Finance Agency
SEPU	Social and Solidarity Economy Policy Unit
SSE	Social and Solidarity Economy
TFSSE	Task Force on Social and Solidarity Economy
UK	United Kingdom
UN	United Nations

EXECUTIVE SUMMARY

A Project Background

This report presents the findings of the Independent Final Evaluation for the Social and Solidarity Economy Policy Project implemented by the Department of Trade Industry and Competition (dtic) and the International Labour Organization (ILO) with support from the Government of Flanders, from June 2017 – March 2021.

A1 Project's purpose: The immediate objective is to formulate a social economy policy framework for South Africa that enables the development of a social economy that contributes to decent job creation, social inclusion and environmental sustainability.

A2 Project Logic: The project was premised on the assumption that the social economy sector has reached a stage of development that requires a clear, consistent and coherent national policy to direct the efforts of stakeholders to optimise its growth and development.

A3 Objectives: The immediate objective of the project was to formulate a social economy policy framework for South Africa that enables the development of a social economy that contributes to decent job creation, social inclusion and environmental sustainability. The Social and Solidarity Economy Policy project was therefore implemented to provide a clear, consistent and coherent framework to guide the investment, initiatives and actions of a wide range of stakeholders to develop the social economy.

B Evaluation background

B1 This final evaluation is aimed at providing an independent assessment evaluating the relevance and strategic fit, validity of the project design, effectiveness, efficiency, Sustainability of project outcomes, Impact orientation and Gender equality and non-discrimination of the project to inform accountability, learning and planning and building knowledge.

B2 The evaluation scope is from June 2017 – March 2021 in the Republic of South Africa with focus on all the planned outputs and outcomes and cross-cutting themes of Gender and non-discrimination, Social Dialogue, International Labour Standards, HIV/AIDS, Climate Change, Good Governance, Sustainable Development and Children's Rights.

B3 The targeted clients of the final evaluation were: The Department of Trade, Industry and Competition, Other government agencies engaged with the project (Department of Environmental Affairs, National Treasury, Public Works etc.), International Labour Organization, the donor- the Government of Flanders, Strategic partners including the Industrial Development Corporation and ILO constituencies.

B4 The objectives of this evaluation include the following

1. Analyse the implementation strategies of the project concerning their potential effectiveness in achieving the project outcomes; including unexpected results and identifying factors affected project implementation (positively and negatively);

2. Review the institutional set-up, capacity for project implementation, coordination mechanisms and the use and usefulness of management tools including the project monitoring tools and work plans;
3. Review the strategies for sustainability of the project – what is the likelihood of the work continuing, once the project is completed in March 2021;
4. Identify the contributions of the project to the NDP and NGP, the SDGs, the ILO objectives and its synergy with other projects and programs;
5. Identify lessons and potential good practices for the different key stakeholders; and
6. Provide strategic recommendations for the different key stakeholders to improve the implementation of the project results and similar the projects in future.

C Evaluation methodology

C1 The evaluation applied a majorly qualitative approach with some quantitative data generated from secondary sources. Tools employed were the virtual interviews and desk review guides. Triangulation was undertaken to increase the validity and rigour of the evaluation findings. Twenty-three virtual interviews were conducted and 27 stakeholders participated in the report validation process.

C2 The methodological approaches were phased in nature and these included sequentially (a) Kick-off meeting, inception and preliminary document review, (b) Virtual data collection, (c) in-depth document review and virtual consultations, (d) virtual validation workshop, (e) data analysis, and (f) reporting.

Limitations of the final evaluation

The evaluation was conducted using virtual means with a limited opportunity to undertake in-depth probing due to the COVID 19 situation. This was overcome by sharing in advance the interview guide with Key Informants before scheduled interview date.

D Evaluation Findings

D1 Project Relevance:

Project Design: The Social and Solidarity Economy Policy project was well conceived to address high levels of inequality, poverty and unemployment in South Africa. The design was participatory and inclusive of the partners ILO, Government of South Africa and Government of Flanders. It is aligned to New Growth Path 2030 of South Africa, The Decent Work Country Programme (DWCP), and contribution SDGs 1, 2,3, 4, 5, 8 and 11; Africa Agenda 2063 and Abidjan declaration 2019. The weaknesses in the design include failure to address government bureaucratic red tape, inadequate time for inception of the project; and delayed staff recruitment.

Project implementation and management: the project management overall policy organ was the Project Steering Committee with representatives of the Government of Flanders; ILO; Industrial Development Corporation, National Treasury and dtic. According to documents reviewed during this final independent evaluation, the steering committee successful provided critical policy guidance that ensured the project implementation and management processes went on smoothly.

Project is aligned with the needs of beneficiaries namely end-users of the policy who are the leaders in provinces and townships thus bringing them on board. It was reported that in one of the provinces meetings were held with one of the economic clusters like Agriculture who work with different Small and Micro Enterprises (SMEs).

Strengths and weakness of Concept and Design:

Strengths:

The SSE project concept addressed the pressing needs of the South African Economy because it focused on matters aimed at creating more employment opportunities and enhance and promote employment opportunities ideals and inclusion.

Borrowing lessons from the countries such as Tunisia and Morocco, where similar social economy interventions were taking place, provided a leverage to enhance the concept and design to suit the South African experience.

The design was heavily consultative between the ILO, Flanders and Government of South Africa and adequate time was dedicated to the design of project from 2015. The thorough consultative approaches explain why the Social and Solidarity Economy Policy project was valid and got approval by the Director General Level on first go.

Weaknesses:

First, the design did not provide adequate time for inception activities that made the project lag for almost a year before it started its activities..

Second, the design did not cater for ways and means of addressing the bureaucratic red tape that were occasioned by Institutional approvals to give the project a go-ahead after its design, slow financial resources releases to government departments implementing the project. Overall, the institutional complexity of setting up a new project unit delayed the project start up for a year.

D2 Project effectiveness

Output level achievements: The assessment of the level of achievement of the project outputs reveals that at the time of evaluation, 78% of the outputs were achieved, while 22% were in advanced stage and on track of being achieved. It should also be noted that most of the project outputs were process in nature. Despite the disruption by Covid-19, innovative ways were deployed to ensure that the various outputs are achieved.

Outcome level achievements: The key indicators were: A draft policy discussion document is developed and published/gazetted for comments and a draft refined policy discussion document is developed for parliamentary committees' amendment.

Impact level: A number of steps have been undertaken to ensure the implementation of the policy once in place is practical and can create impact. The consultative approach employed in the development of the Social and Solidarity Economic policy is a reference point for policy formulation in South Africa.

Facilitators of performance: The design was relevant, highly consultative and adaptive to respond to the emerging situations like COVID-19.

D3 Project efficiency

The Funds were fully utilized by ILO except the dtic which absorbed only 69.7%. This flaw on part of dtic is attributed to conditions of financial releases that required an entity to have expended 100% of first instalment and clause 2(e) of agreement. The challenge could be attributed to slow financial releases by the treasury to government entities. Notable delayed start of project had a ripple effect on funds of absorption of first instalment.

As far as Human resources, expertise and project timelines were concerned, there was excellent management of staff resignations and recruitment of interns' enhanced efficiency in delivery of the outputs. EDD/dtic is reputed to have properly managed human resources through secondment of personnel to replace resigned staff.

D4 Project management, partnerships and coordination mechanisms

Project management arrangements:

The final independent evaluation found that the Project implementation oversight was provided by a Project Steering Committee (PSC), which consisted of representatives from the Government of Flanders; ILO; Industrial Development Corporation, National Treasury and dtic. Worth noting is that the PSC provided critical oversight, monitoring and guidance during project implementation of the Social and Solidarity Economy Policy Project.

The final independent evaluation learnt that Social and Solidarity Economy Policy project management played a crucial role in ensuring the project partnership was well coordinated during project implementation. The project implementing partners were the ILO and dtic that led and supported the project implementation at ministerial level and provinces. The final evaluation learnt from documents reviewed and interviews with key stakeholders that there were evident reciprocal working relationships between management and implementing partners exhibited through adjustments in the modalities in the project implementation. For example, the procurements of services were adjusted and cash fund created to pay services providers of refreshments and meals for during consultative meetings in provinces in times when there were delays to processing the money.

Partnerships arrangements: The document reviewed and stakeholder interviews conducted demonstrate that the Social and Solidarity Economy Policy was initiated and implemented through partnerships arrangements. The key partners involved are the ILO / dtic/ Flanders and IDC. An Intergovernmental Advisory Committee was established, which brought together different government departments such as Rural Development, and Science and Technology. National Treasury was invited to be part of the Project Steering Committee. An Expert Reference Panel was also established which for the first time brought together citizens for their input, and later stakeholders for their expertise in the final phases of drafting the GP. An academic partnership with the University of Pretoria's African Network of Social Entrepreneurship Scholars resulted in specific definitional input and gave the project access to a wide range of regional and international academics focused on the social and solidarity economy. These partnerships resulted in a "constant process of feedback and review" which this final evaluation noted to have enhanced the delivery of the results.

Coordination mechanism: This final evaluation establishes that there were well coordinated mechanisms established between the donor, project team and government-PSC, IGAC, Inter-ministerial Task force etc.

D5 Orientation to Impact and sustainability

Ownership: The key finding is that the ownership of the SSE policy is high because of Inclusion of provinces and their involvement in the policy development process.

Programmatic sustainability: it is linked with the New Growth Path (2011), The National Strategy for Sustainable Development (2011) and the Sustainable development Goals.

Financial sustainability: The placement of the project to IDC as its home was key to financial sustainability given its already guaranteed funding from government in the short and long-term. For example, the proposed social employment fund is an opportunity to connect the SSE policy to implementation (awaited approval during this final evaluation) would serve as an important avenue of sustainability for the policy together with its inclusion in the dtic, APP and approval by cabinet.

E Cross cutting issues

E1 Gender equality and Non-discrimination: based on evidence from documents reviewed and interviews that there was a gender responsive based budgeting and gender audits, as prescribed in the ILO guidance materials

E2 Application of Results Based Management (RBM) and efficacy of M&E systems: M&E system was participatory in nature and the project management had a very a consultative approach with M&E forms completed at the end of each consultation session. This assisted the monitoring of the project activities and outputs.

E3 Environmental sustainability: The Green paper cites actions on how better environmental sustainability that goes together with the social dimension of the social economy

E4 Social Dialogue: the roll out of a provincial consultation strategy that were conducted from August – November 2019. NEDLAC was also instrumental in the social dialogue processes. Consultations ahead of the writing of the Green Paper and in 2020 consultations that focused on specialist inputs contributed to social dialogue. The e-mail addresses segreenpaper@ also enabled feedback to be provided at any time. The web platform at the time of writing was not live.

E5 Climate Change: The linkages of the policy to strategic initiatives in South Africa such as the Industrial Policy Action Plan (2014) targets support for green industries, including a focus on solar water heaters, solar and wind energy and organic farming.

E6 Good Governance

The project has promoted good governance by bringing on including marginalised groups (women, youth and disabled persons) and putting in a place an enabling policy environment to enable social organisations thrive.

E7 HIV/AIDS and Children's Rights

The Social Economy is cross-cutting and although the SSE policy project did not directly address issues of children rights and HIV/AIDS. However, it provided an enabling policy environment for such organisations to enhance their support to such vulnerable groups.

The evidence from document review and interviews conducted with stakeholders shows that quite a number of recommendations were implemented to address the short-comings noted during mid-term evaluation.

F Conclusions Lessons learnt, good practices and recommendations

F1 Conclusions:

The final project evaluation concludes that the project design and execution were undertaken in tandem with prescribed mechanisms namely the results framework, theory of change, management structures and M&E frameworks. The institutional mechanisms instituted and management practices adopted were vital in keeping the outputs on track and achievable within the set timelines.

This approach, therefore, lays a firm foundation for the implementation of the policy once passed and sustainability of the intended objectives.

Given the level of investment human, technical and financial in the development of the policy document, it is therefore within the interest of both the implementing partners and funders to embark on the next phase of passing the policy and kick-starting its implementation.

Relevance is evident in the way it was set to address the key pressing challenges of poverty and unemployment in South Africa such as linkages with the national development agenda (New Growth plan 2030 and presidential initiative) and international development agenda such UNDAF, ILO, SDGs, Africa Agenda 2063 and the Abidjan Declaration 2019.

Effectiveness was high and by the time of the evaluation, the project had achieved 78% of the outputs with the reminder well on track to be achieved.

Efficiency

The cost extension led to increase in funding which reflects that the project utilised more funds than initially budgeted for dtic is reputed to have properly managed human resources through secondment of personnel to replace resigned staff. In addition recruitment of interns' enhanced efficiency in delivery of the outputs.

Orientation to impact and sustainability-The project has changed the policy landscape formulation in South Africa and brought on board various stakeholders in the social and solidarity economy.

Cross-cutting issues of HIV/AIDS, Climate Change Good Governance, Children's Rights, Gender equality and non-discrimination, Application of Results Based Management (RBM) and efficacy of M&E systems, Human Rights Based Approach, Environmental sustainability, Social Dialogue, International Labour Standard (ILS) are to a great extent well addressed in the project.

F2 Lessons learnt

Lesson 1: It was absolutely necessary to get started from an informed point of view. Thus, research was commissioned to gather a wide perspective of views, and partnership with Academia was key resource for critical opinions that shaped the processes.

Lesson 2: Bringing on board citizens, specialists and experts from various sectors of the social economy contributing a wealth of ideas to the development of the Social and Solidarity Economy Policy.

Lesson 3: Clarity of data in terms of numbers and qualitative backup (as presented in illustrations and case stories) was important in gathering and sharing critical ideas on social economy. The crucial tools for gathering the data were RSVP for events, Surveys at consultations and M&E forms.

Lesson 4: Continuous consultative engagements with stakeholders, partners and beneficiaries' consultations proved as an opportunity for people to work together and share views.

Lesson 5: Government, ILO and donor streamlined and flexible working relations were crucial to project efficiency and effectiveness because it generated trust and legitimacy of the policy and was cost effective in terms of easy of sharing out responsibilities, tasks and direction among the key stakeholders.

F3 Good practices

Good practice 1. Making use of social media and collaborative tools to organize workshops brings many interesting elements. Beyond reducing the UN footprint, it also allows more immediate data-driven conversation.

Good practice 2. Having a team led by national Government with technical assistance from a UN agency is a very promising mechanism.

F4 Recommendations

a) Recommendations for future projects

1. Inception phase of a project should be given adequate attention to allow ample time to put in place a good quality team and hire the right people to manage the project

Responsible	Priority	Time Implication	Resource implication
ILO, Government, Steering Committee	High	Short-term	Low

2. Government should streamline bureaucracy so as to ease budgetary releases from treasury to ministries and departments as a way of ensuring financial resources meant for project activities are released on time to enable projects meet deadlines upon which they should deliver on its results.

Responsible	Priority	Time Implication	Resource implication
Government, Steering Committee	High	Mid-term	Low

3. The Government should establish and fund fully fledged research undertakings under dtic to coordinate and conduct more research on social and solidarity economy: There is need for more government initiated and driven research with key sector players and academia to build on body of knowledge so that policy implementation is informed by evidence-based information and statistics etc.

Responsible	Priority	Time Implication	Resource implication
Government, Steering Committee	High	Mid-term and long-term	Medium

4. There should be a focused attention and support to women, PWDs and the marginalised, youth and unemployed youth business initiatives and job opportunities to enable them benefit in social economy: The women and other marginalised groups should be given special attention by focusing and supporting the social economy enterprises in which they are heavily involved. Special attention could take into account the contexts such as urban, rural divides, educate and non-educated.

Responsible	Priority	Time Implication	Resource implication
ILO, Government, Steering Committee	High	Short-term	Low

b) Recommendations of sustainability of project outcomes

5. The government working hand in hand with Parliament should expedite legal reforms aimed at supporting the policy implementation. It is evident from the interviews and documents reviewed that quite a lot of investment in terms of human, technical and financial investments have been made so far. It is now clear that a white paper is in place and therefore government should work hand in hand with parliament to come up with laws that will support its implementation to ensure it gets a soft landing and easy roll out.

Responsible	Priority	Time Implication	Resource implication
Government, ILO and Steering Committee	High	Short-term	High

6. There should be multi-media communication strategy continuously rolled out to enhance wide publicity of the Social and Solidarity policy: The communication strategy should focus on making sure that sensitization and awareness creation about the policy reaches all in a

timely fashion and user accessible formats. For example, beyond translation of policy in local languages there should also be popular versions accessible and easily understood by all.

Responsible	Priority	Time Implication	Resource implication
Government, Steering Committee	High	Mid-term	High

7. There is need to for the government and ILO to widely publicise and share research findings about the social and solidarity economy to enhance a wide understanding of what it is as well as what achievements have been realised in the promotion of the sector.

Responsible	Priority	Time Implication	Resource implication
ILO, Government, Steering Committee	High	Short -term	High

1.0. INTRODUCTION

This report presents the findings of the Independent Final Evaluation for the Social and Solidarity Economy Policy Project implemented between June 2017 – March 2021 by the Department of Trade, Industry and Competition (dtic) and the International Labour Organisation (ILO) with support from the Government of Flanders.

1.1. Project background

The Government of South Africa is committed to growing the potential of the Social and Solidarity Economy in South Africa, with commitments in both the New Growth Path and the National Development Plan. For example, the New Growth Path (NGP) adopted in late 2010 by the South African Government identifies Social and Solidarity Economy development as a pillar of the national development strategy framework. The involvement of IDC projects and Government of Flanders and other partners was very crucial to delivery of the project. The Decent Work Country Programme (DWCP) drawn up by employers' organisations, workers' organisations and the Government of South Africa in consultation with International Labour Organization (ILO) and governed by the National Economic Development and Labour Administration Council (NEDLAC) identifies the development of the social economy as a strategic means leading towards the creation of jobs in sustainable enterprises. The Department of Trade, Industry and Competition (dtic) together with the ILO is working to deliver a policy that will enable the ecosystem for the social economy, allowing it to thrive. This social and solidarity policy development project builds on several years of foundational work to strengthen and stimulate the social economy in South Africa. Among the foundational work done include the previous development cooperation initiatives with the South African government at the national and provincial levels such as:

1. Social entrepreneurship targeting youth in South Africa (2009-2011)
2. The Free State SME Development Initiative (2010-2014)
3. Public Procurement in the Social Economy (2012-2013)
4. Public and Private Procurement in the Social Economy (2014-2017)
5. Sustainable Enterprise Development Facility for Job Creation (2014-2017)
6. Job creation through SME development - a knowledge-sharing project (2015-2017)

The project also builds on substantial global priorities related to the creation of decent jobs, sustainable development (particularly SDGs 1,2,3,4,5,8,1 and 11) and the empowerment of women and young people.

1.1.1. Social and Solidarity Economy Policy

The Economic Development Department (EDD) was formed after the 2009 elections, to strengthen government capacity to implement the electoral mandate in particular relating to the transformation of the economy. The EDD was merged with the Department of Trade, Industry and Competition (dtic) in April 2020, following national elections in 2019. Minister Patel remained the Minister in charge and the goals of the policy project unchanged. Towards achieving these objectives, the ILO has supported the EDD/dtic team to develop a policy that seeks to enable the ecosystem for the Social and Solidarity Economy, allowing it to thrive. The project started on 1st April 2017 and ends 31 March 2021. The ILO and the dtic undertook

capacity building actions that helped the Social and Solidarity Economy Policy project team, made of officials from both organisations to deliver on project results.

Key milestones of the policy project include:

- Launch of the Draft Green Paper, by Minister Patel and ILO DG Guy Ryder, in February 2019;
- Expert and public consultations of the Green Paper in 2019;
- Revision of the Green Paper based on input from consultations (December 2019);
- Further consultations, including extended provincial consultations in 2020; and
- Various works, including an online training programme, a web platform and a database of social economy practitioners had been achieved by the time of the evaluation.

The key results areas reported were:

- Enhanced institutional mechanisms to drive and guide the Social Economy work;
- Policy choices informed by knowledge, research and available evidence; and
- Strategic support on the implementation of practical interventions that creates impact.
-

1.1.2. The problem being addressed

Unemployment is one of the largest challenges South Africa continues to face. The country has very high levels of unemployment at 20-30%¹. Youth unemployment was even higher close to 50%². The unemployment challenge has its roots in large-scale demographic and labor participation changes in the democratic era. For example, the labour force participation rate has increased from 45% of the working age population in 1996 to 59% in 2016, adding an additional 5.2 million people to the labour force, almost the same amount as the total number of unemployed.

Though job-creation has at times been substantial (there are 77% more jobs now than in 1996), it has not kept pace with these large increases in the labor force. Economic growth has often been lower than required, and the economy has not shifted fundamentally towards a more inclusively labour-absorbing one. The country's national development plan, economic development framework and industrial policies seek to re-orient the economy to raise labour demand through a focus on re-industrialization and economic diversification. These priorities are central to the National Development Plan 2030, New Growth Path and Industrial Policy Action Plan. They focus on raising the growth rate, supporting and promoting labour-intensive industries with competitive potential, investing in economic and social infrastructure, and strengthening social services such as health and education in order to foster a more productive workforce.

Entrepreneurial development (both traditional for-profit enterprises and social enterprises) can and should play an important role in meeting the social and economic goals of South Africa. However, social exclusion and inequality of access to services are some of the factors that currently impact adversely on the level of entrepreneurial activity of individuals and communities. While access to government services has improved significantly since 1994, many people are still unable to access basic services, particularly those living in remote rural

¹Key Informant Interview with Senior Specialist in Enterprise Development and SME development -Job Creation in the Decent Work department -Pretoria South Africa

² Key Informant Interview with Senior Specialist in Enterprise Development and SME development -Job Creation in the Decent Work department -Pretoria South Africa

areas. Social enterprises and Social Economy Organizations have demonstrated their contribution to expansion of services in local communities in South Africa. By responding to unmet needs and unaddressed challenges, social enterprises create jobs, deliver social services and facilitate social inclusion. In recent years there has been a growth of social economy organizations in South Africa, bringing the social economy at the forefront of the policy agenda.³

It is upon this background that the Social and Solidarity Economy Policy project was implemented to provide a clear, consistent and coherent framework to guide the investment, initiatives and actions of a wide range of stakeholders to develop the social economy. A Social and Solidarity Economy Policy will be able to make a significant contribution to establishing an enabling environment in which social economy is defined, recognized, incentivized and measured; the administrative burden reduced; and coordination of support is enhanced and resources made available. A Social and Solidarity Economy Policy should address the key challenges faced by enterprises in the social economy, including access to finance, enterprise development support services, product development and market access.

1.1.3. Project Theory of Change/ Intervention logic

This theory of change/Intervention logic was live to project implementation modalities which in many ways contributed to the realization of results. Indeed observations made by this final evaluation indicate the social and solidarity economy had reached a stage of development given a number of interventions by ILO prior to project implementation. The level of stakeholder participation in the consultative processes was vital for informing the key policy outputs such as green paper and white paper. Such developments were guided by identification of what constitutes Social Solidarity Economy Organizations and their contribution to mobilization of resources, opportunities for job creation potential were crucial to understanding what the social economy can contribute.

The open, broad and all-inclusive consultation processes were revealing as to what type of entities, appropriate institutional arrangements to drive the social economy put in place. The institutional arrangements enabled identification of entities and prepared the ground to undertake research that was informative. The formulations of draft policy through a consultative process, supported by appropriate research and a community of practice have enabled access to appropriate financial and human resources such as widening access to resources by social economy organizations and capacity built within government agencies to continue with delivery of project results. In addition, the building of Networks of practitioners, bringing knowledge and expertise together to inform the drafting processes of green and white papers was a key turning point to project success.

Notable was the involvement of community representatives right at the inception stages of this process, which was done in a very open and transparent manner, through advertisements in the local newspapers for ordinary community members to become Expert Reference Panel (ERP) members).

In short, the theory of change (TOC) fore saw the appropriate mix of human, financial and institutional resources that enable a broad and inclusive consultation process, informed and

³ For a comprehensive analysis of the Social Economy see Moss, M.S "South Africa's Embrace of the Social Economy", Master Thesis, University of Witwatersrand, 2012

enriched with research and other evidence, and ably supported by a community of practice to produce a clear, consistent and coherent Social and Solidarity Economy draft white paper Policy, which resonated with the methodology applied in this project. Finally, the goal of the policy is also to give legitimacy to the Social and Solidarity Economy (SSE) with the policy.

1.2. The final evaluation

The independent final evaluation was part of the deliverables from the project. It was aimed at providing an independent assessment with regard to its relevance and strategic fit, validity of the project design, effectiveness, efficiency, sustainability of project outcomes, impact orientation and gender equality and non-discrimination. Furthermore, the evaluation of the project was to inform accountability, learning and planning, and building knowledge.

a) Evaluation objectives

The objectives of this evaluation included the following

1. Analysing the implementation strategies of the project concerning their potential effectiveness in achieving the project outcomes; including unexpected results and identifying factors affected project implementation (positively and negatively);
2. Reviewing of the institutional set-up, capacity for project implementation, coordination mechanisms and the use and usefulness of management tools including the project monitoring tools and work plans;
3. Reviewing of the strategies for sustainability of the project – what is the likelihood of the work continuing, once the project is completed in March 2021;
4. Identifying the contributions of the project to the NDP and NGP, the SDGs, the ILO objectives and its synergy with other projects and programs;
5. Identifying lessons and potential good practices for the different key stakeholders; and
6. Providing strategic recommendations for the different key stakeholders to improve the implementation of the project results and similar the projects in future.

b) Evaluation Scope

This end of project final evaluation covered its operational area the South Africa and duration period from June 2017 – March 2022 (dtic) and July 2021 (ILO). In terms of the content, the final evaluation sought to assess achievements realized by the project in relation to all the planned outputs and outcomes with particular attention to synergies between the components and contribution to national policies and programs. Further, this final evaluation looked at the integration of ILO and donor cross-cutting themes such as Gender and non-discrimination, social dialogue, International Labor Standards, HIV/AIDS, Climate Change, Good Governance, Sustainable Development and Children's Rights.

c) Evaluation criteria

The evaluation was carried out in the context of the criteria and approaches for international development assistance as established by OECD/DAC Evaluation Quality Standard. The evaluation adhered to the Code of Conduct for Evaluation on the UN System are established and further look at integrated ILO and donor cross-cutting themes such as Gender and non-discrimination, social dialogue, International Labour Standards, HIV/AIDS, Climate Change, Good Governance, Sustainable Development and Children's Rights. The evaluation specifically addressed the following ILO evaluation criteria;

- Relevance and strategic fit of the project;

- The validity of the project design;
- Project effectiveness;
- The efficiency of resource use; and management arrangements;
- Sustainability of project outcomes;
- Impact orientation; and
- Gender equality and non-discrimination

D) Evaluation questions

i) Relevance and strategic fit

- Was the project coherent with the Governments objectives, National Development Frameworks, the DWCP, the UNSDCF, and beneficiaries' needs, and does it support the outcomes outlined in ILO's CPOs as well as the SDGs?
- How did the project complement and fit with other on-going ILO programmes and projects in the countries?
- What links have been established so far with other activities of the UN or other cooperating partners operating in the Country in the areas of employment, market development and women's empowerment?
- Was the project able to leverage the ILO contributions, through its comparative advantages (including tripartism, international labour standards, ILO Decent Work Team etc.)?

ii) The validity of the project design

- Assess if the design took into account, in a realistic way, the institutional arrangements, partnerships, roles, capacity and commitment of stakeholders;
- To what extent were the relevant external factors and assumptions identified at the time of design? Were the underlying assumptions on which the project has been based proven to be true?
- Were the time frames for project implementation and the sequencing of project activities logical and realistic?
- Was the strategy for the sustainability of project results defined clearly at the design stage of the project?
- Were the objectives of the project clear, realistic and were they achieved within the established schedule and with the allocated resources (including human resources)?
- Did the outputs identified in the proposal contribute to the achievement of the overall objective of the project?
- Has the project structure, and the funding split between EDD and ILO, been a good approach to achieve the project results?

iii) Effectiveness

- To what extent has the project achieved its results at outcome and output levels, with particular attention to the project objectives?
- What, if any, unintended results of the project have been identified or perceived?
- What have been the main contributing and challenging factors towards project's success in attaining its targets including internal and external factors to the project? How has project management dealt with them?

- Was the coordination and partnership with main stakeholders effective? Were the project partners able to fulfil the roles expected in the project strategy? Were there any capacity challenges?
- Examine how the project interacted and possibly influenced national-level policies and debates on the social economy and other relevant themes.
- To what extent is the COVID-19 Pandemic influenced project results and effectiveness and how the project has addressed this influence and adapted?
- Does the (adapted) intervention models used in the project suggest an intervention model for similar crisis response?

iv) Efficiency use of resources and management arrangements

- Were the available technical and financial resources adequate to fulfil the project plans? Was there a need to reallocate resources or adjust activities or results to achieve its outcomes?
- Were the resources (human resources, time, expertise, funds etc.) allocated strategically to provide the necessary support and to achieve the broader project objectives?
- Was the project M&E strategy contributing to project management, learning and accountability?

v) Orientation to impact and Sustainability

- Is it likely that the project outcomes will generate a long-term positive change?
- Has the ownership at national level been promoted and achieved?
- Has the phase-out strategy for the implemented? Was it sufficiently articulated towards this goal?
- What was the likely contribution of the project initiatives, including innovative approaches and methodologies piloted, to broader development changes in the area of intervention, including those laid out in the ILO Decent Work Agenda, Decent Work Country Programmes and National Development Programmes?
- Is it likely that the project outcomes will contribute to enabling the social economy in South Africa?
- How has the sustainability approach of the project been affected by the Covid19 situation in context of the national responses and how project addressed it with the stakeholders moving forward on the project results?

vi) Gender equality and non-discrimination

- How has the intervention addressed men and women specific strategic needs? What are possible long-term effects of the project on gender equality?
- Where other vulnerable groups have been considered, how?

1.3. Evaluation Methodology

The evaluation approaches

The conceptual framework used during this evaluation was the ILO Policy Guidelines for Results-Based Evaluation: principles, rationale, planning and management hence implemented using the regular ILO policies and procedures. In addition to the above, the evaluation applied the rules and standards of the United Nations Evaluation Group (UNEG) as well as the OECD-DAC evaluation criteria. During the evaluation, the consultant strictly adhered to the principles of independence, impartiality by not having pre-conceived judgements during interviews, credibility by ensuring attribution to sources of data, conflicts of interest avoided by not taking sides in value judgments, and accountability ensured that all data generated is well documented and filed.

The methodological approaches were phased in nature and these included sequentially (a) Kick-off meeting, inception and preliminary document review, (b) Virtual data collection using in-depth interviews (c) in-depth document review and virtual consultations by seeking clarifications on details of some pieces of data for evidence (d) virtual validation workshop, (e) data analysis, and (f) reporting

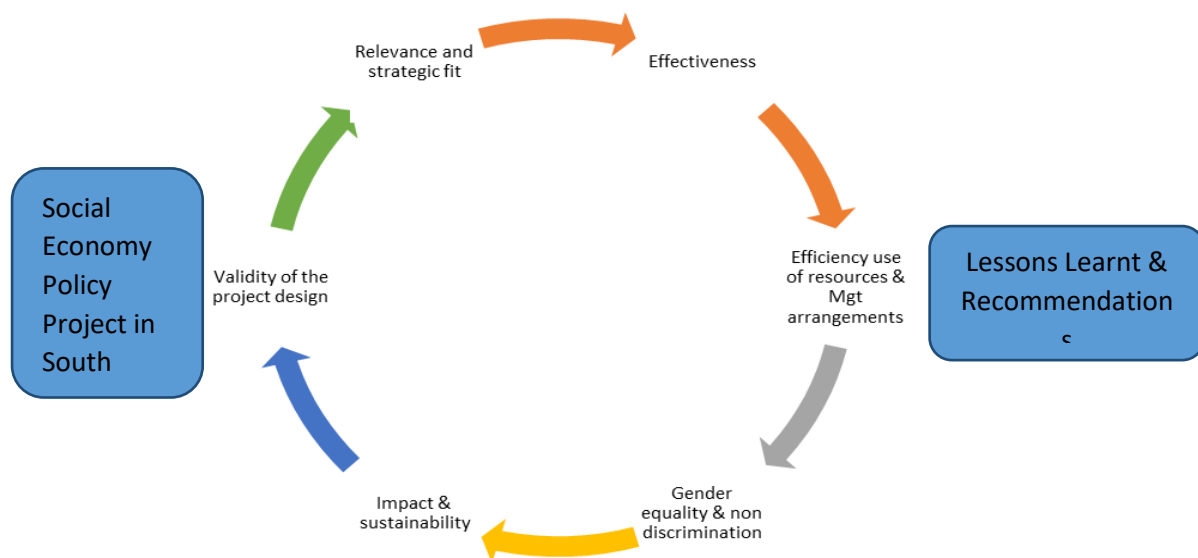
A total of 23 virtual interviews were conducted in addition to inception meeting and virtual validation workshop. Five women and 17 men were interviewed. The criterion which was used for selection of respondents was purposive. For that matter it is persons involved with the project formulation and implementation that were selected for interviewing during the evaluation. These persons were the project staff, experts in social and solidarity economy, government officials and practitioners and Academia. Some of the respondents were from the provinces, considering their level of involvement in the design and implementation of the Social and Solidarity economy provincial consultations.

The purposive selection criteria were to ensure that the final evaluation is informed by respondents well informed about the project formulation and implementations as well generate variety of views to enhance the triangulation to ensure the validity of information with concrete evidence to support the evaluation analysis and reporting. The evaluation used qualitative approaches such as interviews and desk review to generate the required data. The evaluation applied majorly qualitative approach with some quantitative data generated from secondary sources, such as budgets and survey-data with for example, likert scale feedback.

The use of mixed methods that include desk review, virtual in-depth interviews and self-administered semi-structured tool enabled the consultant to generate quantitative and qualitative data. From each set of data, emerging issues were triangulated with qualitative data offering explanations and insights behind certain figures while quantitative data expressed the magnitude and trends particularly when it came to analysis of efficiency on project expenditure. Triangulation of data from desk review and key informant interviews was undertaken to increase the validity and rigour of the evaluation findings. In addition, participatory approaches were undertaken with key stakeholders of the project as much as feasible, at all levels during the design, data collection and reporting stages.

Due to the Covid-19 pandemic and its impact on the world of work, the evaluation was conducted in accordance with the ILO internal guide: Implications of COVID-19 on evaluations in the ILO: An internal Guide on adapting to the situation (version March 25, 2020). The evaluation was conducted home-based using virtual means. Overall, twenty-three (23) interviewees were engaged during data collection processes while 27 stakeholders participated in the virtual report validation workshop. This final evaluation used qualitative methods to generate the required data that informed analysis of the evaluation findings. These main sources of data were primary and secondary sources. Quantitative data especially regarding the budget was also utilised. Due to the Covid-19 pandemic and its impact on the world of work, the evaluation was conducted in accordance with the ILO internal guide in compliance with Corvid 19 guidelines and the consultant was home-based and used virtual means.

Figure 1: Conceptual Framework for understanding the evaluation and its linkages to the project theory of change



The analysis of the Social and Solidarity Economy Policy project in South Africa focused on three key result areas of the project which include; i) Enhanced institutional mechanisms to drive and guide the Social Economy work; ii) Policy choices informed by knowledge, research and available evidence; and iii) Strategic support on the implementation of practical interventions that creates impact. Beyond establishing the degree of achievement, key specific focus was put on analyzing the relevance, effectiveness, validity, efficiency, gender dynamics, impact and sustainability of the project upon which lessons learnt and recommendations were made.

The consultant operationalized these concepts as follows:

- **Validity**-whether project design was suitable to address the problem within the operational environment and assumptions;
- **Relevance**-Consistency with the target needs, policies, context;
- **Effectiveness**-attainment of objectives--Logical linkage between inputs, outputs and outcomes;
- **Efficiency**-qualitative and quantitative utilisation of resources;
- **Impact and sustainability**-wider effects of the project (social, economic, technical, environmental) and how these will continue beyond the project;

- ***Gender equality and none discrimination***-project approach to gender dynamics (women/men), PWD and other categories of vulnerable persons.

1.4. Limitations of the evaluation

This evaluation was conducted using virtual means due to the COVID 19 situation, and thus there was a limited opportunity by the consultant to discuss face-to-face. This limitation was minimised by sending a question guide to the respondent well in advance to respondents to better prepare for responses to virtual interviews. In addition, after the interviews, respondents were encouraged and indeed some shared additional soft copy documented information which they thought could be of help to the consultant in terms of providing critical information about the roles in project implementation and knowledge about social economy. At the analysis stage, the consultant triangulated the sources of data collected to confirm evidence and make inferences that informed the final evaluation findings.

2.0. EVALUATION FINDINGS

2.1. Project relevance

a) Project Concept and Design

First of all, the conceptualisation of the project **was given adequate time in terms of planning and bringing on board key partners**. According to a key informant, the exercise to develop the concept began way back in 2015-2016. During this time, ILO engaged in an iterative process of engaging with the Department of Economic Development (EDD) and high-level officials and the responsive with Minister and then an agreement was reached to design a project⁴. The involvement of the Minister in development of the project concept was key for its buy-in at government level because there was already political good will in place. The chief technical officer of ILO CTA played a crucial in quality control and preliminary engagements with government departments and private sector⁵.

It has been observed that the Social and Solidarity Economy (SSE) project was well conceived to address major issues of concern in the Republic of South Africa, which includes high levels of inequality, poverty and unemployment in the country. The targeted beneficiaries were youth and women towards their access to opportunities for livelihood improvements through the social economy. It was reported that there was high prevalence of poverty and social economic was the key to poverty reduction⁶. The Social Economy according to observations made by this final evaluation is wide all-embracing a number of actors cross cutting the social economic spheres and highly contributing to employment opportunity and services. For instance, there has been proliferation CSOs (such as social enterprises, cooperatives, mutual societies, voluntary and community organizations which are involved in economic activities and direct their surpluses in pursuit of social, environmental and community goals at the course of their existence), corporate institutions and academia involved in the social economy. The project comes in handy to support the black empowerment programme interventions which target economic and social access. An overall observation of this final evaluation is that it feeds into the government priorities of job creation, black people empowerment and so Social and Solidarity Economy Policy was handy at enhancing job creation⁷.

The Social and Solidarity Economy had high potential to contribute to the New Growth Path and the National Development Plan in South Africa. In fact, the social economy development was regarded as a pillar of the national development strategy framework. The Social and Solidarity Economy Policy Project was co- created by the Government and the ILO purposely to contribute to the preceding national development programmes and comments and reflections from Minister Patel (EDD at the time, now dtic) were taken on board to enhance the project's contribution to already existing development initiatives. Thus, project partners were the ILO, and NEDLAC which identified the development of the Social and Solidarity Economy as a strategic means leading towards the creation of jobs in sustainable enterprises. Thus, according to evidence from documents and interviews, the evaluation noted that policy

⁴ Key Informant interview with ILO Specialist

⁵ Key Informant Interview with ILO Specialist

⁶ Key Informant Interview with ILO Specialist

⁷ Interview with Consultant on Social Economy

development project built on several years of foundational work to strengthen and stimulate the social and solidarity economy in South Africa.

The project also builds on substantial global priorities related to the creation of decent jobs, contribution to sustainable development (SDGs 1, 2, 3, 4, 5, 8 and 11) and the empowerment of women and young people.

This final evaluation noted that the project design was meticulous with focus on critical issues such as widespread participatory inclusive approaches of all stakeholders in the social economy. Evidence adduced by this evaluation in the document review confirms this.

According to project persons interviewed and documents reviewed, this evaluation noted that the consultative processes targeted all including the community member's right at inception stages. It was reported thus:

“there was involvement of community representatives right at the inception stages of this process, and this was done in a very open and transparent manner, through advertisements in the local newspapers for ordinary community members to become Expert Reference Panel (ERP) members, so that the voices of the local people could be heard right from the beginning, and the responses came from young people, the elderly, the educated and non-educated, this was quite exciting going through the interview process, whereby the interviews had to be conducted in the vernacular in some instances⁸”.

The evaluation evidence generated through interviews shows that the ideas generated during those nationwide consultations were critical at informing valuable policy outputs such the Green paper and research outputs for the Social and Solidarity Economy Policy development processes. However, one key informant noted that at lower levels, in the design it was not clear on the mandatory use of local languages in the consultations yet many owners of the social enterprises did not understand English which constrained their full participation⁹.

During the design, this final evaluation has noted that the institutional arrangements put in place to coordinate and manage the project were well suited to successfully drive the Social and Solidarity Economy Policy process agenda. For example, the housing of the project under EDD and establishment of the Inter-Governmental Advisory Committee (IGAC) in 2019 and creation of the Office of the deputy minister were in essence indented to create infrastructural framework through which the project is properly coordinated and all stakeholders mobilised to share their views in the consultative process. In addition, the ILO recruited a South African CTA with expertise in the Social and Solidarity Economy space and deep knowledge of history, context and the critical importance of stakeholder management in a contested society. This appointment of local CTA with international expertise was further reinforced by the appointment of government counterpart who was equally invaluable. He proved to be a problem solver and solution seeker given that he had deep knowledge of internal and external government process. Thus a combination of such qualities possessed by CTA and government counterpart synergised the smooth roll out of the project. Both being a good match, they were able to jointly address problems technically and procedurally. It has

⁸ Ibid

⁹ Key Informant Interview with Economic Development Unit

been observed by this evaluation from the evidence from interviews and document review that all the people in the key positions were able to relate to and appreciate each other and their various levels of expertise, and everyone liked each other and could have fun together. The synergy and sense of camaraderie of the key personnel in the driving seat of the project are reputed to have aided the successful project implementation.

This final evaluation therefore, can attest to the fact that the implementation approach as per the design was well anchored in the government structures and frameworks. It was also much more involving with the provincial government structures. The placement of the project in the Economic Development Department / dtic and later in the office of the deputy minister; the inclusion of the IDC and National Treasury in the Project Steering Committee, involvement of directorates such as of Agriculture, Department of Public Works in the IGA, point to the government's commitment to the project initiative. Key actors in the social economy were also brought on board which aided the generation of the requisite ideas and expertise necessary for the successively implementation of the project.

However, one of the respondents reported that the project design could have been done in such way that it could have gone through the Chamber of Commerce which aims at promoting exploitation of trade opportunities, particularly the inclusion of SMEs.

As to whether the project design met the SMART criteria, this final evaluation noted from the documents reviewed and interviews conducted that indeed the project was specific on the timeframe of three years and had measurable outputs and processes to achieve them clearly laid out. Therefore, outputs were attainable as per results registered by the project. The design was also realistic in the sense that all outputs were attainable but a no cost extension had to be put in place to cater for that. However, not all outcome indicators were realised. The delay to have the project started on time was attributed to delayed approval by the Minister. All these were caused by failure to provide adequate time for inception activities such as recruiting of staff and putting in place management structure¹⁰. The two (no cost and cost) extensions of the project were meant to address the remaining aspects such as approval of the draft white paper into a policy document. The cost extension run for 9 month cost extension from 7 June 2020 to 31 March 2021 and no cost extension from March 2021 to July 2021.

Project alignment with national development frameworks

This final evaluation noted that the Social and Solidarity Economy Policy project is aligned to the existing National Development Plan (NDP) as well as to the New Growth Path and the Broad-Based Black Economic Empowerment (BBBE)

The Social Economy is also named in the State of the Nation Address (SONA) 2019 of President Ramaphosa who stated that:

“Government will also ensure that young people are employed in social economy jobs such as early childhood development and health care.”¹¹

This alludes to the focus of its alignment to the national development agenda.

¹⁰ Key Informant Interview with ILO Specialist

¹¹ Mid Term Evaluation of the Social Economy Policy Project- April to July 2019

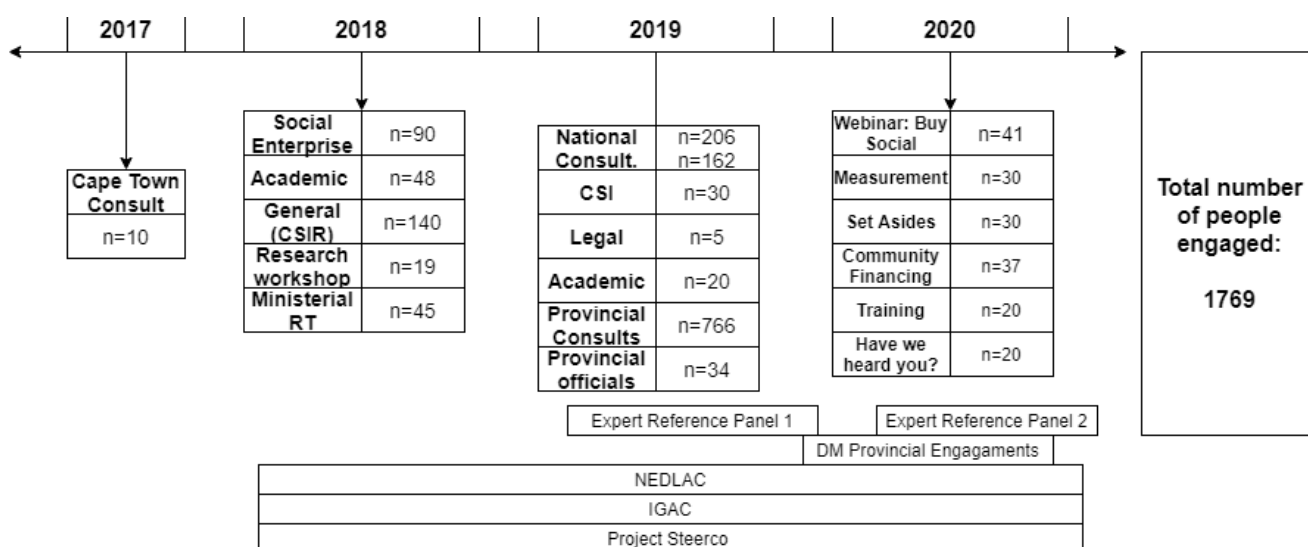
From the Interviews and documents reviewed, the evaluation has noted that there is ample evidence on the critical role of Social Economy plays/can play in delivering on the National Development Plan. This critical role was already cited by the mid-term evaluation of the project as of utmost importance in terms of the value the social economy contributes to national development agenda¹².

Project alignment with the needs of targeted stakeholders in the social and solidarity economy

The evidence generated through interviews and documents reviewed by this final evaluation established that the needs of the beneficiaries were in form of decent jobs, inclusion and poverty reduction as well recognition and promotion of the social enterprises that promote their wellbeing. Thus, for the project to address beneficiary needs, one of the key activities was to bring on board the targeted beneficiaries through their inclusion in the consultative processes during project implementation.

In addition, the consultative approaches were national in nature and inclusive of the provincial administration and communities which rendered the project more inclusive of the views of a wide spectrum of institutions and structures and beneficiaries for effective implementation of the policy. It was established that up to 1,769 stakeholders were engaged in the consultative process as indicated in Table 1.

Table 1: Number of Stakeholders consulted



Source: ILO Project Office, 2021

One respondent had this to say:

Ownership of the policy is with stakeholders not with the policy team... policy processes were intertwined into the project design and delivery¹³.

Project alignment with global development agenda (UNDAF, ILO & SDGs)

¹² Ibid

¹³ Inception meeting with Cliff Nuwakora on 19th February, 2021

This final evaluation assessed the extent to which the Social and Solidarity Economy Policy project was aligned to UNDAF, ILO policies, and SDGs. The evidence adduced from interviews and documents reviewed show that the project contributed to both the UN Strategic Co-operation Framework (UNSCF) and the Decent Work Country Program (DWCP)¹⁴ that aims to promote social justice and advancing social integration.

At the Continental level, the project intervention on Social and Solidarity Economy was aligned to the Africa Agenda 2063, in particular Goal 1 that states "A high standard of living, quality of life and well-being for all citizens."¹⁵ The project was also aligned to Abidjan Declaration, 2019 that focuses on realising the potential for a future of work with social justice, recognising the role of the social and solidarity economy to generate decent work, productive employment and improved living standards for all¹⁶.

According to the documents reviewed, it was also established that the project was aligned to the global development agenda particularly to SDG 8 to which aims to "Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all." It also contributes to SDGs 1, 2, 3, 4, 5, 10 and 11¹⁷.

In short, the project is considered to have been well aligned to international development agenda which informs and supports the needs of the Social and Solidarity economy in South Africa.

The final evaluation noted that the strengths of the project concept and design is derived from its focus to addressing the pressing needs of the South African Economy. The focus of the project on creating more employment opportunities and using the social economy sector to steer the policy forward is but a plus for project Concept. The realisation that the social and solidarity economy has the power to enhance and promote employment opportunities ideals and inclusion, because it's widespread and close to the ground, serves to highlight how strong the project concept was.

Strengths and weaknesses of the project design

Strengths

First, the design was heavily consultative between the ILO, Flanders and Government of South Africa and adequate time was dedicated to the design of project from 2015. This was enhanced through understanding of the project between the partners, and generated political will from government of South Africa¹⁸. The thorough consultative approaches explain why the Social and Solidarity Economy Policy project was valid and got approval by the Director General Level on first go.

Secondly, the final evaluation also learnt that borrowing lessons from the countries such as Tunisia and Morocco, where similar social economy interventions were taking place, provided a leverage to enhance the concept and design to suit the South African experience¹⁹.

¹⁴ Mid Term Evaluation of the Social and Solidarity Economy Policy Project- April to July 2019

¹⁵ Ibid

¹⁶ Project document cost extension phase II Social Economy Policy Project South Africa(version 15.05.20)Final2

¹⁷ Ibid

¹⁸ Key Informant Interview with ILO Specialist

¹⁹ Key Informant Interview with ILO Specialist

Weaknesses

First, the design did not provide adequate time for inception activities that made the project lag for almost a year before it started its activities²⁰.

Second, the design did not cater for ways and means of addressing the bureaucratic red tape that were occasioned by Institutional approvals to give the project a go-ahead after its design, slow financial resources releases to government departments implementing the project. Overall, the institutional complexity of setting up a new project unit delayed the project start up for a year²¹.

2.2. Project effectiveness

Project enhancement strategies

The key noted enhancement strategy by this final evaluation was the inclusive consultative processes that involved the key stakeholders and beneficiaries. The key stakeholders and beneficiaries contributed their views and feedback process not only enhanced the understanding of the Social and Solidarity Economy and its operations but also contributed to the buy-in of enterprises and community beneficiaries which contributed to enhancement of the relevance of the Social and Solidarity Economy Policy project. In short, the policy was said to be focused on enhancing solidarity, empowerment, transformation and inclusion. Such kind of approach by the project as noted was intended to make the project relevant and focused on matters pertaining to the enhancement of the social economy.

Further still, all the project activities by the time of evaluation were strategically aimed at contributing to the development of a solid Social and Solidarity Economy Policy by applying a mix of strategic interventions here below:

1. Development and adherence to the theory of change enabled the application of interventions that made the project realise anticipated results.
2. Involvement of key stakeholders, namely the practitioners and academia, which enhanced better understanding of the social and solidarity economy and enhancing the project processes such as creation of the community of practice.
3. Creation of the platforms for policy dialogues which brought together a variety of key stakeholder's public and private institutions, academia and the general public at both, upstream and downstream levels, created a two-way communication channel that contributed to synergies for better results delivery.
4. The project partnership with Academia and use of the social media provided critical synergies that further enhanced project implementation because they generated avenues for networking and wider reach to targeted beneficiaries.
5. Creation of Partnerships e.g., IGAC, Social Enterprise Networks and Expert Reference Panel (ERP) engagements provided much needed avenues to strengthen the reach and will of stakeholders to be part and parcel of the project implementation processes

²⁰ Key Informant Interview with ILO Specialist

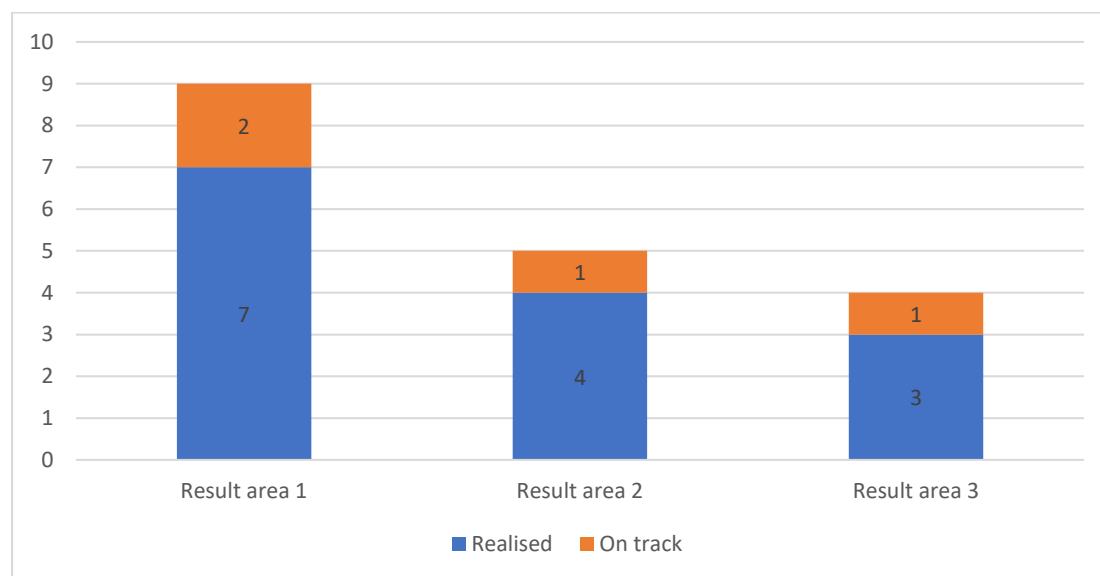
²¹ Key Informant Interview with ILO Specialist

6. Buying ideas from similar interventions such benchmarking best practices from other African and European Countries, as well as using a building block approach by embedding and hosting the project within government structures and systems helped the project have a smooth implementation process despite Corvid -19 pandemic interruptions.

a) Output level achievements

The assessment of the level of achievement of the project outputs reveals that at the time of conducting the project evaluation 14 of the outputs had been achieved while 4 were reported as being on track as indicated in figure 2 below:

Figure 2: Level of achievement of Outputs



Result Area 1. Institutional mechanism to drive and guide the social economy work
 Result Area 2. Policy choices informed by knowledge, research and available evidence
 Result Area 3. Strategic support on the implementation practical interventions that create impact
 Source: Evaluation data from project reports

It should also be noted that most of the project outputs were process in nature to facilitate the development of the Social and Solidarity Economy Policy. It is also worth noting that despite the disruption by Covid-19, the project team to the largest extent possible ensured that the various outputs are achieved as shown in the table 4 below:

Table 2: Achievements of the project at the time of this final evaluation

Result Area 1: Institutional mechanisms to drive and guide the social economy work

Output	Status	Comments
1.1 Institutional arrangements established to govern and manage the policy formulation process	<ul style="list-style-type: none"> • Achieved 	<ul style="list-style-type: none"> • PSC established • IGAC Established • Project Management team in place • Dtic merged with EDD-dtic to manage the project • IDC established as home of the project

Output	Status	Comments
		<ul style="list-style-type: none"> Deputy Minister Gina put in place to be reporting to government on the project Inter-Ministerial Task Team on responses by the social economy to Covid-19 Community of Practice put in place Expert Reference panel put in place ILO and dtic brought on board to link the project with the UN Sustainable Development Country Framework
1.2 Stakeholder and training needs analysis undertaken	• Achieved	<ul style="list-style-type: none"> Gaps in the eco-system identified, with Skills Development as # 3, with business skills and planning as the most common request ITC ILO commissioned by ILO to localise training programme Specialist webinar to further identify training needs scheduled
1.3 Communication and consultation with stakeholders	• Achieved	<ul style="list-style-type: none"> Translation of green paper into local languages- Xhosa,Zulu, Afrikaans, Sesotho and Setswana Illustration of Green Paper Presentations to the Decent Work Committee
1.4 Stakeholder briefings and Provincial engagements	• Achieved	
1.5 Targeted capacity development of National and Provincial officials	• Achieved	<ul style="list-style-type: none"> ITC ILO commissioned to produce online training programme. Target is stakeholders and officials. Programmes to be online by July 2021
1.6 Social Economy Discussion Document	• Achieved	<ul style="list-style-type: none"> Completed
1.7 Social Economy Green Paper	• Achieved	<ul style="list-style-type: none"> Illustration of Green Paper commissioned through the ILO, in process. Specialist consultation sessions on recommendations
1.8 Social Economy White paper	• Acheived	<ul style="list-style-type: none"> Draft white paper done Draft white paper awaiting parliament debate to be transformed into Social and Solidarity Policy document
1.9 National Consultations	• On track and ongoing	<ul style="list-style-type: none"> National consultation currently postponed due to COVID-19

Result area 2 – Policy choices informed by knowledge, research and available evidence

Output	Progress	Comment
2.1 Analysis of the scope, nature and key areas of growth of the Social Economy in South Africa	<ul style="list-style-type: none"> Phase 1 (Research commissions) completed Phase 2: On track 	Researches conducted: <ul style="list-style-type: none"> Background research that informed the writing of the Green Paper. Data collection during consultation process Ongoing data collection through all consultations Research partnerships with Brand SA for example, and ANSES network at UP. The Brand SA survey included a question section on the social economy.
2.2 Sectoral analysis of a key sector with potential for creation of decent jobs in the Social Economy	Achieved	<ul style="list-style-type: none"> Specialist research (e.g.: Jobs numbers)

Output	Progress	Comment
2.3 Research on International trends and practices on Social and Solidarity Economy Policy implementation	Achieved	<ul style="list-style-type: none"> • Research document completed in 2018 • Contribution to British Council's research report: Social Enterprise and Job Creation in Sub Saharan Africa. • Foreword by ILO Regional Director, participation in launch event panel
2.4 New knowledge and evidence generated based on research and existing Social Economy initiatives	Achieved	<ul style="list-style-type: none"> • As in 2.1, Brand SA national omnibus survey • Introduction to Harambee social enterprise model • Contribution to discussions on the proposed social employment fund initiative • Contribution to UN SME Task Team set up to respond to COVID-19 (ILO/UNIDO/UNDP/UNWomen).
2.5 Research findings and available evidence discussed by academia and practitioners	Achieved	<ul style="list-style-type: none"> • Project continues to contribute to the international conversation: <ul style="list-style-type: none"> • Online participation: UN Task Force on Social and Solidarity Economy (10th July), Social Enterprise World Forum – Policy pre-session (26 August), Social Enterprise World Forum (24 September), Mont-Blanc Seminars (10 September), British Council Sub-Saharan Africa report launch (09 September 2020), ILO COOP 100 (Various), • Ongoing contribution to reports including the Social and Creative Enterprises Report (South Africa) and Social Enterprise and Job Creation in Sub-saharan Africa Report. • Co-lecture of social enterprise and CSR programme to the Faculty of Business Administration, Rajamangala University of Technology Phra Nakhon, Thailand • Specialized webinar on the Buy Social Trademark, including Proudly South Africa, and Social Enterprise Mark, UK.

Result Area 3: Strategic support for the implementation of practical interventions that create impact

Output	Status	Comments
3.1 Social Economy initiatives across South Africa identified and monitored	Achieved	<ul style="list-style-type: none"> • The Social Economy database is currently at 1,200+ entries. This is being used to include social economy organisations in the COVID-19 response
3.2 Community of Practice (CoP) for Social Economy and support organizations established and identified to provide input to the policy drafting process	Achieved	<ul style="list-style-type: none"> • Web Platform commissioned in July 2019 funded by the IDC. • The IDC has commissioned Social Enterprise Academy to deliver a programme to develop Communities of Practice.

Output	Status	Comments
3.3- 3.6 (merger of these outputs) Practical support identified / provided to social economy entities. (Merging of outputs: <ul style="list-style-type: none"> • 3.3: Viable projects and initiatives are scaled up • 3.4: Models for replication of projects • 3.5: Unblocking • 3.6: Barriers and blockages addressed 	Achieved within project constraints	<ul style="list-style-type: none"> • Social media blogs • Social economy database used as COVID-19 response • Specialized webinar series focusing on implementation of recommendations • Input into Public Procurement Bill (public comment)
3.7 International knowledge sharing of lessons learned and best practices in supporting the Social Economy	Achieved	<ul style="list-style-type: none"> • Presented at Global Coop 100 in Tunisia and Niger • A script on the lessons learnt from the field facilitation process produced and translated in Turkish as way to disseminating information on Social Economy in Turkey

Source: Evaluation data from project reports

The overall assessment of the project achievement at output level is that the project implementation was positive.

All outputs were to greater extent achieved, with few in process to be completed. The following is a summary of the key milestones at the time of evaluation.

Institutional Milestones

The Social and Solidarity Economy Policy Green Paper has met some important institutional milestones since December 2020, which are currently on-going.

ESIED DG's Cluster Meeting

The Economic Sectors, Investment, Employment and Infrastructure Development (ESIED) meeting was held on the 3rd December 2020, and the Social and Solidarity Economy Policy was presented and approved. This allows the Policy document to be submitted to the Ministerial ESIED Cluster for consideration, approval and onward submission to Cabinet.

SEIAS Approval

On 22 December 2020, the Social and Solidarity Economy Policy Project's Social Economic and Impact Assessment (SEIAS) was granted provisional approval by the Presidency. This milestone opened the door for the policy to be submitted to Minister Patel's office.

Submission to Minister Patel's office

A submission of the Policy was made to Minister Patel's office in December 2020.

Roadmap to Cabinet

In January 2021, a document titled "Roadmap with Timeframes for Processing of White Paper on the Social and Solidarity Economy" was issued. This included timelines for submission of the Cabinet Memo, the ESIED Cabinet Meeting etc.

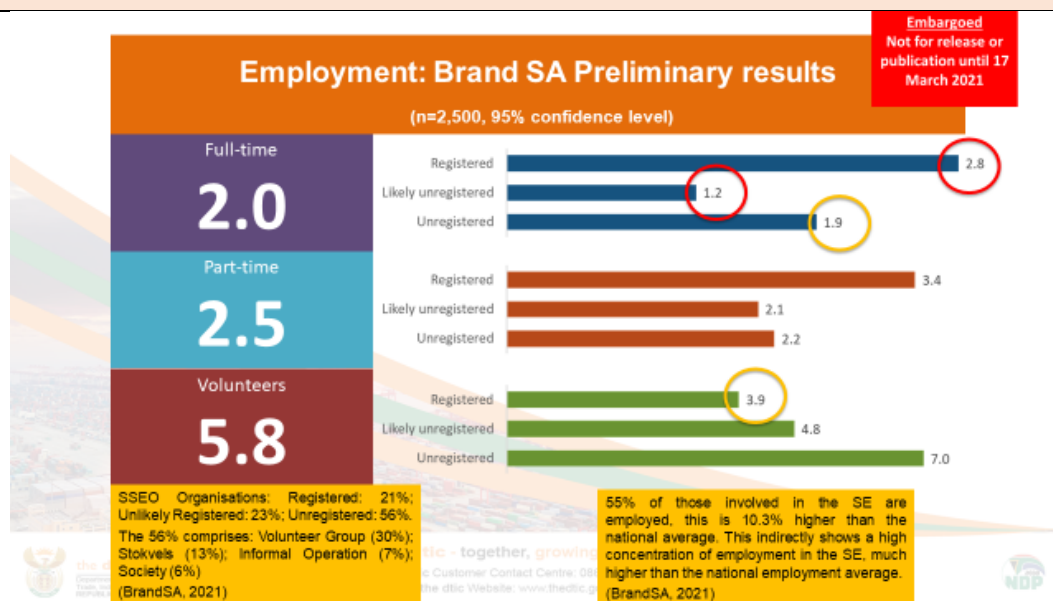
Technical MINMEC

The Technical Ministers and Members of the Executive Council (MINMEC), is sitting on the 5th March 2021 and the policy will be presented to the group.

Project Activity Milestones:
Participation in Social Employment Fund design

The Social Employment Fund is a proposed employment fund valued at R8.3billion. The goal is to contract non-state actors to create and deliver part-time work that serves a common-good purpose. The IDC is the recommended “home” of the Fund, which aligns with recommendations made in the Policy document Brand SA Survey.

The Brand SA Survey is a national household survey (n=2,501). Data was collected in December 2020. The survey included a section on the Social and Solidarity Economy, and provides quantitative data, that reflects the potential of the SSE, in a Covid-19 context. Preliminary results (embargoed to 17 March) demonstrate the high concentration of employment in the SSE together with altruism as motivator for SSE action.



Development of South Africa specific training programme for social enterprises

The ITC ILO continues its work in developing a localised training programme for social and solidarity economy practitioners. The focus is on starting your own social enterprise, and developing a business model.

Commission of Final Independent Evaluation

In January 2021, the ILO commissioned the Final Independent Evaluation.

Commissioning of Reports

The ILO is in the process of commissioning reports to support the close-out of the project, including a write up of the projects research results and the Policy documents alignment with the SDGs and the National Development Plan.

Source: ILO Project Office

b) Outcome level achievements

The intermediate objective of the project was “to formulate an enabling Social and Solidarity Economy Policy framework for South Africa”. The key indicators were: *A draft policy discussion document is developed and published/gazetted for comments* and *A draft refined policy discussion document is developed for parliamentary committees’ amendment*. The evaluation established that this objective has been achieved. A green paper was developed

in 2019, while in January 2021 a document titled “Roadmap with Timeframes for Processing

Table 3: An Illustration of the Social and Solidarity Economy Policy



of White Paper on the Social and Solidarity Economy” was issued. This included timelines for submission of the Cabinet Memo, the ESIED Cabinet Meeting.

Source: ILO; 2021

Linkages between outputs and outcomes

Result area 1-Institutional mechanisms to drive and guide the social economy work

Institutional arrangements were reviewed and streamlined to deliver on the policy and also provide institutional framework for the implementation of the policy itself. For example, the creation of dtic is a case in point. This was further reinforced with skills acquired by the staff, which enabled the development of the policy to sail through.

Result area 2 – Policy choices informed by knowledge, research and available evidence

More than 20 research endeavors have been undertaken whose resultant outcome has been a better understanding of what a social enterprise is the potential of social enterprise organizations to provide jobs, and existing capacity known. For example, the number of jobs provided by Social and Solidarity Economy as of 2019 was estimated between 786,000 to 1’040,000 jobs, accounting for share of economic production between 4.3% and 4.8% from between 231,798-255,767 jobs²². Furthermore, the key research endeavor namely 1st Phase: Background research that informed the writing of the Green Paper; 2nd Phase: Data collection during consultation process; 3rd Phase: Ongoing data collection through all consultations; 4th Phase: Specialist research (e.g.: Jobs numbers); and 5th Phase: Research partnerships with Brand SA for example, and ANSES network at UP have enabled the project contribute to

²² The Green Paper 2019

the international conversation about Social and Solidarity Economy through various international fora. Such a development opens up opportunities for social and solidarity policy support when it comes to roll out phase. The presentation at international fora have been one-off sharing events not a deliberate consistent way to have research findings about the social and solidarity widely disseminated and known to further enhance the cause²³. Although the evaluation noted that a lot of research was done, a key informant reported that there has been no deliberate effort to widely disseminate the research knowledge on the ILO and Government websites or in any other platforms for wide publicity and ownership²⁴. This inaction on the part of ILO and government constrains learning through knowledge sharing about the social and solidarity economy as key development strategy.

Result area 3: Strategic support for the implementation of practical interventions that create impact

Under this result area, the notable outcome is that the consultations database has enabled the measurement of the social and solidarity economy and their needs, which has prompted institutional arrangements for appropriate support to the social and solidarity economy sector. For example, the creation of the Community of Practice and Expert Reference Panel were born out of out of initiatives of the data base created during the SSE policy implementation.

Facilitators and inhibitors of performance

The major facilitator of project performance was the Project Design. The project was designed as a joint initiative of ILO and the government. This approach fostered government ownership of the project and processes as demonstrated through both in kind and financial contributions as well as embedding the project within the government structures and systems (EDD/dtic). This design ensures sustainability and ownership. As discussed in section 2.1 above, the design was relevant, highly consultative and agile, to respond to the emerging situations like COVID-19. This endeared the project to various stakeholders and policy makers particularly the Deputy Minister Gina in the preparation and pushing of the Green Paper. Other facilitating factors included the following:

- ✓ Well selected strategic interventions as already indicated such as ERP, Evidence based Research, ILO-TA, wide upstream and downstream inclusive consultations.
- ✓ Building on previous social economy related work in the provinces on youth training as well as public procurement and social economy.
- ✓ Good logical flow of the program design with clear M&E framework and focused outcome-output linkages as well as well selected strategic interventions.
- ✓ Strong and effective partnership, e.g. ILO, Academia, Government of Flanders, Private sector, social enterprises, etc.
- ✓ Strong Project Management Team led by a dedicated Chief Technical Advisor with a mix of both, academic and technical knowledge of the social economy ecosystem. Similarly, the appointed government counterpart was a problem solver and solution

²³ Key Informant Interview with Facilitator SSE consultations

²⁴ Key Informant Interview with Facilitator SSE consultations

seeker with deep knowledge of internal and external government process. Thus, all the people in the key positions were able to relate to and appreciate each other and their various levels of expertise.

- ✓ Adaptive project management. e.g. with COVID-19 pandemic the use of virtual engagements.
- ✓ The political will garnered from the strategic involvement of the highest level of government, e.g., Minister Patel, was right part of the process.

The major inhibitor to project performance was the onset of COVID-19. This affected the scheduling and caused readjustment in the mode of project implementation. Particularly, the restrictions on mass gatherings meant that a number of consultative meetings had to be rescheduled or postponed. Other inhibitors included:

- ✓ Weak government multi-sectoral coordination mechanism which creates red-tape;
- ✓ Delayed approval of the project and its funding mobilization resulted into a year delay to the project commencement;
- ✓ Government’s bureaucratic red-tape that constrained budgetary subventions from the Treasury to the project implementing departments leading to delayed activity implementation.
- ✓ Some Interventions are in silos and piece meal as opposed to program interventions such as law reforms and programme alignments to the project.

2.3. Project efficiency

Financial Resources

The Government of Flanders granted funds for the development of the Social Economy Policy in South Africa. The implementing agencies are Department of Trade Industry and Competition (EDD/dtic) and the International Labour Organization (ILO). According to the project document, Euros 411,665 (R 5,960,909) was allocated to dtic, Euro 912,702 (USD 970,959) to ILO, while an in-kind contribution worth Euro 336,354 (R 4,870,411) was expected from dtic. In addition to these resources, in July 2020 a Cost Extension titled: Development of a Social Economy Policy: Phase 2 (SEP-SAF-2) amounting to € 239,529 was allocated to ILO which increased the funds available to ILO to €1,152,231 (USD 1,276,985) and total project budget to €1,563,896 (USD 1,663,718). The details are summarised in the Table below.

Table 4: Summary of GOF allocations to EDD/dtic & ILO and EDD/dtic in-kind contributions

	Resources From Flanders	In-kind Contribution
DDE/dtic	€411,665	€336,354
ILO	€912,702	
ILO Cost Extension	€239,529	
Total	€1,563,896	€336,354

Source: Consultant reconstruction based on project and cost extension documents (see Project Document for the development of a socio policy in South Africa, February 2017 and ILO Cost Development of a Social Economy Policy: Phase 2 (SEP-SAF-2) July 2020

Fund Disbursement and Utilization

The consultant has endeavored to reconstruct the budget basing on the recorded disbursements and expenditures as detailed in the Financial Reports provided to the consultant. The details are indicated in table 6.

Table 5: Aailed funds and utilization by ILO and dtic

Year	ILO		dtic	
	Funds Received from Flanders	Actuals	Funds Received from Flanders	Actuals
Year 1	€ 300,095	€ 35,898	-	0
Year 2	€ 314,113	€ 314,155	€ 179,363.26	€ 37,151.87
Year 3		€ 310,140		€ 130,439.23
Year 4	€ 308,099	€ 317,398	€ 144,923.02	€ 58,390.95
Year 5	€ 229,924	€ 192,488		
Total	€ 1,152,231²⁵	€ 1,170,079	€ 324,286.28	€ 225,982.05
Utilization Rate (July 2021)				
% of Aailed funds	102		69.7	

Source: Consultant reconstruction of the budget based on the aailed budget documents (see financial reports)

From the table above, the consultant makes the following observations:

Utilization of aailed funds

The overall analysis indicates that ILO fully utilised the aailed funds. The 2% overdraw can be attributed to the interest gains on the deposited funds across the project period. However, there was noticeable low utilisation on part of dtic which only absorbed 69.7% of the funds. Whereas the grant agreement indicates funds amounting to €411 665 to dtic, the two recorded disbursements from Flanders in 2017 (€183 000) and July 2020 (€118 000) amount to only €301 000. This is due to the condition in the agreement requiring at least 75% utilisation of the aailed funds before the release of the next tranche. This is noted as a concern in several financial reports by the Director Management Accounting as observed in the financial report ended March 31 2021.

The dtic must expend 100% of the first instalment and 75% of the second instalment prior to accessing additional funds from the Government of Flanders in accordance with clause 2(e) the agreement.

Project timelines

An analysis of the project documents indicates that the project start date was April 1st 2017 ending in March 31st 2020. However, the actual project sign off and disbursement of 1st

²⁵ NB Conversion rate from Dollars to Euros used is **0.90230573** to correspond with the figures in the latest financial reports

instalment was in June 2017 indicating a lost quarter of implementation. This lag in the project start had an implication on preparedness and fund utilisation as indicated by the actuals in 2017 where ILO only \$39,785.04, while dtic was not able to utilize any funds during the year. Similarly, owing to COVID 19, operating efficiency of all systems was affected as exemplified by delays in commissioning of work, processing of invoices and stalling of a number of activities. It was therefore inevitable to have project extensions (cost and no cost) to address issues arising from altered project timelines.

Human resources, expertise and project timelines

From the assessment of the consultant, human resources efficiency is notable in the recruitment of CTA with local experience and international expertise which contributed greatly to the efficiency in project management. The recruitment of the interns to the project helped to expedite some activities which also contributed to efficiency. However frequent changes of project members of staffs from government were observed as contributing to the delay in implementation of some project activities²⁶.

Efficiency is also evident in the changes undertaken to address COVID 19, reach stakeholders through social media and changes in the institutional arrangements as highlighted below;

Strategically opting for online and virtual work as a result of COVID 19 fostered project efficiency as it enabled the project human resources to remain productive despite the constraints on movement and physical meetings.

The adoption of the social media for communication with stakeholders fostered project efficiency given the massive targeting and reach as well as instant and regular feedback.

Project implementation

a) Project Management

In order to have a smooth project management, clearly synchronised institutional arrangements, appropriate human resources expertise were put in place to ensure the project processes are smoothly implemented.

As far as institutional arrangements are concerned, the Social and Solidarity Economy Policy Unit (SEPU) was established. The dtic team was led by a Chief Director / Deputy Director General, with a National Co-ordinator who were to ensure operationalization of project activities are brought under one roof as a strategy for transition to policy formulation process and later the policy implementation at the end of the project.

In addition to SEPU unit, a project steering committee was put in place to provide oversight of the project management. The Project Steering Committee (PSC) which consisted of the implementing partners' namely the GoF, dtic and ILO. The PSC is reported to have provided necessary oversight, monitoring and guidance on project implementation which led to the successful implementation of the Social and Solidarity Economy Policy Project. One of the respondents said:

²⁶ Key Informant Interview with ILO Senior Specialist Pretoria South Africa

“There was open professional relationship with Flanders- the donor who knew how committed the management was and the money for project funding was well spent. Management structures have been very strong and supportive”.

As far as recruitment of the appropriate human resources for the project, the ILO was very instrumental in making right choices, resulting into effective management approaches. For example, it appointed a Chief Technical Advisor (CTA) with local experience and international level credentials. Evidence from key interviews reported that the CTA recruited for the project had good understanding of the local context and level of expertise in social and solidarity economy. These latter attributes of the CTA provided invaluable support and contributed to harmonious and close working relations on a daily basis with the dtic Senior Policy Researcher. The technical and advisory support provided by the CTA, reported by respondents interviewed, has provided critical support for the successful implementation of the project’s activities. Thus, given that experience, the management team was able to focus and tailor interventions on the context specific issues that include content, knowledge and analysis of issues and options related to the range of policy considerations, along with capacity development undertakings with national and provincial government officials and other relevant stakeholders. Also, in phase 2 of the project, the recruitment of interns was a boost to the project management. In the documents reviewed, it was reported that the intern team provide needed support to the project with additional capacity. This additional capacity is reported to have helped the management team respond quickly to the COVID-19 environment through updating the database, and building links to other departments such as Department of Small Business²⁷

Furthermore, the management and partners adopted a division of labour approach that saw a reciprocal working relation as the modus operandi. During the evaluation inception meeting, it was reported that the ILO specialist was always on hand to provide the necessary technical guidance²⁸. The donor and government were as well reported very supportive given the high-level support from heads of DDG and IDC and as such:

“Things were able to move through the systems”²⁹

It was also noted by this final evaluation that the management deployed a transparent approach which very much helped move things through. It’s reported that there was open professional relationship with Flanders- the donor who offered good support due to their high involvement with the management structures of the project. The open relationship with Flanders- the donor and the management team ensured the funds provided were well spent during project implementation. The management structures are reputed to have also been very strong and supportive to the partnership. Hence the home of the Social and Solidarity Economy Policy implementation was chosen to be IDC³⁰. The IDC head was part of the steering committee and is reported to have advised well in project execution processes.

²⁷ Report EDD and ILO Q11 Q12 Draft 5 Reporting period 1 June 2017 October, November December, 2019 (Q11) January, February, March, 2020 (Q12)

²⁸ Ibid

²⁹ Ibid

³⁰ Key Informant Interview

To ensure effectiveness of the project management, the project implementing partners also adopted a flexible approach and management was supported to deal with the emerging challenges. The method of work was “if A does not work then, we go for B”. This was augmented by political buy-in from government. This was attributed to good relationships with management which enabled implementing partners deal with emerging challenges. It was actually an issue of blending and better understanding of the existing hierarchies within the partnership that made the smooth implementation of the project activities. For example, in order to deal with rigid internal process of procurement within Government and ILO, the project management had to implement innovative ways in which alternatives were quickly adopted to ensure the flexibility of the supply chain to let say feed workshop attendees in case procurement processes delayed³¹.

One of the respondents had this to say about flexibility in approaches:

“The management managed to circumvent the government red tape adaptation. This entailed going through the dtic which was a way of learning how to communicate and blend with government. For example, in relation to day-to-day challenges like supply chain processes in ILO or government rigid steps to follow, the management is reported to have toned down to adapt to such challenges”³².

As one the project management team member intimated:

“Some suppliers delay to supply refreshments during a workshop so we had to find a way. For instance, internally, we had a buffer safety cash to go with to provinces so that should there be delays to supply the meals required for the consultations workshop then we would use that cash to meet that immediate need. There was flexibility”³³.

The overall observation of the final evaluation is that management was comprised of right institutional arrangements and personnel with requisite experience and technical expertise and necessary financial resources ably managed the project processes. The management team ability to deliver on the project activities and outputs was enhanced by the project steering committee that provided necessary oversight and direction by among other things lobbying for project extension as a way for project exit.

b) Partnership arrangements

The key partners involved were the ILO, Government, Flanders and IDC. It was reported that partnerships were weaved through the project to include National Treasury, IGAC, ERP,d academic partnerships, and legal support from Norton Rose Fulbright. Through these partnerships, there was an iterative process which entailed what one the respondents termed the “Constant process of feedback and review³⁴”. This final evaluation noted that this has enhanced the delivery of the results.

At the global level, the ILO is founder member of the UN Inter-Agency Task Force on Social and Solidarity Economy (TFSSE). It brings together more than 20 UN agencies and other intergovernmental organizations with a direct interest in the SSE, as well as umbrella

³¹ Ibid

³² Ibid

³³ Ibid

³⁴Interview with project management on 19th February,2021

associations of international social and solidarity economy networks, which were critical to supporting the project in areas of understanding the nature of SSE and the context drawing from international experience and practice. In addition, the ILO itself had the capacity to call on the expertise of the Task Force during project implementation to further strengthen the partnerships.

Further down at the sub-national level, the ILO has been implementing five projects in the provinces with a focus on the social economy since 2010 that provided extension of partnerships downstream. Three of these projects have been solely focussed on the social economy such as the Social Enterprises and Township Youth in South Africa project (2010-11), the Public Procurement (2011-2013) and the on-going Social Economy policy project. These projects have produced several pieces of research as well as a suite of training packages to develop the capacity of social enterprise and social economy organisations including for cooperatives. The ILO research products were critical tools that guided the concept and design of the Social and Solidarity Economy Policy project.

Critical to the enhancement of the Social and Solidarity Economy Policy project were the networks of provincial government and non-government partners built by the above projects. These projects allowed the ILO to draw on these institutions and organisations to promote the social economy promotion and pursue social enterprise development opportunities in which the Social and Solidarity Economy Policy project lies³⁵.

During the interview with project team respondents, they affirmed that the project partnerships entailed the ILO, Government and IDC were reported to have been kept cordial and partnership was managed carefully. There was solidarity, openness and transparency³⁶.

This final evaluation also noted that the IDC, national treasury, Deputy Minister's office and the expert reference dtic were a good example of partnership arrangements and the way provincial governments and companies implemented it, and the academic partnership with University of Pretoria was a success³⁷. However, it was also noted that that business hasn't been well consulted and there is need to engage more rigorously with structures that represent business such as the Chamber of Commerce.

c) Coordination mechanism

This final evaluation is of the view that there were well coordinated mechanisms established between the donor, project team and government. Key notable coordination mechanisms include institutional ones such as the Project Steering Committee (PSC), Inter Government Agency on Coordination (IGAC), and Inter-ministerial Task force (IMTF). Inclusive consultations on policy issues and processes were extensively undertaken up to provincial level including green paper illustration; and capacity building, including training, was also undertaken. For example, ITC/ILO online training program was intended to bring on board all stakeholders to enhance coordination of the project activities. This final evaluation has also learnt that there was consultation with end users that includes the provinces and leaders in townships.

³⁵ Project document

³⁶ Key Informant Interview

³⁷ Ibid

The final evaluation has learnt that there was consultation with end users that includes the provinces and leaders in townships. As one respondent reported:

“We brought on board a number of them. In one provincial meeting, we brought on board economic clusters like Agriculture who work with different SMEs”.

Under the coordination arrangements, ILO is reported to have provided great technical support on the content and day to day working on documents while the management team focused on process. Opportunities abound were conversations on one thing and agreement on what should be done. Effort was also made for more opportunities to generate ideas as SMEs were consulted which brought on board their experiences in the social economy which reinforced the project focus

In addition, an expert reference panel put up by the project brought together a number of stakeholders that led to a conversation of greater minds to share variety of views about social economy. The issues of definition of what social economy resulted into convergence and therefore buy-in³⁸.

Strengths and weaknesses of management arrangements, partnerships and coordination mechanisms

Strengths

The final evaluation observed from the documents reviewed and interviews conducted that the key strengths was that management arrangements were well laid and interactive in the way they planned and executed the project activities. Partnership arrangements appeared well synchronised between the ILO, Government of South Africa and its ministries, departments and agencies which in turn streamlined coordination of project activities.

Weaknesses in management, partnership and coordination mechanisms

Documents reviewed and interviews conducted during this evaluation bring out evidence that in some instances there were limited flexibility in the way the project was run and it impacted on its implementation process because some key stakeholders had limited input. One respondent had this to say:

South African government also put money into this project...and in the implementation plans it was clear which activities they committed to fund but bureaucracy of government often delayed budgetary releases which led to delays in implementation of activities undertaken by government departments³⁹.

2.4. Orientation to Impact and sustainability

a) Impact

³⁸ Key informant Interview

³⁹ Key Informant Interview with ILO Specialist

As discussed earlier, the project has contributed towards changing the landscape of policy formulation in the country. First, it has demonstrated that a consultative and inclusive policy making process is very key for buy-in and legitimacy of the policy implementation processes as it has been demonstrated during the project that Social Economy enterprises such as neighborhood organizations, self-help groups, cooperatives, charities etc.⁴⁰ have been clearly identified and supported. Secondly, it has supported access to funding especially by enabling cooperative banking institutions to expand their financing sources. This is in line with policy focus 2 as prescribed in the draft white paper that seeks to consolidate, align and de-risk funding support to Social and Solidarity Economy Organisations⁴¹. These institutions that are built on the cooperative and solidarity principles include among others concern for the community and users of the services being owners of the enterprise. As a consequence, and more importantly the policy implementation will provide the necessary environment that will ensure the surplus derived from the services rendered by social enterprises is ploughed back into developing the community, by establishing those services that the community needs and improving those that currently exist towards building self-reliant, self-sufficient and sustainable communities⁴². Thirdly, the project has put control and decision making in the hands of the people with regard to solutions of unemployment, inequality, economic growth and other social ills within their communities which one respondent regarded the ultimate achievement of this Policy. As a result, the project addresses some of the 17 SDGs (1, 2, 3, 4,5,8,1 and 11) that focus on reducing inequality, sustainable cities and communities, ending poverty, creation of decent work and economic growth⁴³.

Fourth, the creation of the deputy minister as a political lead for the project was quite important as one of the respondents said:

“Deputy Minister is in place endorsing what the project has done. It’s a game changer for us and has been very much involved in the policy making process”⁴⁴.

This final evaluation also noted that dtic and deputy minister brought about a connect between national level and provinces because the project team was able to link up with key people in the provinces due that role of the deputy minister⁴⁵.The project staff went to provinces and met key people⁴⁶. Furthermore, the other important impact part was the development of database which became source of information as every event was captured. The database was later used as a platform for communication⁴⁷. This evaluation has learnt from the documents reviewed and interviews conducted, the database was helpful at providing addresses for communication because had telephone contacts and in some cases e-mails which enhancing the project consultative and monitoring processes. Furthermore, a database identified stakeholders and connected them to opportunity. It should be noted that the data formed a bed for formation for the communities of practice, and capacity development, including training⁴⁸.

⁴⁰ Responses to the Independent Review of the Social and Solidarity Economy Policy for South Africa

⁴¹ Draft White Paper on social and solidarity economy 8 version December 2020

⁴² Ibid

⁴³ Responses to the Independent Review of the Social and Solidarity Economy Policy for South Africa

⁴⁴ Key Informant Interview

⁴⁵ Ibid

⁴⁶ Ibid

⁴⁷ Ibid

⁴⁸ SEIAS for SSE policy final to presidency

The overall outcome objective of the project is a Social and Solidarity Economy Policy framework for South Africa that enables the development of a social and solidarity economy policy that contributes to decent job creation, social inclusion and environmental sustainability⁴⁹. It is also hoped that the successful implementation of the policy will make a contribution to sustainable development of small enterprises, social enterprises and cooperatives. To this end, three indicators are provided to measure project impact namely; *Number of decent jobs created, and supported in the social economy, Increase in the number of women, youth, blacks and people with disabilities employed in the social economy, and Number of social enterprise start-ups unblocked, supported and grown in the social economy.* This final evaluation at this point in time cannot measure impact of the project based on these stated impact indicators given that the policy is still in its formulation stages. However, as stated in result area 3, a number of steps have been undertaken to ensure the implementation of the policy once in place is practical and can create impact. It is however worth noting that the whole consultative approach to the development of the social policy has provided a reference for policy formulation in South Africa. As noted by one respondent

“The level of organization, generation of evidence and consultation done in the course of generating the Social and Solidarity Economy Policy is unprecedented”⁵⁰

Finally, according to evidence from interviews and documents reviewed, the ownership of the Social and Solidarity Policy project was reported as high. This is because the policy project was anchored in the wide consultative processes inclusive of all stakeholders. There was also political will from government to support and own the process. This was evident in the commitment of Deputy Minister to steer the policy process and coordinate government institutions right from the central government to provinces and districts. In addition, the policy document, the green paper, was graphically illustrated to demonstrate the how’s and benefits of the social and solidarity economy as well as translated in major languages namely Afrikaans, Zulu, Xhosa, Sesotho and Setswana which in a way enhanced ownership among stakeholders on social economy as it communicated in local languages⁵¹. However, translated versions of the green paper into local languages were not easily comprehensible by many because it was not in simple plain language for the common person to read and clearly understand the contents.

b) Programmatic sustainability

The sustainability of this project was planned to be strengthened through the project implementation strategy to be adopted and the extent to which cross-cutting themes will be embedded. Cross cutting themes matter in the sustainability of the project because the social economy is all inclusive and seeks to support and promote decent jobs and providing services to the women, youth and the marginalised. Therefore, adoption of the cross-cutting themes had an effect at anchoring the gains of the project and providing necessary legitimacy at the time of policy implementation.

There is ample evidence from the documents reviewed and interviews conducted during this evaluation that there are a number of programmatic interventions that will support the sustainability of projects results. For example, the Social and Solidarity Economy policy is a

⁴⁹ Project document

⁵⁰ Interview with ILO Specialist

⁵¹ B-PSC Narrative Report May 2020- Project Steering Committee – Social Economy Policy Project

commitment do delivery of the New Growth Path, and underpins its principles of transformation, citizenship, social cohesion, community participation, sustainable livelihoods and economic transformation. Other programmatic areas like the National Strategy for Sustainable Development (2011) and Sustainable Development Goals are very fertile grounds in terms of programmatic mechanisms of the sustainability of the Social and Solidarity Economy Policy project.

Evidence from documents reviewed shows that the IDC has commissioned the Social Enterprise Academy to develop a community of practice for Social and Solidarity Economy and support organisations considered as critical for enhancement of the policy implementation. To support and ensure a reliable data base the web platform has been created to serve as central hub for the work – although this is not launched publically at the time of writing.⁵² The community of practice will be an on-going programme whose purpose is to serve as a hub Learning and knowledge developed about the social economy long after the project has ended. By the end of this evaluation, the membership to the community of practice was over 1,200 members and had been offered trainings by the project focusing on theme “Proudly South Africa”. It has gone ahead to sensitise members about available opportunities for its membership in areas of private and government procurement programmes and they can benefit. The community of practice is said to be: *“a vibrant sector that will lead to the sustainability of the policy”*⁵³

Furthermore, it was also reported that the creation of the database was important for sustainability of the project results⁵⁴ as it reinforced the continued enlistment of membership to the Community of practice expanding the network of the key stakeholders in the social and solidarity economy. The expansion of the network is key to sustainability of the project results particularly the legitimacy of the policy when it comes to implementation.

In addition, there is evidence from the documents reviewed that there were arrangements for capacity building particularly tailor made for specific training programme for social enterprises in South Africa. This is spearheaded by the ITC ILO has committed to continues its work in developing a localised training programme for social economy practitioners⁵⁵.

i) Institutional sustainability

According to the draft white paper 2020, the Social and Solidarity Economy Policy will be housed in the Industrial Development Corporation, a state corporation selected to be the Implementing Agent for the Social and Solidarity Policy. This final independent evaluation noted that IDC was selected for the purpose, as it would guarantee sustainability because it was a State-Owned entity with solid record at implementation of various funds and programmes on behalf of government involving various private and public sector role-players. Secondly, IDC already houses the support interventions focused on the Social and Solidarity Economy namely the Social Enterprise Fund, the Special Intervention Fund, as well as a Community of Practise initiative inclusion the APP that has various support mechanisms, which cover the SSE sector. The IDC key experience enables the institution to playing a leading

⁵² Report EDD and ILO Q11 Q12 Draft 5 Reporting period 1 June 2017 October, November December, 2019 (Q11) January, February, March, 2020 (Q12)

⁵³ Key Informant Interview

⁵⁴ Key Informant Interview

⁵⁵ Narrative Update: Social and Solidarity Economy Policy Project -(December 2020 – 28 February 2021

role even when the proposed Multi-Stakeholder Implementation Board comes onto being⁵⁶. One of the respondents expressed scepticism that the project sustainability may be weakened since the policy making processes had been too much under government institutional control giving less role to social economy players⁵⁷.

ii) Financial sustainability

Sustainability of the results of any intervention depends on the availability of the financial resources once the project ends. Reviewed documents and interviews conducted with project staff and stakeholders present reliable evidence that the project demonstrated a commitment to undertake research into the funding opportunities to sustain the results of the project. Indeed, evidence adduced by this final evaluation shows that funding opportunities were the social employment fund that will enable the contracting the non-state actors to create and deliver part time work that will serve a common good purpose. The Social Employment Fund is a proposed employment fund valued at approximately-R1bn which is closely aligned to the social and solidarity economy. IDC has been identified as the home of the fund. This final evaluation from the evidence adduced from documents reviewed and key informant interviews provide ample evidence that placement of the project to IDC as its home is key to financial sustainability given its already guaranteed funding from government and donor support⁵⁸.

The documents reviewed showed that the participation of National Treasury and other key role-played the policy formulation process was critical for ensuring that policy proposals developed are appropriately costed, and funding sources identified in support of the implementation of the Social and Solidarity Economy Policy. It is envisaged that in future the treasury will undertake to develop a strong justification based on a realistic estimation of the size and contribution of the social economy to the broader economy, and in particular its role in creating and sustaining jobs. Thus, undertakings like modelling will be key to identifying the reliable and sources of financial sustainability of the project results. In fact, one of the approaches in the project extension strategy is that arrangements have been made to cost the policy implementation to ensure a smooth role out and reach which is quite important step to financial sustainability of project results.

iii) Environmental sustainability

This final evaluation noted that the promotion of the green economy lied at heart of the Social Solidarity Economy Policy project. The project has identified and brought to the fore enterprises promoting environment protection through product chains. For example, the Clothing Bank that focuses on both sustainable development and Dignity Dreams, which created employment opportunities for women whilst developing re-usable sanitary pads, and Reel Gardens, which supports food security through the sale and provision of seed strips⁵⁹. These and many others are notable areas where the project has and will contribute to environment sustainability.

Opportunities and threats to sustainability

⁵⁶ Draft White Paper on the social and solidarity economy-December 2020, Department of Trade, Industry and Competition.

⁵⁷ Key Informant Interview with Social Economy Specialist

⁵⁸ Narrative Update: Social and Solidarity Economy Policy Project - (December 2020 – 28 February 2021).

⁵⁹ Report EDD and ILO Q11 Q12 Draft 5 Reporting period 1 June 2017 October, November December, 2019 (Q11) January, February, March, 2020 (Q12)

The opportunity for sustainability as was observed by this final evaluation in the interview with an expert on social economy triangulated with evidence from the documents reviewed reveals that the Social and Solidarity Policy sustainability was heavily dependent on government itself by properly setting the policy approval agenda and putting in place budgetary subventions to roll it out. The proposed national delegates' conference is an opportunity set to define what government will do⁶⁰.

The threat observed is that of lack of sustainability plan and if it is not put in place by government, it's unlikely something will happen⁶¹.

2.5. Cross cutting issues

a) Gender equality and Non discrimination

As noted in the documents reviewed and interviews conducted, the project design made the focus of the promotion of equality and inclusion of the marginalised groups as key targeted beneficiaries of the social and solidarity policy project. Thus, during the project implementation process such as the consultative processes, women were included as some of the participants in meetings and research processes. The Social and Solidarity Economy Policy also intends to offer preferential treatment in procurement of government services to marginalised groups in the informal economy as a way to address gender equality. In practice some social enterprises as Dignity Dreams creates employment opportunities for women whilst developing re-usable sanitary pads⁶². The link with the project is that potential market opportunities for the social enterprise are immense through the procurement reforms as prescribed in the draft white paper.

This final evaluation noted that the non-discriminatory nature of the Social and Solidarity Economy project included policy issues on women, youth and PWDs issues. Evidence from documents reviewed and interviews conducted shows that gender equality is a confluence between response to balance promoting day to day issues of women and their representation at various levels which was positive development the project attempted to respond to but further analysis indicates that women representation did not necessarily translate into a strategic approach to effective promotion of gender equality⁶³.

b) Children's Rights and HIV/AIDS

This final evaluation has observed, as noted in the documents reviewed, that the project did not have specific activities and budgets dedicated to promotion of children rights and prevention of HIV/AIDS. However, the fact that social economy enterprises were engaged in health and promotion of rights then it was implied.

c) Climate Change

The concern for climate change is well focused on in the Social and Solidarity Economy project. The project primary objective has been to promote an economy that is ecological sustainability and contributes to social justice. The documents reviewed indicate that the role of social enterprises linking sustainable development and social inclusion was one of the key

⁶⁰ Interview with a Consultant on the Social economy

⁶¹ Ibid

⁶² Progress Report – Part A – Narrative October, November December, 2019 (Q11) January, February, March, 2020 (Q12)

⁶³ Key Informant Interview with Social Economy expert

features. Furthermore, the Social and Solidarity Economy policy is linked to a number of policy and strategy initiatives in South Africa⁶⁴. These include The Industrial Policy Action Plan (2014) targets support for green industries, including a focus on solar water heaters, solar and wind energy and organic farming. The New Growth Path (2011) specifically targets growth of the green economy that must result in green jobs. The National Strategy for Sustainable Development (2011) sets out the country's aspirations for managing its limited ecological resources responsibly for current and future generations, and prioritises the green economy in doing so.

d) Good Governance

The Social and Solidarity Economy project has promoted good governance in a number of ways. First, the consultative processes by the project involving all government structures from national government, provinces and districts seeking the views of stakeholders affirms good governance practices. Secondly, by creating environment where beneficiaries contribute their views as to what social and solidarity should be in the future through an enabling policy promotes rights of freedom of expression and having a say in matters that affect everyone. Freedom of expression and having a say in matters that affect everyone are key tenets of good governance. Thirdly, the project promotes wellbeing and protection of citizens otherwise at the margins such as women, youth and disabled persons through recognising and enhancing the growth of their enterprises which in turn enhances social services delivery.

e) Application of Results Based Management (RBM) and efficacy of M&E systems

There was a consultative processes which had in-built feedback mechanisms from the stakeholders and beneficiaries. This entailed the process of producing the green paper and white paper of the policy processes and thus enabled ease of monitoring project outputs. During the design of the project and implementation processes all stakeholders contributed ideas as to what to the social enterprise expect and seek to gain and how best they will contribute to the outcomes being pursued by the SSE policy project. This information gathered in the consultative processes has been used to measure progress of the project such as the data base generated, green paper and the white paper so far produced. The key questions answered as result of application of the results-based management by assessing the role of social economy, its composition, envisioning on what was going to be achieved in the process and planned how it was going to be done and went ahead to review the progress so far registered during the project implementation.

As far as efficacy of the M&E system was concerned, there were database created, validation of research findings, green paper and draft white paper with expert panel and social enterprises. All the latter activities are key pointers that M&E system was robust and the project management had a very a consultative approach which enabled ease of the monitoring of the project activities and outputs.

f) Human Rights Based Approach

The Social and Solidarity Economy Policy project is reported to have deployed a human rights-based approach as one of the focus areas was to empowering people to know and claim their rights and increasing the ability and accountability of individuals and institutions who are

⁶⁴ The Social and Solidarity Economy document

responsible for respecting, protecting and fulfilling rights. To this end during the consultative processes, the women, youth, people-living-with-disabilities and township and rural economy entities were brought on board to contribute their ideas. In the data base of stakeholders generated there were attempts to map institutions that serve specific special interest groups.

g) Environmental sustainability

The evidence from the reviewed documents during this final evaluation point to the fact that concern regarding growth and associate risks such as climate change and the destruction of the environment driven by the exploitation of natural resources. Hence, the focus towards an economy that promoted ecological sustainability and contributed to social justice.

The role of social enterprises in linking sustainable development and social inclusion is one of the key features of the social economy that the project seeks to support and address. To this end, a number of policy and strategy initiatives in South Africa backup the project initiative include the National Climate Change Response Policy, the Integrated Resource Plan, the Industrial Policy Action Plan (2014) that targets support for green industries (focus on solar water heaters, solar and wind energy and organic farming), and the New Growth Path (2011) to which the Social and Solidarity Economy Policy seeks to enhance targets growth of the green economy that must result in green jobs. The National Strategy for Sustainable Development (2011) also sets out the country's aspirations for managing its limited ecological resources responsibly for current and future generations, and prioritises the green economy in doing so. Apparently, the final independent evaluation has learnt that the environmental component specifically was captured during the provincial consultations. The Green paper cites actions on how better environmental sustainability that goes together with the social dimension of the social economy⁶⁵.

H) International Labour Standard (ILS)

This final evaluation, through the documents reviewed, did not come across any specific evidence that ILS supported the design or implementation of the project, even though some such as gender equality, decent work and collective bargaining could benefit from the project. It is important to note that in particular, there are elements on the potential synergies of the green paper on social economy and the South Africa actual work on the formalization of the informal economy which conforms in line with the ILO recommendation 204.13⁶⁶ which concerns the transition from the informal to the formal economy, adopted by the conference at its one hundred and fourth session, Geneva, 12 June 2015.

i) Social Dialogue

This final evaluation observed that through the Social and Solidarity Economy Policy consultative process followed social dialogue approaches as prescribed by the ILO. These involved all types of negotiation, consultation or simply exchange of information between, or among, representatives of government departments, social enterprises, and private sector on issues of common interest relating to the project processes. For example, the capacity development of National and Provincial officials' presentation to National Economic

⁶⁵ Mid Term Evaluation of the Social Economy Policy Project- April to July 2019

⁶⁶Ibid

Development and Labour Council (NEDLAC) Decent Work Committee. Decent work entails the dialogues of the tripartite (the employer, trade union and workers) that enhances the improved working conditions and earnings.

Social dialogue processes were both informal and formal which was the focus of the social media, and institutionalised through consultative workshops in provinces and communities. The dialogues took place at the national level through stakeholder consultative workshops between stakeholders in the social economy including implementing partners, private sector, academia and social enterprises, regional or at enterprise level. It can be inter-professional, sectoral or a combination of these.

The main goal of social dialogue was to promote consensus building and involvement among the main stakeholders in the world of social economy. Successful social dialogue structures and processes have been critical at resolving important economic and social issues in the area of Social and Solidarity Economy which encouraged good governance, advanced social and economic interface that is likely to promote social economy enterprises which will boost economic progress by being inclusive, creating jobs and supporting the vulnerable in South Africa. The Social and Solidarity Economy Policy project commissioned a communication strategy at the time of this end term evaluation, which informed the roll out of a provincial consultation strategy that were conducted from August – November 2019⁶⁷.

⁶⁷ Ibid

2.6. Extent of implementation of Mid-term evaluation recommendations

This evaluation assessed the extent to which the recommendations of the mid-term evaluation were implemented. The evidence from document review and interviews conducted with stakeholders' shows that quite a number of recommendations were implemented to address the short-comings noted taken note of during mid-term review. Here below is a one-by-one assessment of the extent of implementation of the recommendations:

a) Relevance:

Recommendation: The Project should commit to delivering an inclusive communications strategy, that focuses on reaching stakeholders outside of the urban centres, and which pays attention to the right holder's involvement. In addition, the leading roles of local Governments at provincial level onward need also to be clarified and agreed upon.

Comment: In relation to this recommendation, the project using its database to come up with a communication strategy inclusive of all the stakeholders in the social economy, bottom-up by adopting the social media to enhance the communication as a way to respond to the challenges of Corvid 19 that had curtailed physical contact meetings.

b) Effectiveness:

Recommendation: A human rights-based approach to the project could help the project and stakeholders to ensure sufficient attention. Space is given to the rights owners, such as social entrepreneurs, with a specific attention to the most vulnerable groups for example. The project could consider identifying who the social economy should benefit. Once done, the project could ensure their appropriate representation at all levels of the Policy formulation and implementation.

Comment: Through research and subsequent compilation of the green paper and the draft white paper, a number of legal, social environmental and economic considerations that conform to a human rights-based approaches have catered for social entrepreneurs, with a specific attention to the most vulnerable groups and how they will benefit from the Social and Solidarity Policy.

c) Sustainability

Recommendation: A phase out strategy that includes IDC, APP and Social Employment Fund for sustainability post project close. The latter interventions should focus on building technical support and political goodwill so that there is continuation after the project ends. It is a recommendation to be looked at by the stakeholders, the steering committee and the project unit.

Comment: A Deputy Minister in charge of the project is in place which is a sign of political will on part of the government of South Africa to implement the policy. In addition, a final draft of the white paper is in place ready for promulgation into a Social and Solidarity Economy policy and a community of practice is operationalized. All the latter developments, point to the practical implementation of the recommendation of the phase out strategy for the Social and Solidarity project leading to sustainability of the results.

d) Gender equality:

Recommendation: The project may benefit from the support of a gender and non-discrimination specialist to review the Project work plan and support the policy document to be gender sensitive.

Comment: The issues of gender have been catered for in the draft white paper policy document and this evaluation analysis of the white paper indicates that gender aspects are emphasized in the legal framework as well institutional framework provided in the policy document.

3.0. CONCLUSIONS, LESSONS LEARNT, GOOD PRACTICES AND RECOMMENDATIONS

3.1. Conclusion

This final evaluation concludes that the project design and execution was undertaken in the right manner. The institutional mechanisms instituted and management practices adopted were vital in keeping the outputs on track and achievable within the set timelines. The project was able to provide a benchmark as the best approach to the development of policies in South Africa in addition to garnering broader support by various stakeholders. This approach therefore, lays a firm foundation for the implementation of the policy once passed and sustainability of the intended objectives. Given the level of human, technical and financial investment in the development of this policy document, it is therefore within the interest of both the implementing partners and funders to embark on the next phase of passing the policy and kick-starting its implementation.

a) Relevance

The project was relevant because it was set to address the key pressing challenges of poverty and unemployment in South Africa. It is well linked with both the national agenda such as New Growth Plan 2030 and presidential initiative and the Broad-Based Black Economic Empowerment (BBBE) and international development agenda such UNDAF, ILO, SDGs and Africa Agenda 2063 and Abidjan Declaration of 2019. The outputs are well linked with outcomes and institutional arrangements for project implementation bring on-board key government departments and private sector players. Notable weaknesses in the design are no consultation with PWDs and not housing the project under the Chamber of Commerce.

b) Effectiveness

The project has been very successful because by the time of the evaluation had achieved 78% of the outputs with the reminder well on track to be achieved. This is a very remarkable milestone of a policy project. At outcome level, a draft policy document is already in place and a community of practice well identified which provides a firm ground for the launch and implementation of the social solidarity policy.

The consultative approaches, which were wide and deep, greatly facilitated the Social and Solidarity policy project in achieving its results. The only inhibitor was the Corvid-19 pandemic which interfered with some processes.

c) Efficiency

Efficiency analysis indicates that the cost extension led to increase in funding, which reflects that the project utilized more funds than initially budgeted for dtic. This is reputed to have properly managed human resources through secondment of personnel to replace resigned staff. In addition recruitment of interns' enhanced efficiency in delivery of the outputs.

d) Orientation to Impact and sustainability

The project has changed the policy landscape formulation in South Africa and brought on board various stakeholders in the Social and Solidarity Economy to act in a manner likely to promote the Social and Solidarity Economy in way that guarantees and exploits its potential. Exploitation of this potential of the social economy to the fullest could have an effect of

sustaining the project in terms of financing, institutional support and environmental sustainability (drive for green economy)

e) Cross-cutting issues

HIV/AIDS, Climate Change Good Governance, Children's Rights, Gender equality and Non-discrimination, Application of Results Based Management (RBM) and efficacy of M&E systems, Human Rights Based Approach, Environmental sustainability, Social Dialogue, and International Labour Standard (ILS) are well addressed in the project implementation processes through consultation and also engrained in the draft white paper thus high chances of their enhancement during the Social and Solidarity Economy policy implementation phase.

3.2. Lessons learnt

Lesson 1: It was absolutely necessary to get started from an informed point of view. Thus, research was commissioned to gather a wide perspective of views, and partnership with Academia was key resource for critical opinions that shaped the processes.

It was absolutely necessary to get started from an informed point of view. Thus, researches were commissioned to gather a wide perspective of views and partnership with Academia was key resource for critical opinions that shaped the processes. Social media especially by short posts in Linked-In / FB provided excellent feedback. The processes involved everyone which made the exercise participatory in nature.

Lesson 2: Bringing on board citizens, specialists, and experts from various sectors of the social and solidarity economy contributing a wealth of ideas to the development of the Social and Solidarity Economy Policy.

The panels include the Intergovernmental Advisory Committee (IGAC), Expert Reference Panel that included the citizens and experts, specialized legal and academic consultations and CSI, brought about a fertilisation of ideas critical for effective delivery of project results.

Lesson 3: Clarity of data in terms of numbers and qualitative back up (as presented in illustrations and case stories) was important in gathering and sharing critical ideas On Social and solidarity Economy. The crucial tools for gathering the data were RSVP for events, Surveys at consultations and M&E forms.

Lesson 4: Continuous consultative engagements with stakeholders, partners and beneficiaries' consultations proved as an opportunity for people to work together and share views.

The consultations were made accessible, friendly and approachable. Key actions were the engagement of Provincial governments, networks and co-organizing consultations with key stakeholders. Pilots' sessions were held to ensure that there is feedback to inform workshop design. Ultimately, consultations proved as an opportunity for people to work together and share views.

Lesson 5: Government, ILO and donor streamlined and flexible working relations were crucial to project efficiency and effectiveness because it generated trust and legitimacy of the policy and was cost effective in terms of easy of sharing out responsibilities, tasks and direction among the key stakeholders

The Government and donor smooth working relations were key to the success of the Social and Solidarity Economy Policy making process. They generated trust and legitimacy of the policy. It was also cost-effective in terms of easy of sharing out responsibilities, tasks and direction among the key stakeholders. They also enhanced transparency in terms of tackling challenges being experienced and needed support to alleviate them.

3.3. Good practices

- 1. Making use of social media and collaborative tools to organize workshops brings many interesting elements. Beyond reducing the UN footprint, it also allows more immediate data-driven conversation.**

It has an effect of promoting environment protection as there is no paper work involved that could cause deforestation and litter with associated burning that emits carbon dioxide. There is also likelihood easing participation of youth due their massive access to mobile telephony through smart phone, making the project inclusive and meeting its purpose. Massive youth and women participation promotes good governance as freedom of expression is greatly enhanced by the massive reach of the social media.

- 2. Having a team led by national Government with technical assistance from a UN agency is a very promising mechanism**

The team led by government with technical back from UN agency brought on board mutual relationship,-built trust among the partners which led to clear communication, coordination and a trustful relationship. It also meant there was ownership of the project from the very start and that government had “their skin in the game” as much as the ILO.

3.4. Recommendations

a) Recommendations for future projects

- 1. Inception phase of a project should be given adequate attention** to allow ample time to put in place a good quality team and hire the right people to manage the project.

Responsible	Priority	Time Implication	Resource implication
ILO, Government, Steering Committee	High	Short-term	Low

- 2. Government should streamline bureaucracy so as to ease budgetary releases from treasury to ministries and departments** as a way of ensuring financial resources meant for project activities are released on time to enable projects meet deadlines upon which they should deliver on its results.

Responsible	Priority	Time Implication	Resource implication
Government, Steering Committee	High	Mid-term	Low

3. The Government should establish and fund fully fledged research undertakings under dtic to coordinate and conduct more research on social and solidarity economy: There is need for more government initiated and driven research with key sector players and academia to build on body of knowledge so that policy implementation is informed by evidence-based information and statistics etc.

Responsible	Priority	Time Implication	Resource implication
Government, Steering Committee	High	Mid-term and long-term	Medium

4. There should be a focused attention and support to women, PWDs and the marginalised, youth and unemployed youth business initiatives and job opportunities to enable them benefit in social economy: The women and other marginalised groups should be given special attention by focusing and supporting the social economy enterprises in which they are heavily involved. Special attention could take into account the contexts such as urban, rural divides, educate and non-educated.

Responsible	Priority	Time Implication	Resource implication
ILO, Government and Steering Committee	High	Short-term	Low

b) Recommendations of sustainability of project outcomes

5. The government working hand in hand with Parliament should expedite legal reforms aimed at supporting the policy implementation. It is evident from the interviews and documents reviewed that quite a lot of investment in terms of human, technical and financial investments have been made so far. It is now clear that a white paper is in place, and therefore government should work hand in hand with parliament to come up with laws that will support its implementation to ensure it gets a soft landing and easy roll out.

Responsible	Priority	Time Implication	Resource implication
ILO, Government and Steering Committee	High	Short-term	High

6. There should be multi-media communication strategy continuously rolled out to enhance wide publicity of the Social and Solidarity policy: The communication strategy should focus on making sure that sensitization and awareness creation about the policy reaches all in a timely fashion and user accessible formats. For example, beyond translation of policy in local languages, there should also be popular versions accessible and easily understood by all.

Responsible	Priority	Time Implication	Resource implication
Government, Steering Committee	High	Mid-term	High

7. There is need to for the government and ILO to widely publicise and share research findings about the social and solidarity economy to enhance a wide understanding of what it is as well as what achievements have been realised in the promotion of the sector.

Responsible	Priority	Time Implication	Resource implication
ILO, Government, Steering Committee	High	Short -term	High

4.0. ANNEXES

Annex 1: Terms of references

TERMS OF REFERENCE

Development of a Social and Solidarity Economy Policy in South Africa

(Government of Flanders & National Economic Development Department of South Africa)

Version 13 November 2020

Independent Final Evaluation

Project Title	Social and Solidarity Economy Policy Project
Project Code	ZAF1601MFLA
Administrative Unit	CO Pretoria
Geographical Coverage	South Africa
Donor	Government of Flanders
Budget	EU 1,324, 367
Implementation period	June 2017 – March 2021
ILO Technical Units	Enterprise
Type of evaluation	Independent Final Evaluation
Date of the evaluation	January 2021 – March 2021
Evaluation Manager	Ben Mang'eni

BACKGROUND INFORMATION

Background of the project to be evaluated

The Government of South Africa is committed to growing the potential of the social economy in South Africa, with commitments in both the New Growth Path and the National Development Plan. For example, the New Growth Path (NGP) adopted in late 2010 by the South African Government identifies social economy development as a pillar of the national development strategy framework. The Decent Work Country Programme (DWCP) drawn up by employers' organizations, workers' organizations and the Government of South Africa in consultation with International Labour Organization (ILO) and governed by the National Economic Development and Labour Administration Council (Nedlac) identifies the development of the social economy as a strategic means leading towards the creation of jobs in sustainable enterprises.

The Department of Trade, Industry and Competition (dtic) together with the ILO is working to deliver a policy that will enable the ecosystem for the social economy, allowing it to thrive. This policy development project builds on several years of foundational work to strengthen and stimulate the social economy in South Africa. This includes several pilot projects in KwaZulu-Natal and the Free State provinces exploring public procurement as a means to stimulate the social economy; training organisations to better respond to these opportunities, and the testing of new social economy enterprise models that reduce barriers to market entry.

The project also builds on substantial global priorities related to the creation of decent jobs, sustainable development (particularly SDGs 1,2,3,4,5,8,1 and 11) and the empowerment of women and young people.

The Social and Solidarity Economy Policy Project in South Africa

The Economic Development Department (EDD) was formed after the 2009 elections, to strengthen government capacity to implement the electoral mandate in particular in relation to the transformation of the economy. The EDD was merged with the dtic) in April 2020, following national elections in 2019. Minister Patel remained the Minister in charge and the goals of the policy project unchanged. Towards achieving these objectives, the ILO has supported the EDD/dtic team to develop a policy that seeks to enable the ecosystem for the social economy, allowing it to thrive. The project started on 1st April 2017 and ends 31 March 2021.

The ILO and the dtic have capacitated the Social and Solidarity Economy Policy project team, which is made of officials from both organisations.

Key milestones of the policy project include:

Launch of the Draft Green Paper, by Minister Patel, in February 2019

Expert and public consultations of the Green Paper in 2019

Revision of the Green Paper based on input from consultations (December 2019)

Further consultations, including extended provincial consultations in 2020

Various work, including an online training programme, a web platform and a database of social economy practitioners

The key results areas, as reported the project are

Enhanced institutional mechanisms to drive and guide the Social Economy work;

Policy choices informed by knowledge, research and available evidence; and

Strategic support on the implementation of practical interventions that creates impact.

Evaluation background

ILO considers evaluation as an integral part of the implementation of technical cooperation projects accountability, learning and planning and building knowledge. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the implementation of the project as per established procedures. The project went through an internal mid-term evaluation in February 2019 and an independent final evaluation is required.

This evaluation should be conducted in the context of criteria and approaches for the international development assistance as established by; the OECD/DAC Evaluation Quality Standard; and the UNEG Code of Conduct for Evaluation in the UN System. In particular, this evaluation will follow the ILO policy guidelines for results-based evaluation; and the ILO EVAL Policy Guidelines Checklist 3 “Preparing the inception report”; Checklist 4 “Validating methodologies”; and Checklist 5 “Preparing the evaluation report”.

SCOPE AND OBJECTIVE OF THE EVALUATION

2.1. Scope

The scope of the evaluation in terms of the operational area is South Africa and will cover the period of June 2017 – March 2021. It will cover all the planned outputs and outcomes under the project, with particular attention to synergies between the components and contribution to national policies and programmes.

It will further look at the integration of ILO and donor cross-cutting themes such as Gender and non-discrimination, Social dialogue, International Labour Standards, HIV/AIDS, Climate Change, Good Governance, Sustainable Development and Children's Rights.

2.2. Objectives

The evaluation objectives are:

Analyse the implementation strategies of the project concerning their potential effectiveness in achieving the project outcomes; including unexpected results and identifying factors affected project implementation (positively and negatively);;

Review the institutional set-up, capacity for project implementation, coordination mechanisms and the use and usefulness of management tools including the project monitoring tools and work plans;

Review the strategies for sustainability of the project – what is the likelihood of the work continuing, once the project is completed in March 2021;

Identify the contributions of the project to the SDGs, the ILO objectives and its synergy with other projects and programs;

Identify lessons and potential good practices for the different key stakeholders; and

Provide strategic recommendations for the different key stakeholders to improve the implementation of the project results and similar the projects in future.

The evaluation key users are the identified stakeholders and include:

The Department of Trade, Industry and Competition

Other government agencies engaged with the project (Department of Environmental Affairs, National Treasury, Public Works etc.)

International Labour Organization

The donor, the Government of Flanders

Strategic partners including the Industrial Development Corporation

ILO constituencies

REVIEW CRITERIA AND KEY EVALUATION QUESTIONS

Review criteria

The evaluation should be carried out in the context of the criteria and approaches for international development assistance as established by OECD/DAC Evaluation Quality Standard. The ILO policy guidelines for results-based evaluation and the technical and ethical standards and abide by the Code of Conduct for Evaluation on the UN System are established within these criteria and the evaluation should, therefore, adhere to these to ensure an internationally credible evaluation.

Throughout the evaluation question, the evaluation will further look at the integration of ILO and donor cross-cutting themes such as Gender and non-discrimination, Social dialogue, International Labour Standards, HIV/AIDS, Climate Change, Good Governance, Sustainable Development and Children's Rights.

The review will address the following ILO evaluation criteria ;

Relevance and strategic fit of the project;

The validity of the project design;

Project effectiveness;

The efficiency of resource use; and management arrangements;

Sustainability of project outcomes

Impact orientation;

Gender equality and non-discrimination

Key Evaluation Questions

The evaluator shall examine the following key issues; -

Relevance and strategic fit

Was the project coherent with the Governments objectives, National Development Frameworks, the DWCP, the UNSDCF, and beneficiaries' needs, and does it support the outcomes outlined in ILO's CPOs as well as the SDGs?

How did the project complement and fit with other on-going ILO programmes and projects in the countries?

What links have been established so far with other activities of the UN or other cooperating partners operating in the Country in the areas of employment, market development and women's empowerment?

Was the project able to leverage the ILO contributions, through its comparative advantages (including tripartism, international labour standards, ILO Decent Work Team etc.)?

The validity of the project design

Assess if the design took into account, in a realistic way, the institutional arrangements, partnerships, roles, capacity and commitment of stakeholders;

To what extent were the relevant external factors and assumptions identified at the time of design? Were the underlying assumptions on which the project has been based proven to be true?

Were the time frames for project implementation and the sequencing of project activities logical and realistic?

Was the strategy for the sustainability of project results defined clearly at the design stage of the project?

Were the objectives of the project clear, realistic and were they achieved within the established schedule and with the allocated resources (including human resources)?

Did the outputs identified in the proposal contribute to the achievement of the overall objective of the project?

Has the project structure, and the funding split between EDD and ILO, been a good approach to achieve the project results?

Effectiveness

To what extent has the project achieved its results at outcome and output levels, with particular attention to the project objectives?

What, if any, unintended results of the project have been identified or perceived?

What have been the main contributing and challenging factors towards project's success in attaining its targets including internal and external factors to the project? How has project management dealt with them?

Was the coordination and partnership with main stakeholders effective? Were the project partners able to fulfil the roles expected in the project strategy? Were there any capacity challenges?

Examine how the project interacted and possibly influenced national-level policies and debates on the social economy and other relevant themes.

To what extent is the COVID-19 Pandemic influenced project results and effectiveness and how the project have addressed this influence and adapted?

Does the (adapted) intervention models used in the project suggest an intervention model for similar crisis response?

Efficiency use of resources and management arrangements

Were the available technical and financial resources adequate to fulfil the project plans? Were there a need to reallocate resources or adjust activities or results to achieve its outcomes?

Were the resources (human resources, time, expertise, funds etc.) allocated strategically to provide the necessary support and to achieve the broader project objectives?

Was the project M&E strategy contributing to project management, learning and accountability?

Orientation to impact and Sustainability

Is it likely that the project outcomes will generate a long-term positive change?

Has the ownership at national level been promoted and achieved?

Has the phase-out strategy for the implemented? Was it sufficiently articulated towards this goal?

What was the likely contribution of the project initiatives, including innovative approaches and methodologies piloted, to broader development changes in the area of intervention, including those laid out in the ILO Decent Work Agenda, Decent Work Country Programmes and National Development Programmes?

Is it likely that the project outcomes will contribute to enabling the social economy in South Africa?

How has the sustainability approach of the project been affected by the Covid19 situation in context of the national responses and how project addressed it with the stakeholders moving forward on the project results?

f. Gender equality and non-discrimination

How has the intervention addressed men and women specific strategic needs? What are possible long-term effects of the project on gender equality?

Where other vulnerable groups have been considered, how?

Methodology

The following is the suggested methodology for the evaluation that can be adjusted by the consultant if considered necessary in accordance with the scope and purpose of the evaluation with approval of the Evaluation Manager.

The evaluation should be carried out under the relevant parts of the ILO Evaluation Framework and Strategy; the ILO Policy Guidelines for Results-Based Evaluations 2017. Gender concerns should be addressed under ILO Guidance note 4: "Considering gender in the monitoring and evaluation of projects"⁶⁸. All data should be sex-disaggregated and different needs of women and men and marginalized groups targeted by the project should be considered throughout the evaluation process ("no one left behind").

The evaluation will apply a mix methods approach, including triangulation to increase the validity and rigour of the evaluation findings, engaging with key stakeholders of the project, as much as feasible, at all levels during the design, data collection and reporting stages.

Due to the onset of the COVID-19 pandemic and its impact on the world of work, this evaluation will be conducted in the context of criteria and approaches outlined in the ILO internal guide: Implications of COVID-19 on evaluations in the ILO: An internal Guide on adapting to the situation (version March 25, 2020). The evaluation will be conducted home-based virtually unless the evaluator is based in South Africa.

The following elements are the proposed methodology:

Document Review, scoping and inception

The evaluator will receive a briefing by the evaluation manager, the project team, and the technical backstopping units. After that, the consultant will review the project document, work plans, progress reports, research reports, and other documents produced since the project started.

After the end of the desk review, the evaluator will prepare a brief Inception report. The report will outline the methodological approach, evaluation instruments and the questions (questions in the ToRs to be refined based on the knowledge gained through desk-review and initial briefing), an agenda of the stakeholders' workshop, a list of stakeholders to be interviewed, a work plan, an indicator matrix with the evaluation questions, and outline of the evaluation report. The structure and format of the inception report will follow the EVAL Guidance note on Inception report (see Annex I).

Data collection

Interviews (face to face or online) with project staff and stakeholders will take place. An indicative list of persons to be interviewed will be prepared by the Project in consultation with the Evaluation Manager. An initial list include (at national and subnational level as applicable):

The Department of Trade, Industry and Competition

International Labour Organization

Other government agencies engaged with the project (Department of Environmental Affairs, National Treasury, Public Works etc.)

The donor, the Government of Flanders

Strategic partners including the Industrial Development Corporation

ILO constituencies

Preliminary evaluation results presentation workshop

⁶⁸ http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

A stakeholders' workshop (virtual or face-to-face) to present the report findings and complete data gaps with key stakeholders, ILO staff and partners shall be organized. The evaluator will facilitate the validation workshop which can be face to face, or online. The workshop will be attended by the project and other ILO relevant staff and key stakeholders.

This will be an opportunity for the evaluator to gather further data, present the preliminary findings for verification and discussion, present recommendations and obtain feedback. The evaluator will be responsible for developing the agenda and facilitation of the workshop. The identification of the number of participants of the workshop and logistics will be the responsibility of the project team in consultation with the evaluator.

Draft and final evaluation report

After the fieldwork, the evaluation team will develop a draft evaluation report (see Deliverables below for the report outline its content) in line with EVAL Checklist 5. The total length of the report should be a maximum of 30 pages for the main report, excluding annexes. The report should be sent as one complete document. Photos, if appropriate to be included, should be inserted using a lower resolution to keep overall file size low. The Evaluation Manager will circulate the draft report to key stakeholders, the project staff and the donor for their review and forward the consolidated comments to the evaluator.

Final report

The evaluator will finalize and submit the final report to the evaluation manager in line with EVAL Checklist 5. The report should address all comments and/or provide explanations of why comments were not taken into account. A summary of the report, a data annexe and the lessons learned and good practices fact sheets from the project should be submitted as well. The quality of the report will be assessed against ILO/EVAL's Checklist 669.

The evaluation manager will review the final version and submit to the Regional SMEO and EVAL for final review. The final evaluation report, good practices and lessons learned will be storage and broadly disseminated through the EVAL's database⁷⁰ as to provide easy access to all development partners, to reach target audiences and to contribute to maximising the benefits of the evaluation.

MAIN DELIVERABLES

The main deliverables of the evaluation are:

Inception report

An inception report- upon the review of available documents and an initial discussion with the project management (EVAL Guidelines –Checklist 3 se Annex). The inception report will:

Describe the conceptual framework that will be used to undertake the evaluation;

Elaborate on the methodology proposed in the TOR with changes as required;

Set out in some detail the data required to answer the evaluation questions, data sources by specific evaluation questions, data collection methods, sampling and selection criteria of respondents for interviews

Detail the work plan for the evaluation, indicating the phases in the evaluation, their key deliverables and milestones;

⁶⁹ [EVAL Checklist 6: Rating the quality of evaluation reports.](#)

⁷⁰ [ILO i-eval Discovery, https://www.ilo.org/ievaldiscovery/#al2glss](https://www.ilo.org/ievaldiscovery/#al2glss)

Set out the list of key stakeholders to be interviewed and the tools to be used for interviews and discussions.

Set out an outline for the final evaluation report

Preliminary findings sharing

The ILO will organize a virtual meeting to discuss the preliminary findings of the evaluation after data collection is completed. The evaluator will set the agenda for the meeting. The presentation should provide a brief review of key results for each evaluation criteria. The workshop will be technically organized by the evaluator with the logistic support of the project.

First evaluation report draft

The first draft of Evaluation Report (following the Checklist 5 see annex) -to be improved by incorporating Evaluation manager's comments and inputs. The Evaluation Manager holds the responsibility of approving this draft. The draft review report will be shared with all relevant stakeholders and a request for comments will be asked within a specified time (not more than 14 working days).

Final evaluation report

The final version of the evaluation report shall incorporate comments received from ILO and other key stakeholders. Any identified lessons learnt and good practices will also need to have standard annexe templates (one lesson learnt and one Good Practice per template to be annexed in the report) as per EVAL guidelines.

The final version is subjected to final approval by EVAL (after initial approval by the Evaluation manager and Regional evaluation officer)

The draft and final versions of the evaluation report will be in English (maximum 30 pages plus annexes), following EVAL Checklists 5 and 6 (see Annex). will be developed under the following structure

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 (the type of evaluation, managing ILO unit, start and completion dates of the evaluation mission, name(s) of the evaluator, date of submission of evaluation report).

Table of contents

Acronyms

Executive Summary

Background of the project and its intervention logic

Purpose, scope and clients of evaluation

Methodology and limitations

Presentation of findings (by criteria)

Conclusions

Recommendations (including to whom they are addressed, resources required, priority and timing)

Lessons Learnt and potential good practices

Annexes (TOR, table with the status achieved of project indicators targets and a brief comment per indicator, list of people interviewed, Schedule of the fieldwork overview of meetings, list of Documents reviewed, Lessons and Good practices templates per each one, other relevant information).

Executive summary in ILO EVAL template

MANAGEMENT ARRANGEMENTS AND WORK PLAN

Composition of the evaluation team

The evaluation team will consist of one international evaluation consultant/s and a local administrative assistant to assist in logistics and helping to secure interview appointments (the last one will be, if required, provided by the ILO). The evaluator will be a highly qualified senior evaluation specialist with extensive international experience. S/he should also be familiar with the South African context.

Evaluation Manager

The evaluator will report to the Evaluation Manager (Ben Mangeni, mangeni@ilo.org) and should discuss any technical and methodological matters that arise with the Evaluation Manager. Besides, the Regional Evaluation Officer, Mr Ricardo Furman (furman@ilo.org), will support the Evaluation Manager. The evaluation will be carried out with support and services from the Social and Solidarity Economy Policy ILO team in South Africa – CO Pretoria.

Work plan & Time Frame

The total duration of the evaluation process is estimated to be 21 working days. The evaluation is scheduled for January-February 2021.

Evaluation Phases

Activity	Duration	Resp	Start dates	Outputs
Contract Signing		Eval manager and the project	Dec 10 –8 Jan 2021	Signed Contract
Desk review and inception report	5 days	Consultant	Jan 18 – 22 2021	Inception Report approved by EM
Fieldwork and preliminary results presentation workshop	10 days	Consultant with project support	25-5 Feb 2021	Collected data
Report drafting	5 days	Consultant	8-12 Feb 202	Draft Report approved by EM
Circulation of the draft and inclusion of feedback	(10 days)	Eval manager	15-26 Feb 2021	Comments from stakeholders
Final version inclusion of feedback	1day	Cons	1 March 2021	Revised final Report
Approval of the evaluation report	(5 days)	EM and EVAL	2-5 March 2021	Final report approved by EVAL
Total	21			

Key qualifications and experience of the evaluator

The consultant should have the following qualifications:

Master degree in Business Management, Social Sciences, Economics or related graduate qualifications

A minimum of 7 years of professional experience specifically in evaluating international development initiatives (UN and other international organizations) in the areas of policy, skills, employment, decent work and and rights-based approaches in the normative framework and operational dimensions, policy and management of development programmes, preferably in Africa.

Proven experience with logical framework and theory of change approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.

Knowledge and experience of the UN System of ILO's roles and mandate and its tripartite structure as well as UN evaluation norms and its programming is desirable;

Understanding of the development context of South Africa is an advantage;

Demonstrated ability to deliver quality results within strict deadlines.

Excellent communication and interview skills,

Experience facilitating workshops for evaluation findings.

Not have been involved in the project as consultant or staff.

Note: The evaluator can be based in South Africa (addressing the criteria presented here).

The tasks of the Project

The project management team will provide logistical support to the evaluator and will assist in organizing the data collection (documents and interviews). The projects will ensure that all relevant documentation is up to date and easily accessible (in electronic form in a space such as Google Drive) by the evaluator from the first day of the contract (desk review phase).

Resources

Estimated resource requirements at this point:

Evaluator honorarium for 21 days days in assistant

Communication cost (according to specific needs)

Administrative assistant

Stakeholders' workshop

Annex 2: References

1. Government of Flanders-Report IDD and ILO Q11, Q12 Draft 5- October, November December, 2019 (Q11) and January, February, March, 2020 (Q12)
2. Minutes of PSC Meeting 20th May 2020 virtual meeting
3. Narrative Update: Social and Solidarity Economy Policy Project -(December 2020 – 28 February 2021)
4. Thoughts on the social economy of South Africa by Marcus Coetzee-
<https://www.marcuscoetzee.co.za/thoughts-on-the-social-economy-strategy-in-south-africa/>
Accessed on 23rd February,2021.
5. Terms of reference ILO South Africa, Development of the Social Economy in South Africa (Government of Flanders and the Department of the Economic Development of South Africa). Final version 13 November,2020, Independent Evaluation.
6. N. Sauli responses to the Independent Review of the Social and Solidarity Economy Policy for South Africa (N. Sauli is Director Capacity Building Co-operative Banks Development Agency (CBDA) Member of IGAC – Social and Solidarity Economy Policy)
7. M. Ameer Redha (June 2020) Mid Term Evaluation of the Social and Solidarity Economy Policy Project - South Africa- April to July 2019.
8. Inception meeting with Cliff Nuwakora on 19th February,2021.
9. Kerryn Krige -Chief Technical Adviser-ILO February 2021-The social and solidarity economy policy lessons
10. Project Document for the Development of a Social and Solidarity Economy Policy in South Africa, February 2017
11. Social Economy ILO levy 1% levy calculation 01
12. Social Economy budget -9 months final
13. Project document cost extension phase II-Social Economy project South Africa (version 15.05.20) Final 2
14. Final 9b Progress Report Part A narrative Q3 Q4 draft 3
15. Government of Flanders-Report IDD and ILO Q11, Q12 Draft 5- October, November December, 2019 (Q11) and January, February, March, 2020 (Q12)
16. Final draft green paper - May 2020 -Economic Development Department
17. Draft Green Paper on the Social Economy- May 2020 Economic Development Department- Annexure A: The Case for Supporting the Social Economy in South Africa
18. Draft Green Paper on the Social Economy- May 2020 Economic Development Department- Annexure B: Legal Environment for the Social Economy in South Africa
19. Draft Green Paper on the Social Economy- November 2019 (Economic Development Department now the Department of Trade, Industry and Competition) Annexure C: Measuring the Social Economy (Note: this assessment was done in 2019, and reflects pre-Covid-19 data)
20. Draft Green Paper on the Social Economy-May 2020 Economic Development Department Annexure D: Improving Market Access for Social Economy Organisations
21. Mid Term Evaluation of the Social and Solidarity Economy Policy Project- April to July 2019.
22. Draft White Paper on the social and solidarity Economy-December 2020, Department of Trade, Industry and Competition
23. Social and Solidarity Economy Policy Project Update Report – October 2020
24. Draft Minutes of PSC Meeting 13 May 2020
25. Meeting Agenda-13th October,2020
26. EDD Operational Plan Updated October 2020

Annex 3: List of People interviewed

Respondents of Key Informant Interviewees by Project/Stakeholder and Gender

S/N	Name	Institution	Category	Gender(Female /Male)
1	Mary Gillett de Klerk	SEACSOSA	Stakeholder	Female
2	Nozipho Xulu	dtic	Project	Male
3	Molefe Pule	dtic	Project	Male
4	Liesl Williams	Norton Rose Fulbright	stakeholder	Male
5	Lana Lovasic	Simanye	Stakeholder	Male
6	Marcus Coetzee	Private Consultant	Stakeholder	Male
7	Stuart Bartlett	IDC	Project	Male
8	Nomadelo Sauli	National Treasury	Project	Male
9	Nikolas Bossche	Government of Flanders	Project	Male
10	Theo Steele	COSATU	Stakeholder	Male
11	Jeffrey Ndumo	DSBD	Stakeholder	Male
12	Tiekie Barnard	Shared Value Africa Initiative	Stakeholder	Male
13	Moshe Swartz	DRDLR	Stakeholder	Male
14	Simangele Nkwini	Gauteng Economic Development	Stakeholder	Male
15	Ashley Paulse	SATCOE	Stakeholder	Female
16	Makhubalo Ndaba	Lawyer in private practice	Stakeholder	Male
17	Rest Kanju	SEED	stakeholder	Female
18	Jens Dyring Christensen	ILO	Project	Female
19	Guy Tchami	ILO – COOP	Project	Male
20	Simel ESIM	ILO – COOP	Project	Female
21	Joni Musabayana	ILO	Project	Male
22	Sindile Moitse	UN Result group	Stakeholder	Male
23	Geraldine Reymenants	Government of Flanders	Project	
Totals of KII interview by Project /Stakeholder and gender categories			10 Project KII interviews and 13 stakeholders KII Interviews	5 Females and 17 males

Annex 4: Evaluation matrix

Evaluation Criteria/ Questions	Specific information required	Source of information	Data collection & analysis	Envisaged outcome of the analysis.
<i>Relevance and strategic fit;</i>				
<p>Was the project relevant to the related government`s strategy, policies and plans, the SDGs?</p> <p>How did the project address cross cutting issues of climate change, tripartism and Social dialogue?</p>	<ul style="list-style-type: none"> Degree of project alignment with other gov't strategies, policies & plans Specific strategies employed to achieve the alignment, Strengths & weaknesses of such strategies 	<ul style="list-style-type: none"> Project document Relevant gov't policies, strategies & plans Project mgt team National and sub national gov't officials 	<ul style="list-style-type: none"> Desk review & key informant interviews Data to be analyzed using content & thematic analysis procedures 	<ul style="list-style-type: none"> Interventional harmony between the project and gov't dev't agenda. Project potential to contribute to the achievement of national & global dev't aspirations Lessons learnt, best practices & recommendations for achieving better alignment in future
<p>Was the project relevant to the felt needs of the people led policy?</p>	<ul style="list-style-type: none"> Specific beneficiary needs being addressed through the project Processes through which the needs were identified Beneficiary perceptions on the project's actual & potential contribution towards meeting their needs How gender sensitive was the project in the course of addressing beneficiaries needs 	<ul style="list-style-type: none"> Project document Project staff Beneficiaries 	<ul style="list-style-type: none"> Desk review Key informant interviews with project staff FGDs with beneficiaries Survey questionnaire 	<ul style="list-style-type: none"> Degree of beneficiary satisfaction with the project. Specific ways in which beneficiary needs have been addressed through the project. Lessons learnt, best practices & recommendations for enhanced project targeting.
<p>How well has the project complemented established collaborations, partnerships and alignment with other ongoing programmes and projects in the countries?</p>	<ul style="list-style-type: none"> Other ongoing programmes & projects Extent of project collaboration with these other projects & programmes 	<ul style="list-style-type: none"> Project document Partnership meetings & joint events Project staff Project reports 	<ul style="list-style-type: none"> Desk review Key informant interviews with project staff 	<ul style="list-style-type: none"> Effect of inter-programme/ project collaborations on project effectiveness & efficiency Strengths, weaknesses and

Evaluation Criteria/ Questions	Specific information required	Source of information	Data collection & analysis	Envisaged outcome of the analysis.
	<ul style="list-style-type: none"> Strategies employed to achieve the inter-programme/project collaborations 			<p>missed opportunities of the employed strategies to achieve inter-project collaborations</p> <ul style="list-style-type: none"> Lessons learnt, best practices & recommendations.
<i>The validity of design</i>				
Has the design clearly defined outcomes, outputs and performance indicators with baselines and targets?	<ul style="list-style-type: none"> The quality & clarity of the projects results framework Reasons behind not having clearly defined outcome, output, indicator, or target 	<ul style="list-style-type: none"> Project results framework Project staff (M&E) 	<ul style="list-style-type: none"> Desk review Key informant interview with project staff. 	<ul style="list-style-type: none"> Adequacy of the results according to both SMART⁷¹ & CREAM⁷² criteria
Was the project design realistic?	<ul style="list-style-type: none"> The degree of alignment between the magnitude of the problem, prioritized project interventions (outputs), envisaged results & targets as well as the deployed resources Strategies undertaken to ensure realities of the project design 	<ul style="list-style-type: none"> Project document Baseline reports Project progress reports Project staff 	<ul style="list-style-type: none"> Desk review Key informant interviews with project staff. 	<ul style="list-style-type: none"> Degree of appropriateness of the project design (problem being addressed, employed strategies, expected results & committed resources) Gaps in the project design & their effects on project effectiveness & efficiency Lessons learnt, best practices & recommendations
Did the project design include an integrated and appropriate strategy for sustainability?	<ul style="list-style-type: none"> The presence of an in-built sustainability plan in the project Extent of plan implementation 	<ul style="list-style-type: none"> Project document Project staff Gov't officials 	<ul style="list-style-type: none"> Desk review Key informant interviews with project staff. 	<ul style="list-style-type: none"> Implementation status of the project sustainability plan Strengths, weaknesses &

⁷¹ Specific, Measurable, achievable, Realistic & Time bound

⁷² Clear, Realistic, Evaluability, Achievable & Measurable.

Evaluation Criteria/ Questions	Specific information required	Source of information	Data collection & analysis	Envisaged outcome of the analysis.
				gaps of the in-built sustainability plan <ul style="list-style-type: none"> Lessons learnt, best practices & recommendations.
Was the implementation approach valid and realistic? Has the project adequately taken into account the risks of blockage?	<ul style="list-style-type: none"> Description of the implementation approach Appropriateness of the prioritized implementation strategies 	<ul style="list-style-type: none"> Project document & reports Project staff at management & field levels Government officials 	<ul style="list-style-type: none"> Desk review Key informant interviews with project staff. 	<ul style="list-style-type: none"> Efficiency & effectiveness gains accruing to the prioritized implementation approach Weaknesses & gaps of the implementation approaches Lessons learnt, best practices & recommendations
Has the project addressed gender issues in the project document?	<ul style="list-style-type: none"> Evidence for gender mainstreaming in the project design, implementation & results Gender mainstreaming challenges encountered 	<ul style="list-style-type: none"> Project document Progress reports Project staff. 	<ul style="list-style-type: none"> Desk review Key informant interviews with project staff. 	<ul style="list-style-type: none"> Degree of success in gender mainstreaming Efficacy of gender mainstreaming Weaknesses & gaps in gender mainstreaming.
Were lessons learned from previous projects considered in the design and implementation of the project?	<ul style="list-style-type: none"> Specific lessons drawn from previous projects How were these lessons used in the designing and/ or implementation the project under this evaluation 	<ul style="list-style-type: none"> Project document Project staff Previous project evaluation report(s) 	<ul style="list-style-type: none"> Desk review Key informant interviews with project staff. 	<ul style="list-style-type: none"> Contribution of such lessons in strengthening project quality (implementation & results) Lessons learnt, best practices & recommendations
<i>Project effectiveness at local and national levels</i>				
To what extent has the project achieved its objectives in terms of stated targets at national and local levels	<ul style="list-style-type: none"> Degree of variation between the actual & results targets at output & outcome levels Factors for the observed project performance 	<ul style="list-style-type: none"> Results framework Project M&E reports Project staff 	<ul style="list-style-type: none"> Desk review Key informant interviews with project staff. 	<ul style="list-style-type: none"> Project results level achievements Facilitators & inhibitors of performance Lessons learnt, best practices & recommendations
Has the project successfully built or	<ul style="list-style-type: none"> Systems, policies and attitudinal 	<ul style="list-style-type: none"> Project document 	<ul style="list-style-type: none"> Desk review 	<ul style="list-style-type: none"> Intended and unintended results

Evaluation Criteria/ Questions	Specific information required	Source of information	Data collection & analysis	Envisaged outcome of the analysis.
strengthened an enabling environment (systems, policies, people's attitudes, etc.)?	changes caused by the project	<ul style="list-style-type: none"> Progress reports Project staff. 	<ul style="list-style-type: none"> Key informant interviews with project staff. Survey questionnaire 	<p>from the policy and system changes caused by the project.</p> <ul style="list-style-type: none"> Lessons learnt, best practices & recommendations.
Which have been the main contributing and challenging factors towards the project's success in attaining its targets?	<ul style="list-style-type: none"> Information on facilitating or constraining activities 	<ul style="list-style-type: none"> Progress reports Project staff. Implementing partners Beneficiaries 	<ul style="list-style-type: none"> Desk review Survey questionnaire Key informant interviews with project staff and partners FGDs 	<ul style="list-style-type: none"> Possible lessons for future programmes
What, if any, unintended results of the project have been identified or perceived?	<ul style="list-style-type: none"> Evidence of unintended results 	<ul style="list-style-type: none"> Progress reports Project staff. Implementing partners 	<ul style="list-style-type: none"> Desk review Key informant interviews with project staff and partners FGDs 	<ul style="list-style-type: none"> Insights into possible programme complementary output and outcomes
<i>The efficiency of resource use</i>				
How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives?	<ul style="list-style-type: none"> Resource adequacy (planned Vs realized budget) & human resources Financial management & reporting procedures Specific strategies adopted to ensure cost effectiveness of the project. 	<ul style="list-style-type: none"> Project budget & work plans Project progress reports Project staff 	<ul style="list-style-type: none"> Desk review Key informant interviews with project staff. 	<ul style="list-style-type: none"> Extent to which all planned activities have been implemented Variations in the planned & actual project budgets Strengths & weaknesses of the adopted cost minimization strategies Lessons learnt, best practices & recommendations.
To what extent have the disbursements and project expenditures been in line with expected	<ul style="list-style-type: none"> Degree of variation between budget & expenditures & its effect on the project successes Factors that explain the variations 	<ul style="list-style-type: none"> Work plans & budgets Progress reports (Narrative & financial) Project staff 	<ul style="list-style-type: none"> Desk review Key informant interviews with project staff. 	<ul style="list-style-type: none"> Lessons learnt, best practices & recommendations.

Evaluation Criteria/ Questions	Specific information required	Source of information	Data collection & analysis	Envisaged outcome of the analysis.
budgetary plans? Why yes and why not?		<ul style="list-style-type: none"> Implementing Partners 		
<i>Effectiveness of management arrangements;</i>				
Has adequate technical and financial resources to fulfil the project plans been availed? If not, what other kinds of resources may have been required?	<ul style="list-style-type: none"> Project funding/knowledge and infrastructure gaps Employed strategies to ensure availability of the required resources. 	<ul style="list-style-type: none"> Project document Work plans & budget Management staff 	<ul style="list-style-type: none"> Desk review Key informant interviews with project staff. Survey questionnaire 	<ul style="list-style-type: none"> The effect of the project funding gaps on its success Lessons learnt, best practices & recommendations
Assess if the management and governance arrangement of the project contributed and facilitated the project implementation	<ul style="list-style-type: none"> Key management & governance structures & systems Strengths, weaknesses & gaps in project mgt& governance arrangement. 	<ul style="list-style-type: none"> Project document Governance & management policies Project staff at management level 	<ul style="list-style-type: none"> Desk review Key informant interviews with project staff. 	<ul style="list-style-type: none"> Effect of project management & governance arrangement on its performance Lessons learnt, best practices & recommendations.
Has the project created a good relationship and cooperation with relevant national and local level government authorities and other relevant stakeholders, including the development partners, to achieve the project results?	<ul style="list-style-type: none"> Specific partners the project has cooperated with Availability of a framework to guide cooperation (partnership strategy) Strengths, weaknesses & gaps of the project's partnership strategy. 	<ul style="list-style-type: none"> Project document Partnership strategy Project staff Other key stakeholders 	<ul style="list-style-type: none"> Desk review Key informant interviews with project staff. 	<ul style="list-style-type: none"> Effect on the project partnership & cooperation with other agencies on its performance. Lessons learnt, best practices & recommendations.
Has the project received adequate administrative, technical and- if needed- policy support from the ILO office and specialists in the field (DWT Pretoria) in headquarters?	<ul style="list-style-type: none"> Specific support provided by these structures 	<ul style="list-style-type: none"> Project reports Project staff 	<ul style="list-style-type: none"> Desk review Key informant interviews with project staff. 	<ul style="list-style-type: none"> Strengths, weaknesses & gaps in harnessing the support Lessons learnt, best practices & recommendations.
<i>Impact orientation and sustainability</i>				

Evaluation Criteria/ Questions	Specific information required	Source of information	Data collection & analysis	Envisaged outcome of the analysis.
To what extent is there evidence of positive changes in the life of the ultimate project of people led policy?	<ul style="list-style-type: none"> • Specific changes created by the project • Specific beneficiary categories have registered more changes • Is the change gender considerate 	<ul style="list-style-type: none"> • Project document • Project reports 	<ul style="list-style-type: none"> • Desk review • Key informant interviews with project staff. • Survey questionnaire 	<ul style="list-style-type: none"> • Intended & unintended changes in beneficiaries' lives created by the project • Lessons learnt, best practices & recommendations.
Assess whether project outcomes are sustainable and identify the steps that have been taken to enhance it.	<ul style="list-style-type: none"> • Specific outcomes with likelihood of sustainability & those without. • Specific sustainability strategies undertaken. 	<ul style="list-style-type: none"> • Sustainability plan • Project document • Project reports • Project staff 	<ul style="list-style-type: none"> • Desk review • Key informant interviews with project staff. 	<ul style="list-style-type: none"> • Strengths, weaknesses & gaps in outcome sustainability • Other areas of support for enhanced project sustainability. • Lessons learnt, best practices & recommendations for enhanced sustainability.
Identify and discuss gaps in the sustainability strategy and how the stakeholders, including other ILO projects support, could address these.	<ul style="list-style-type: none"> • Presence & implementation status of the sustainability strategy • Challenges bedeviling the implementation of the strategy • More support need to actualize project sustainability. 			<ul style="list-style-type: none"> • Lessons learnt, best practices & recommendations for enhanced sustainability.
COVID19issues				
To what extent has the COVID-19 Pandemic influenced project results and implementation and how has the project addressed it? If so, can the adapted intervention models developed under COVID19 be applicable for similar crisis response?	<ul style="list-style-type: none"> • Specific changes in the project implementation arrangements have been effected due to COVID-19? • Specific ways in which these changes have affected the results and the overall project strategy • Specific strategies used to address challenges posed by COVID-19 	<ul style="list-style-type: none"> • Internal & external memos • Project staff • Project reports 	<ul style="list-style-type: none"> • Desk review • Key informant interviews with project staff. 	<ul style="list-style-type: none"> • Strengths & weakness of the adopted COVID 19 adaptation strategies • Potential for replication in similar projects.

Evaluation Criteria/ Questions	Specific information required	Source of information	Data collection & analysis	Envisaged outcome of the analysis.
How has the sustainability approach of the project been affected/could be affected by the Covid19 situation at national and local levels?	<ul style="list-style-type: none"> • Specific effects of COVID 19 on the sustainability approach of the project. 	<ul style="list-style-type: none"> • Project staff • Project reports 	<ul style="list-style-type: none"> • Desk review • Key informant interviews with project staff • Survey questionnaire 	<ul style="list-style-type: none"> • Necessary mitigation measures. • Key lessons learnt & recommendations
Do stakeholders have any proposals to contribute to the economy with employment lens as the focus recovery phase in the country, Which are these proposals?	<ul style="list-style-type: none"> • Stakeholder generated proposals for recovery • Opportunities & challenges for their successful implementation 	<ul style="list-style-type: none"> • Internal & external Stakeholders 	<ul style="list-style-type: none"> • Key informant interviews with stakeholders. 	<ul style="list-style-type: none"> • A list of stakeholders generated proposals for the recovery phase
Cross cutting issues				
To what extent has gender and human rights been integrated in the project design & implementation	<ul style="list-style-type: none"> • Evidence for gender & human rights mainstreaming • Specific gender/human rights mainstreaming strategies • Lessons learnt 	<ul style="list-style-type: none"> • Stakeholders • Project document & progress reports 	<ul style="list-style-type: none"> • Key informant interviews with stakeholders. • Desk review 	<ul style="list-style-type: none"> • Successes & gaps in gender/human rights mainstreaming in project design & implementation.
Overall lessons learnt				
Key lessons in respect to project design & implementation				
Key action plans for consideration in the next project phase.				

Annex 5: Tools

A Key Informant Guide-Project Staff

Introduction

The ILO project in South Africa called "Development of a Social and Solidarity Economy Policy in South Africa" is coming to an end and the purpose of this guide is intended to seek your views on the performance and achievements of the project.

Relevance and strategic fit

- How did the project respond to the development needs of South Africa?
- How has the project supported the national and international development agenda in South Africa?

vii) The validity of the project design

- Did the project design take into account the situation in South Africa and the needs of targeted beneficiaries?

viii) Effectiveness

- Has the project been able to achieve its targeted results at output and outcome level?
- What were the successes and challenges faced in realizing the project objectives?
- What were the intended and unintended results of the project?
- How did Corvid affect the project achievement of project results?
- How did the project adapt in order to overcome the effects of Corvid-19 on delivery of project results?

ix) Efficiency use of resources and management arrangements

- Did you have adequate resources to implement the project?
- How did you use the resources at your disposal to ensure value for money and delivery of targeted project results?
- How helpful was the project Monitoring and Evaluation strategy in the management, learning and accountability?

x) Orientation to impact and Sustainability

- What are the indicators that the project outcomes will be sustainable in the long-term?
- How has the project contributed to ILO Decent Work Agenda, Decent Work Country Programmes and National Development Programmes?
- How has Corvid-19 impacted on sustainability of the project results?

xi) Gender equality and non-discrimination

- How was the project inclusive of women and other marginalized groups?

B Key Informant Guide -Government Ministries, Departments Agencies

Relevance and strategic fit

- What was your role in the implementation of the Social and Solidarity Economy Policy project?
- How has the project contributed to government initiatives and programmes and the implementation of the SDGs?

The validity of the project design

- How realistic was the project design of the project in terms of the institutional arrangements, partnerships, roles, capacity and commitment of stakeholders?
- To what extent were the relevant external factors and assumptions identified at the time of project design valid?
- How have the underlying assumptions on which the project was based, proven to be true?
- Was the time frame for the project realistic enough to accomplish planned activities?
- How did the inputs identified contribute to the achievement of the overall project objective?
- What were the weaknesses and strengths of the design?
- How did the project structure and the funding split between EDD / dtic and ILO help achieve the project results?

Effectiveness

- What outputs have so far been achieved by the project?
- What outcomes have been realized by the project?
- To what extent has the project achieved its overall objectives?
- What have been the unintended projects objectives both anticipated and perceived?
- What have been the main internal factors that contributed to its success in achieving its targets?
- What have been the main external factors that contributed to its success in achieving its targets?
- What have been the challenges that the project faced in achieving its targets?
- How did the project deal with the challenges?
- What coordination and partnership mechanisms with main stakeholders did the project put in place?
- To what extent were the mechanisms effective during the project implementation?
- To what extent were the partners fulfill their roles as prescribed in the strategy? Were there any capacity challenges faced in the implementation of the strategy by partners?
- What national level policies did the project influence?
- How did the project inform debates on the social economy and other relevant themes?
- How did covid-19 pandemic affect the delivery of the project results and effectiveness?
- How did the project adapt so as cope with effects of Corvid-19?
- Can the adoption measures used by the project be replicated in similar crisis?

Efficiency use of resources and management arrangements

- How adequate were the technical resources to support the implementation of the project plans?
- How adequate was project funding to support the implementation of the project plans?
- Were there any adjustments in resource allocation to ensure achievement of the project outcomes?
- How adequate was the project M&E Strategy?
- How has the M&E strategy contributed to project management?
- How has the M&E strategy contributed to learning and accountability?

Orientation to impact and Sustainability

- How is your ministry/department/agency likely to contribute to the sustainability of the project results?
- Has the ownership at national level been promoted and achieved?
- Has the phase-out strategy been implemented?

- How has the project innovative initiatives contributed to decent work and overall national development?
- How will the project outcomes contribute to the social economy in South Africa?
- How Covid-19 did affected sustainability of project?
- How did overall national measures taken against Corvid-19 enable the project deliver on its results?

Gender equality and non-discrimination

1. How did the project address women issues?
2. How did the project address men issues?
3. How will the project contribute gender equality in long-term?
4. Which other vulnerable groups did the project target?

C Key Informant Guide -Business Development Support

1. What did the project do well?
2. What did the project not do well?
3. What could the project have done differently?
4. Are you aware of a project Gender equality strategy? How has it been operationalized?
5. Was the strategy and approach of the project relevant to the country and its stakeholders?
6. Did the project make the correct assumptions about how to strengthen the social economy in South Africa?
7. Based on your level of knowledge, were the objectives of the project clear, realistic and likely to be achieved by June 2020?
8. What have been the achievements of the project?
9. How effective were the project partnership with stakeholders?
10. What changes in project strategy were adopted to enable the project to succeed?
11. How adequate were the technical and financial resources for the project to be effective?
12. Were the human resources allocated strategically to allow the project to be effective?
13. Are the project outcomes likely to generate a long-term positive change?
14. Did the project have a phase-out strategy in place?
15. What innovations has the project done to enable it deliver on its results?
16. How inclusive of the blacks, Persons with disabilities and the elderly?
17. How did the project address issue of climate change?

Annexes 6: Relevant Policies and Guidelines

- a. ILO Policy Guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 3rd ed.

http://www.ilo.ch/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm

- b. Code of conduct form (To be signed by the evaluators)

http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm

- c. Checklist No. 3: Writing the inception report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm

- d. Checklist 5: preparing the evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm

- e. Checklist 6: rating the quality of the evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm

- f. Template for lessons learnt and Emerging Good Practices

http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm

http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm

- g. Guidance note 7: Stakeholders participation in the ILO evaluation

https://www.ilo.org/global/docs/WCMS_165982/lang--en/index.htm

- h. Guidance note 4: Integrating gender equality in the monitoring and evaluation of projects

http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

- i. Template for the evaluation title page

http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm

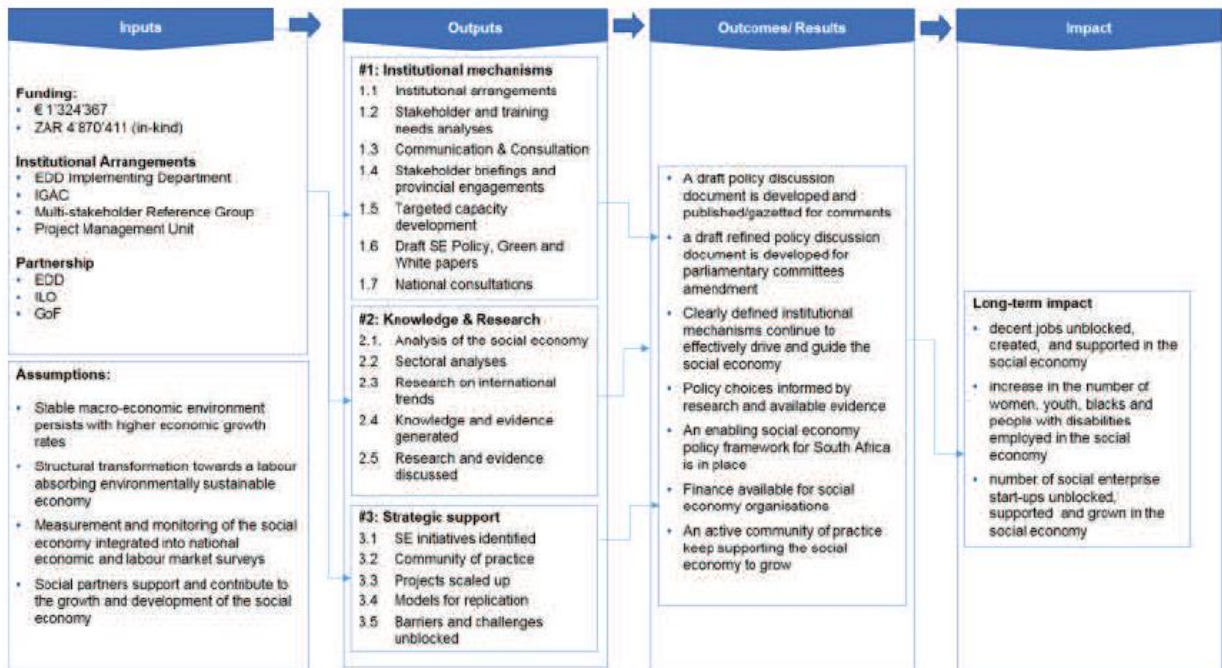
- j. Template for evaluation summary

<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>

- k. UNEG Ethical Guidelines for Evaluation

<http://www.unevaluation.org/document/download/548>

Annex 7: Theory of change



Annex 8: Lessons learnt and Good practices

8.1. Lessons Learnt

8.1.1. Research as key at informing step by step approaches to rolling out project processes.

ILO Lesson Learned Template

Project Title: **Social and Solidarity Economy Policy Project**

Project TC/SYMBOL: **Independent Final Evaluation of ZAF1601MFLA**

Name of Evaluator: **Cliff Bernard Nuwakora**

Date: **January 2021– March 2021**

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<p>Lesson 1: It was absolutely necessary to get started from an informed point of view. Thus, research was commissioned to gather a wide perspective of views, and partnership with Academia was key resource for critical opinions that shaped the processes.</p> <p>It was absolutely necessary to get started from an informed point of view. Thus, researches were commissioned to gather a wide perspective of views and partnership with Academia was key resource for critical opinions that shaped the processes social media was especially short posts through Linked-In / FB provided excellent feedback. The processes involved everyone which made the exercise participatory in nature.</p>
Context and any related preconditions	It provided a firm ground for the Social and Solidarity Economy Policy project to be rolled out on an informed point of view which made the processes smooth and contributed to flexibility in project implementation.
Targeted users / Beneficiaries	South African government's ministries departments and agencies, ILO itself and Government of Flanders and of course social economy sector players, Academia and employers and workers.
Challenges /negative lessons - Causal factors	Context can change with time and render the lessons learnt in the past obsolete
Success / Positive Issues - Causal factors	Context can change with time and render the lessons learnt in the past obsolete

<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<p>Requires the will of the key stakeholders to appreciate that partnerships and collaborations form a backbone to the success of the project processes and realization of results. Meticulous design for the learning process is critical to ensure key and important good practices in the partnership and collaboration are well documented. The implementation should be continuous to capture emerging issues such as challenges and negate them in a timely manner.</p>
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8.1.2. Specialist Groups

ILO Lesson Learned Template

Project Title: **Social and Solidarity Economy Policy Project**

Project TC/SYMBOL: **Independent Final Evaluation of ZAF1601MFLA**

Name of Evaluator: **Cliff Bernard Nuwakora**

Date: **January 2021– March 2021**

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

LL Element Text

Brief description of lesson learned (link to specific action or task)	<p>Lesson 2: Bringing on board citizens, specialists and experts from various sectors of the social economy contributing a wealth of ideas to the development of the Social and Solidarity Economy Policy.</p> <p>The panels include IGAC: Intergovernmental Advisory Committee, Expert Reference Panel that included the Citizens and Experts, Specialist consultations- Legal, Academic and CSI brought about a fertilisation of ideas critical for effective delivery of project results.</p>
Context and any related preconditions	<p>It was necessary to capture views from a wide a spectrum as possible to be able to avoid pitfalls such as gaps in information about what the social economy is and be able to generate the possible path for the process to be successful. This was key to enable the policy address issues of efficiency and effective and relevancy and sustainability of the results.</p>
Targeted users / Beneficiaries	<p>South African government’s ministries departments and agencies, ILO itself and Government of Flanders and of course social economy sector players, Academia and employers and workers.</p>
Challenges /negative lessons - Causal factors	<p>Context can change with time and render the lessons learnt in the past obsolete.</p>
Success / Positive Issues - Causal factors	<p>Identification of the right approaches to processes, support, interventions and how to realize project outputs and outcomes.</p>
ILO Administrative Issues (staff, resources, design, implementation)	<p>Requires well trained staff, adequate financing to ensure the process is comprehensive. Meticulous design for the learning process is critical to ensure key and important lessons are documented. The implementation should be continuous to capture emerging issues such as challenges and negate them in a timely manner.</p>

8.1.3. Clarity in data capture such as evidence of numbers and qualitative back up as presented in illustrations and Case Stories was important in gathering and sharing critical ideas on social economy and adoption of critical tools for gathering the data were RSVP for events, Surveys at consultations and through M&E forms.

ILO Lesson Learned Template

Project Title: **Social and Solidarity Economy Policy Project**
 Project TC/SYMBOL: **Independent Final Evaluation of ZAF1601MFLA**
 Name of Evaluator: **Cliff Bernard Nuwakora**
 Date: **January 2021– March 2021**

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Lesson 3: Clarity of data in terms of numbers and qualitative back up (as presented in illustrations and case stories) was important in gathering and sharing critical ideas on social economy. The crucial tools for gathering the data were RSVP for events, Surveys at consultations and M&E forms. This enabled the creation of a data base that informed the processes in terms of who the stakeholders in the social economy are and their contribution and how they can be mobilised and reached to contribute ideas to social and solidarity policy project consultative processes.
Context and any related preconditions	It was the best way of bringing on board knowledge resources for better delivery of the project results in a manner that was inclusive of all
Targeted users / Beneficiaries	South African government’s ministries departments and agencies, ILO itself and Government of Flanders and of course social economy sector players, Academia and employers and workers.
Challenges /negative lessons - Causal factors	Context can change with time and render the lessons leant in the past obsolete.
Success / Positive Issues - Causal factors	Identification of the right collaborators and partners with the will to support the processes that led to the realization of project results.

<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<p>Requires the will of the key stakeholders to appreciate that accurate data forms a backbone to the success of the project processes and realization of results. Meticulous design for the learning process is critical to ensure key and important good practices in the research are well documented. The implementation should be continuous to capture emerging issues such as challenges and negate them in a timely manner.</p>
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8.1.4. Continuous consultative engagements

ILO Lesson Learned Template	
Project Title: Social and Solidarity Economy Policy Project Project TC/SYMBOL: Independent Final Evaluation of ZAF1601MFLA Name of Evaluator: Cliff Bernard Nuwakora Date: January 2021– March 2021 The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.	
LL Element	Text
Brief description of lesson learned (link to specific action or task)	<p>Lesson 4: Continuous consultative engagements with stakeholders, partners and beneficiaries was key to enhancing networking to achieve project goals</p> <p>Continuous consultative engagements with stakeholders, partners and beneficiaries proved as an opportunity for people to work together and share views.</p> <p>The consultations were made accessible, friendly and approachable. Key actions were the engagement of Provincial governments, networks and co-organizing consultations with key stakeholders. Pilots’ sessions were held to ensure there is feedback to inform workshop design. Ultimately, consultations proved as an opportunity for people to work together and share views</p>
Context and any related preconditions	The intention of wide consultations was to generate rich views, identify key partners and collaborations upon which the project would be anchored
Targeted users / Beneficiaries	South African government’s ministries departments and agencies, ILO itself and Government of Flanders and of course social economy sector players, Academia and employers and workers.
Challenges /negative lessons - Causal factors	Context can change with time and render the lessons learnt in the past obsolete
Success / Positive Issues - Causal factors	Identification of wide spectrum of views from different sectors players was an important spring board to effectively delivery of project outputs and results.
ILO Administrative Issues (staff, resources, design, implementation)	Requires well trained staff, adequate financing to ensure the processes are comprehensive. Meticulous design for the learning process was critical to ensure key and important lessons are documented. The implementation should be continuous to capture emerging issues such as challenges and negate them in a timely manner.

8.1.5. Government, ILO and donor streamlined and flexible working relations were crucial to project efficiency and effectiveness

ILO Lesson Learned Template

Project Title: **Social and Solidarity Economy Policy Project**

Project TC/SYMBOL: **Independent Final Evaluation of ZAF1601MFLA**

Name of Evaluator: **Cliff Bernard Nuwakora**

Date: **January 2021– March 2021**

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<p>Lesson 5:Government, ILO and donor streamlined and flexible working relations were crucial to project efficiency and effectiveness because it generated trust and legitimacy of the policy and was cost effective in terms of easy of sharing out responsibilities, tasks and direction among the key stakeholders</p> <p>The Government and donor smooth working relations were key to the success of the Social and Solidarity Economy Policy making process. They generated trust and legitimacy of the policy. It was also cost effective in terms of easy of sharing out responsibilities, tasks and direction among the key stakeholders. They also enhanced transparency in terms of tackling challenges being experienced and needed support to alleviate them.</p> <p>It was also cost effective in terms of easy of sharing out responsibilities, tasks and direction among the key stakeholders. They also enhanced transparency in terms of tackling challenges being experienced and needed support to alleviate them.</p>
Context and any related preconditions	It was the best way of bringing on board he necessary skills, human and financial and knowledge resources for better delivery of the project results in a manner that was inclusive of all
Targeted users / Beneficiaries	South African government’s ministries departments and agencies, ILO itself and Government of Flanders and of course social economy sector players, Academia and employers and workers.
Challenges /negative lessons - Causal factors	Context can change with time and render the lessons leant in the past obsolete.
Success / Positive Issues - Causal factors	Identification of the right collaborators and partners with the will to support the processes that led to the realization of project results.

<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<p>Requires the will of the key stakeholders to appreciate that partnerships and collaborations form a backbone to the success of the project processes and realization of results. Meticulous design for the learning process is critical to ensure key and important good practices in the partnership and collaboration are well documented. The implementation should be continuous to capture emerging issues such as challenges and negate them in a timely manner.</p>
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8.2. Good practices

8.2.1. Social Media

ILO Emerging Good Practice Template	
Project Title: Social and Solidarity Economy Policy Project	
Project TC/SYMBOL: Independent Final Evaluation of ZAF1601MFLA	
Name of Evaluator: Cliff Bernard Nuwakora	
Date: January 2021– March 2021	
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
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<p>Making use of social media and collaborative tools to organize workshops brings many interesting elements. Beyond reducing the UN footprint, it also allows more immediate data-driven conversation.</p> <p>It has an effect of promoting environment protection as there is no paper work involved that could cause deforestation and litter with associated burning that emits carbon dioxide. There is also likelihood easing participation of youth due their massive access to mobile telephony through smart phone making the project inclusive and meeting its purpose. Massive youth and women participation promotes good governance as freedom of expression is greatly enhanced by the massive reach of the social media.</p>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The Corvid-19 pandemic and associated SoPs limit physical person to person contacts to avoid the massive spread of the pandemic and use of social media tools mitigates that. There is also increasing use of social media for massive communication because it is fast. The only limitation could be connectivity challenges in terms of stability of the service provider signal.
Establish a clear cause-effect relationship	Reduced spread of risk of Corvid -19 spread among project implementation team and stakeholders as well as efficiency in resource use as there is no need to hire transport, meals and accommodation for participants yet aim is achieved.
Indicate measurable impact and targeted beneficiaries	Participants have embraced social media as key to virtual communication and most convenient way to hold meetings.
Potential for replication and by whom	The potential for replication is high given the fast and convenient way of communication among stakeholders' country wide. It also enhances networking among the emerging stakeholders in the entire South Africa and elsewhere. The ILO, South African governments' ministries and agencies, Academia, Social Enterprises and private sector should take lead to replicate the good practice so as to enhance the social economy
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's	Use of the social media is quite efficient method for communication amidst Covid-19 pandemic and selected novel way to propagate interventions that require wide consultations for subsequent

Strategic Programme Framework)	interventions by ILO in order to bring about the most significant changes.
Other documents or relevant comments	Since social media is very appealing and attracted the wide use by the youth, it has high impact in terms of enhancing inclusivity and environmental protection through green revolution enhancement.

8.2.2. National Government as Lead

ILO Emerging Good Practice Template

Project Title: **Social and Solidarity Economy Policy Project**

Project TC/SYMBOL: **Independent Final Evaluation of ZAF1601MFLA**

Name of Evaluator: **Cliff Bernard Nuwakora**

Date: **January 2021– March 2021**

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
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<p>Having a team led by national Government with technical assistance from a UN agency is a very promising mechanism</p> <p>The team led by government with technical back from UN agency brought on board mutual relationship,-built trust among the partners which led to clear communication, coordination and a trustful relationship. It also meant there was ownership of the project from the very start and that government had “their skin in the game” as much as the ILO.</p> <p>It also meant there was ownership of the project from the very start and that government had “their skin in the game” as much as the ILO.</p>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Involvement of the government departments at the core of the Social and Solidarity Economy Policy delivery with technical support from ILO form a symbiotic relationship. There appear no limitations to applicability as such partnerships are key to delivery of global and national development goals such as increasing employment opportunities, inclusions, poverty reduction to which both partners aspire to achieve.
Establish a clear cause-effect relationship	Government political will, ownership is very key to enhancement and sustainability of donor support initiatives such as the Social and Solidarity Economy Policy project.
Indicate measurable impact and targeted beneficiaries	Government itself will most likely change the approach to policy making and legal framework has been put in place to enhance the social economy sector namely creation of DiT and recognition of social economy players as largest creators of jobs in South Africa,
Potential for replication and by whom	The potential for replication is high given the Government of South Africa has learnt a lot from the consultative approaches and key stakeholders on who the sector players are the role they play in social economic development. The ILO, South African government’s ministries and agencies, private sector, Academia and Social Enterprises should take lead to replicate the good practice.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)	The project implementation partnership between government and ILO is critical not only to the delivery and promotion of the tripartite SDGs and the South Africa national agenda 2030.

Other documents or relevant comments	Enhances Africa Agenda 2063 and North South partnerships which are key to delivery of development outcomes that include all by overcoming the climate change and pandemic threats.
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