



International
Labour
Organization

South Africa Decent Work Country Programme (2018- 2023)

MID-TERM REVIEW



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FOR THE INTERNATIONAL LABOUR ORGANISATION | PRETORIA, SOUTH AFRICA

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Acronyms

Acronym		
ARLAC	-	African Regional Labour Administration Centre
AU	-	African Union
BCEA	-	Basic Conditions of Employment Act
BDS	-	Business Development Services
BRICS	-	Brazil, Russia, India, China, and South Africa
BUSA	-	Business Unity South Africa
CCMA	-	Commission for Conciliation, Mediation and Arbitration
CEACR	-	Committee of Experts on the Application of Conventions and Recommendations
COSATU	-	Congress of South African Trade Unions
CSO	-	Civil Society Organisation
DAC	-	Development Assistance Committee
DEL	-	Department of Employment and Labour
DHET	-	Department of Higher Education and Training
DPME	-	Department of Planning, Monitoring and Evaluation
DSD	-	Department of Social Development
DSBD	-	Department of Small Business Development
DTIC	-	Department of Trade, Industry and Competition
DWCP	-	Department of Small Business Development
ECOWAS	-	Economic Community of West African States
ESSA	-	Employment Services of South Africa
FEDUSA	-	Federation of Unions of South Africa
GBVH	-	Gender-Based Violence and Harassment
HBW	-	Home-Based Workers
ISBC	-	Informal Sector Bargaining Council
ILS	-	International Labour Standards
ILO	-	International Labour Organization
ITC	-	Information Technology Communication
LED	-	Local Economic Development
LRA	-	Labour Relations Act
M&E	-	Monitoring and Evaluation
MBO	-	Member-Based Organisation

NDP	-	National Development Plan Vision 2030
NEDLAC	-	National Economic Development and Labour Council
NGO	-	Non-Governmental Organization
NIBUS	-	National Informal Business Upliftment Strategy
NMWA	-	National Minimum Wage Act
NSSF	-	National Social Security Fund
OECD	-	Organisation for Economic Co-operation and Development
PSCPC	-	Presidential Summit on Comprehensive Social Security
SALRC	-	South African Law Reform Commission
SAWPA	-	South African Women in Public Administration
SDGs	-	Sustainable Development Goals
SETA	-	South African Women in Public Administration
SMME	-	Small, Medium and Micro Enterprises
ToC	-	Theory of Change
ToR	-	Terms of Reference
UN	-	United Nations
UNDAF	-	United Nations Development Assistance Framework
UNSDCF	-	United Nations Sustainable Development Cooperation Framework
WIEGO	-	Women in Informal Employment: Globalizing and Organizing

Executive Summary

Background

The Decent Work Country Programmes (DWCPs) are the primary mechanism for the delivery of ILO support to partner countries. The purpose of DWCPs at country level is to promote decent work as a key component of national development strategies, and to organise ILO knowledge, instruments, advocacy and cooperation for the benefit of tripartite constituents in a results-based framework to advance the Decent Work Agenda. Tripartism and social dialogue are central to the planning and implementation of a coherent and integrated ILO programme of assistance to constituents in member States, and this has undoubtedly been the case for the DWCP under review.

DWCPs are the distinct ILO contribution to UN country programmes and constitute one main instrument to better integrate regular budget and extra-budgetary technical cooperation. Each DWCP is organised around a limited number of country programme priorities and outcomes, and these are given substance in a more detailed implementation plan. The country programme priorities and outcomes reflect the strategic results framework of the ILO, adapted to national situations and priorities. The Decent Work Country Programme (DWCP) in South Africa has adopted a tripartite plus arrangement, which enables the community constituency and representatives of informal worker organisations to participate. The DWCP Results Framework aims to meet the three identified priorities:

1. To promote more and better jobs
2. To broaden social protection
3. To promote strong and representative workers and employers' organisations

While the Results Framework does not outline the actions and responsibilities of the various partners, it does provide expected outcomes, indicators to measure progress and targets to meet against the relevant outcomes.

The purpose of the Country Programme Review (CPR) is to examine the progress towards achieving the outcomes identified for the programme (2018-2023) and to use the lessons learnt to inform the programme going forward. Challenges impacting effective implementation of the programme are analysed in relation to their causes and recommendations have been developed to address them.

Methodology and limitations

A semi-structured questionnaire was developed for one-on-one interviews. The questions centred around five key areas:

1. What was your role in the implementation of the DWCP?
2. What do you view as the key strengths of the DWCP?
3. What do you consider to be the main challenges in relation to effective implementation of the DWCP?
4. Do you have any recommendations that would strengthen the programme going forward?
5. Probing questions unpacked issues such as DWCP office support in general, the extent to which key outcomes were achieved, and the effectiveness of the monitoring and evaluation system.

An additional more detailed online questionnaire was developed, which largely consisted of questions requiring a box to be checked. Representatives from the following stakeholder groups were invited to participate in the interviews and each was also sent the online questionnaire:

- National Department of Employment and Labour (DEL)
- Commission for Conciliation, Mediation and Arbitration (CCMA)
- Public Service Coordinating Bargaining Council
- National Department of Social Development (DSD)
- National Department of Public Works and Infrastructure (DPW)
- National Department of Higher Education and Training (DHET)
- National Department of Environment, Forestry and Fisheries (DEFF)
- Productivity SA
- National Department of Trade, Industry and Competition (DTIC)
- National Planning Commission
- National Department of Communications and Digital Technologies (DCDT)
- National Department of Small Business Development (DSBD)
- Institute for Economic Justice
- Employment Equity Commission
- Business Unity South Africa (BUSA)
- Congress of South African Trade Unions (COSATU)
- Federation of Unions of South Africa (FEDUSA)
- National Council of Trade Unions (NACTU)
- Community Constituency
- The Decent Work Team and Development Cooperation staff (ILO)
- National Economic Development and Labour Council (NEDLAC)

The OECD-DAC evaluation criteria was used to formulate the questions which guided the literature review. The outcomes of the interviews and questionnaires were categorised and analysed in line with the evaluation criteria. The seven areas of focus for the evaluation were:

1. Relevance and coherence
2. Validity of design and evaluability
3. Programme effectiveness
4. Efficiency and resource use
5. Effectiveness of management arrangements
6. Programme Impact
7. Sustainability

A large body of documents related to the DWCP was reviewed to provide substantive data on the programme and stakeholders interviewed provided rich information which shaped the recommendations. Unfortunately, there was insufficient response to the online questionnaire limiting the depth of data collected. Not all constituents responded to the request for a one-on-one interview, but nonetheless sufficient data was collected from those interviewed.

Findings

Relevance and coherence: The overall findings suggest that the DWCP is highly relevant to the needs of the social partners in South Africa and is in alignment with key international and national priorities. The South Africa DWCP was developed based on *the ILO Decent Work Country Programme: A Practical Guidebook (2016)*, which included a template for the development of the Results Matrix. It should be noted that the template was revised in 2020. The template requires the country to articulate 3 country priorities, along with expected outcomes, targets, baselines, and indicators. Activities and output level results are not included in the Results Matrix. Clearly describing activities and allocating responsibilities for undertaking those activities would strengthen the likelihood of achieving the

overall objectives. Objectives are also not articulated in the results framework. Clearly stating an objective within a priority area informs the key outcomes that would be expected to achieve the objectives.

Validity of design and evaluability: The results framework does not express a clear theory of change, which clarifies the programme design, and which would therefore make it more easily evaluable. A clearer theory of change and results framework which should include measurable objectives and indicators, and actions that will be taken to reach the objectives is essential for effective planning and monitoring and evaluation. A results framework that depends on a wide range of stakeholders to implement requires clear allocation of roles and responsibilities and the agreement and collaboration of the affected parties to deliver on the actions.

Programme effectiveness: While the DWCP has wide stakeholder representivity, the areas of intervention and associated targets are at times vague and within the remit of the concomitant government department or other organization. Some of the indicators are high-level and therefore difficult to measure. Should the DWCP have a clear strategy based on its mandate and targets that were specific, measurable, collectively agreed to, realistic and time bound, it would be much easier to both plan for the achievement of the target as well as to measure the progress towards achieving that target.

Efficiency and resource use: In general, resources are effectively allocated to key target areas specifically in relation to capacity building and fostering stakeholder collaboration. The support provided by the back office is highly valued and has resulted in excellent relationships between the constituents and ILO staff. The DWCP aligns well with key national policies but alignment and coherence with other existing opportunities could perhaps be better articulated in the results framework.

Effectiveness of management arrangements: The technical and political support provided by the DWCP management is highly valued among stakeholders and has enabled the community constituency to gain traction at a local government level. The support team is very strong in establishing and strengthening important linkages and collaborative arrangements. Weaknesses exist in monitoring and evaluation processes specifically in relation to data collection. Clearer articulation of the integration of the DWCP activities into the SDGs of the sector departments is an area that could be considered for strengthening.

Programme Impact: The community constituency has benefited from capacity strengthening. The training provided on different aspects of decent work to different social partners, has made a significant contribution. Bringing comparative experience to bear especially about changes in the labour market, or in areas where change has been slow such as with informal sector issues or with social protection, was extremely valuable.

Sustainability: The positive impact on policy and legislative reform will be sustained in the long run and strengthening the capacity of stakeholders to collaborate and find common solutions should enable ongoing engagements. Because social partners are invested in the outcome of the programme, implementation is likely to be effective over a period.

Conclusion

The DCWP is strong in certain areas and the ILO is highly respected among the constituents. Clearer delineation of roles and responsibilities in implementing the programme and monitoring the outcomes will enable the programme to use evidence to build on strengths and address weaknesses. An

important area for consideration is the inclusion of sector departments other than DEL to commit to their role in creating decent work in South Africa

Recommendations

1. A **theory of change** with clear objectives, outcomes, indicators, and actions needed to achieve the objectives will provide a more coherent roadmap for partners and enable a clear understanding of relevant roles and responsibilities.
2. A well-developed theory of change will inform a **monitoring and evaluation strategy** which should include data sources, and responsibilities for collecting the data. A robust M&E strategy will help to ensure that resources (both professional time and money) are spent optimally.
3. A **data-driven approach** using accurate and reliable data will enable the implementers to make evidence-based decisions, as opposed to doing whatever appears on the surface to be an area of possible intervention. DWCP results and achievements should also be communicated to broader stakeholder groups beyond the Steering Committee to ensure that there is a robust feedback loop.
4. It is important that **processes are as efficient as possible** to make optimal use of human and physical resources. Meetings can be more strategically focused and should enable full participation without becoming cumbersome and lengthy.
5. A strategy to **bring stakeholders not yet fully committed on board** will improve the effectiveness of the programme. In particular, the DEHT is vital to strengthen the jobs and skills link in order to achieve greater alignment.
6. **Prioritising capacity-building initiatives**, where some success has already been gained and in areas that are in high demand such as future work, can have an immediate and sustained impact. Training and support in monitoring and evaluation is a needed skill across constituencies.
7. A **focus on futurework** especially IT skills and remote and platform work to prepare for the escalating development in technology.
8. **Mobilization of Resources**, with the Steering Committee developing an interim resource mobilisation strategy to augment the implementation of activities under the current DWCP.
9. Collaborating with **research** institutions and other relevant organisations to identify research needs and to support research studies to address specific issues related to decent work and social protection will help partners to make evidence-based decisions.
10. **Extend the time frame for completion of the DWCP** in South Africa to 2025 given that South Africa was severely impacted by the COVID-19 pandemic and the activities of the DWCP were severely curtailed as a result.
11. Conduct an **end-line impact evaluation** of the DWCP to assess the impact once the programme reaches its conclusion in 2023 and to inform future iterations.

1 Background and Programme Description

The Decent Work Country Programme (DWCP)¹ is a framework established by the International Labour Organization (ILO) to help countries promote decent work as a central pillar of their national development strategies. The programme aims to address the challenges and opportunities related to decent work in each country, considering their unique economic, social, and cultural contexts.

1.1 Process of developing the DWCP

The DWCP involves a collaborative effort between the ILO and national stakeholders, including ILO constituents (governments, employers' and workers' organizations), and civil society. Together, they identify priorities and develop a plan of action to improve working conditions, promote job creation, enhance social protection, and strengthen social dialogue. The second-generation South Africa DWCP covers the period 2018-2023 and its formulation was a culmination of a series of consultative engagements between the tripartite-plus constituents within the structures of the National Economic Development and Labour Council (NEDLAC)². In the South African context, NEDLAC is the statutory National Social Dialogue structure created to promote the goals of economic growth, participation in economic decision-making and social equity and to reach consensus and conclude agreements on matters pertaining to social and economic policy³.

The process of engagement to develop the new DWCP began in April 2016 when the tripartite-plus constituents, who constitute the National Steering Committee for the DWCP, convened to examine the findings of the mid-term review of the first generation DWCP and to consider the challenges encountered and lessons learnt during the implementation of the DWCP. One of the key lessons drawn from the assessment of the first generation DWCP was the critical importance of focusing on a limited number of shared priorities in the formulation of a DWCP, with consensus reached that it would be better to implement fewer interventions for greater impact. Following the initial 2016 meeting, the tripartite plus partners held consultations within their respective constituencies to identify priorities for the new DWCP. A consultative workshop was then held in August 2016 at NEDLAC where the constituents set out their respective priorities for the 2018-2023 DWCP programme cycle. The identification of priorities was carried out within the context of the ten ILO Programme and Budget (2018-2019) outcomes that are underpinned by ILS. The programme for 2018-2023 articulated three priority areas:

1. To promote more and better jobs
2. To broaden social protection
3. To promote strong and representative workers and employers' organisations

Ten outcomes were linked to these priorities as follows⁴:

- Outcome 1: More and better jobs for inclusive growth and improved youth employment prospects.

¹Republic of South Africa, Decent Work Country Programme 2018-2023 (June 2018), ILO: https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---program/documents/genericdocument/wcms_674579.pdf

² In South Africa the DWCP has adopted a tripartite plus arrangement in that the community constituency is included in the programme.

³ Act number 35 of 1994, National Economic Development and Labour Council Act, 1994.

⁴ ILO. 2016. Programme and Budget Proposals for 2016–17 at https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_342199.pdf

- Outcome 2: Ratification and application of international labour standards.
- Outcome 3: Creating and extending social protection floors.
- Outcome 4: Promoting sustainable enterprises.
- Outcome 5: Decent work in the rural economy.
- Outcome 6: Formalization of the informal economy.
- Outcome 7: Promoting workplace compliance through labour inspection.
- Outcome 8: Protecting workers from unacceptable forms of work.
- Outcome 9: Promoting fair and effective labour migration policies.
- Outcome 10: Strong and representative employers' and workers' organizations.

1.2 The formulation of the DWCP 2018-2023 priorities

The ILO Decent Work Country Programme: A Practical Guidebook states that DWCPs serve as the central framework for the ILO's assistance to stakeholders within a country. These programmes consist of comprehensive and harmonized strategies designed to achieve the ILO's strategic goals, with a focus on priorities determined by national tripartite constituents. DWCPs are developed based on the specific context of each country and aim to address the current challenges faced in the labor market. The decent work agenda has four strategic objectives: employment, social security, social dialogue and fundamental principles and rights at work, which provide the organising framework for the ILO to support its members at the country level. In South Africa, the programme for 2018-2023 is articulated three priority areas:

1. To promote more and better jobs
2. To broaden social protection
3. To promote strong and representative workers and employers' organisations

Other planning frameworks that provided a policy context for the DWCP included sub-regional, continental and development frameworks such as the SADC Industrialization Strategy (2015-2063), the SADC Decent Work Programme (2013-2019), the AU Declaration and Plan of Action on Employment, Poverty Eradication, and Inclusive Development in Africa (2015), the African Union Agenda 2063, and the 2030 Agenda for Sustainable Development. The DWCP aligned to the 2030 Agenda that places decent work at the heart of policies for sustainable and inclusive growth, as well as with the Strategic Cooperation Framework (SCF) 2013-2017 as the overall framework for joint UN programmes in South Africa⁵. The country diagnostic for this current DWCP was significantly informed by the preliminary findings of the UN Common Country Analysis for the process of developing the 2020 – 2025 UNSCF.

Implementation of the South Africa DWCP 2018-2023 is being managed by the ILO Pretoria office. This office serves as the Country Office for three other countries, namely Botswana, Lesotho, and Swaziland. In addition, it serves as the base for the Decent Work Team of Technical Specialists who provide technical assistance to sixteen countries in Southern and Eastern Africa. This team began operations in 2010, the same year that the first South Africa DWCP was launched. The ILO Pretoria Country Office lends support to the Secretariat of the National Steering Committee that is anchored

⁵ The SA-UNSCF 2013-2017 was extended to 2019.

within the structures of the National Economic Development and Labour Council (NEDLAC)⁶. The National Steering Committee for the DWCP with representation from the tripartite-plus constituents was mandated to oversee management of the implementation of the South African DWCP.

1.3 Impact of the COVID-19 pandemic on the DWCP

President Ramaphosa first addressed the nation on COVID-19 on 15 March 2020, declaring a national state of disaster in terms of the Disaster Management Act. He announced that government was taking “urgent and drastic measures to manage the disease, protect the people of our country, and reduce the impact of the virus on our society and on our economy. The Disaster Management Act enabled government to establish a pandemic response architecture that would overlay the regular institutional functioning of government and would assume extraordinary powers to issue regulations on suspending, limiting, and halting the normal day-to-day activities of citizens.

The economic and social consequences were felt almost immediately from the introduction of lockdown by almost every segment of society. Businesses, large and small, were forced to cease operations; employees were furloughed or retrenched; schools were closed; all but essential workers were forced to work from home; public transport systems were suspended; airports closed to commercial and tourist flights; and the sale of alcohol and cigarettes was prohibited. Many regulations were designed to limit human interaction to curtail the spread of the virus and buy time for health providers to set up treatment, testing, and tracing protocols. The lockdown enabled government to ramp up emergency relief programmes in the knowledge that income deprivation, food insecurity, and rising inequalities would have severe consequences for the country’s development trajectory. The profound and sudden curtailment of economic and social activity created a set of short-term challenges which government has addressed through emergency relief interventions, but the longer-term challenges undoubtedly require much more complex and difficult policy responses. All of these factors have clearly impacted on the ability of the DWCP partners to fully implement the actions or changes as expected. In assessing progress made on achieving the outcomes and outputs of the DWCP, the review has taken this unintended disruption into account.

2 Purpose and Scope of the Review

The purpose of this Country Programme Review (CPR) is to examine the progress towards achieving the outcomes identified for the programme (2018-2023) and to use the lessons learnt to inform the programme going forward. Challenges impacting effective implementation of the programme have been analysed in relation to their causes and recommendations have been developed to address them. The audience for the CPR will be the ILO tripartite plus constituents and other key stakeholders participated and/or benefited for the implementation of the 2018-2023 DWCP and the ILO at country, regional and global levels. The following objectives have guided the preparation of this CPR:

- Examine the coherence and relevance of the 2018-2023 DWCP in relation to the South Africa’s long-term National Development Plan (NDP) 2030, the Abidjan Declaration, the SDGs, the UNDAF 2013-2017 and the UNSDCF 2020-25, and other international commitments and national frameworks.
- Apply the OECD-DAC evaluation criteria to these objectives:

⁶The National Economic Development and Labour Council (NEDLAC) is the vehicle by which Government, labour, business and community organisations seek to cooperate, through problem-solving and negotiation, on economic, labour and development issues and related challenges facing South Africa.

- Relevance and coherence
 - Validity of design and evaluability
 - Programme effectiveness
 - Efficiency and resource use
 - Effectiveness of management arrangements
 - Programme Impact
 - Sustainability
- Examine the degree of coherence between outcomes, outputs and implementation strategies of the DWCP with the ILO Program and Budget 2018-19, 2020-21 and 2022-23.
 - Take stock of what has been accomplished in terms of changes compared to the expected results of its implementation and the unexpected, positive and negative results.
 - Examine the level of sustainability of results obtained.
 - Analyze the participation and contributions of different stakeholders, including the National Steering Committee, the sectoral administrations on employment and decent work issues, social partners, civil society organizations and NGOs, development partners and the ILO Country Office.
 - Draw lessons and good practices from the development, implementation and monitoring of the DWCP 2018-23 up to the date.
 - Develop recommendations that can strengthen the implementation of activities and initiatives for the remaining period of the DWCP, as well as recommendations for the tripartite-plus constituents that can potentially inform the formulation and design of the next DWCP.

A results framework guides the implementation of the DWCP. The Terms of Reference, the results matrix and the key questions asked by the evaluators can be found in Annexures 1 and 2.

3 Limitations of the Review

A notable limitation of this study was the inability of the researchers to interview all of the key stakeholders. Despite efforts to reach out and conduct interviews, some stakeholders did not respond to the invitation and were consequently not interviewed. A letter of introduction was sent out to all stakeholders (signed by the Director DWT/CO Pretoria) explaining the purpose of the review and requesting stakeholder participation to facilitate the mid-term review process. A total of 62 individuals were invited to accept an interview at a time convenient for them. Thirteen people responded, representing 21% of total potential respondents.

In order to better understand how well the DWCP has progressed, an online survey was also distributed to all stakeholders. The survey consisted of 23 questions, 17 of which were multiple choice questions. The questions covered basic topics related to the expected outcomes of the DWCP. It was calculated that the survey would not take longer than 20 minutes to complete, providing the researchers with invaluable insight to inform the future programme. Respondents were advised that their opinions and perspectives would be kept confidential. Of the 62 questionnaires distributed, only two responses were received, representing a 3% response rate. This is a statistically insignificant sample size and could not be used to make any inferences with regard to the topics covered.

As a result of the poor rate of responses, the valuable perspectives and insights of stakeholders could not be directly included in the study findings. The absence of their input may impact the comprehensiveness and depth of the analysis, as well as the representation of diverse viewpoints. It is important to acknowledge this limitation and consider the potential implications it may have on the

study's conclusions and recommendations. The bulk of the recommendations made therefore, are made as a result of the extensive literature review conducted by the researchers.

4 Review Methodology

Three key methods were used to gather the data: literature review, survey, guided interview, all of which were informed by the questions outlined below. The OECD-DAC evaluation criteria⁷ were used to formulate the questions which guided the literature review. The outcomes of the interviews and questionnaires were categorized and analysed in line with the evaluation criteria. The seven areas of focus for the evaluation were:

1. Relevance and coherence
2. Validity of design and evaluability
3. Programme effectiveness
4. Efficiency and resource use
5. Effectiveness of management arrangements
6. Programme Impact
7. Sustainability

Document mapping

Based on the information provided, the Evaluator conducted a document mapping of background data, relevant documents and research at the country level.

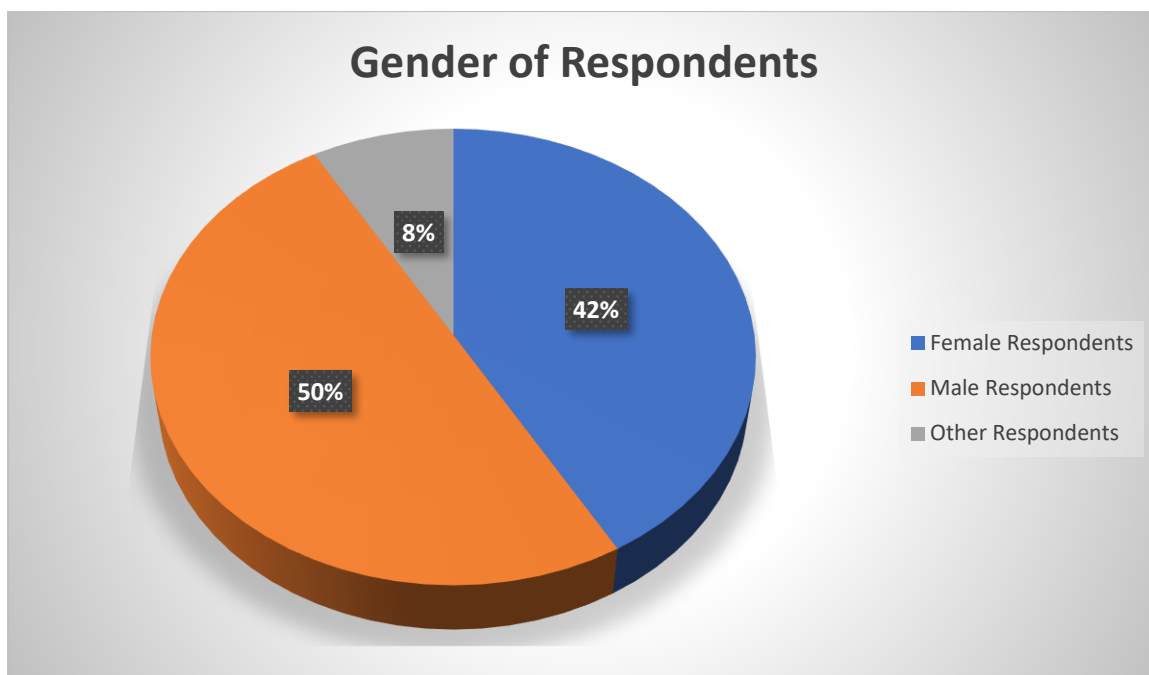
Document review

A range of documents related to this DWCP review have been assessed. These included the DWCP and the results framework, DWCP Steering Committee minutes, DWCP partner annual reports and associated reports, Development Cooperation reports (mid-term evaluations and end of project evaluations) country programme results and related documents that have been provided to the evaluator by the DWCP focal point for South Africa in the Programming Unit of ILO Pretoria Country Office. Information related to ILO's programme and budget for South Africa has also been reviewed, including finances and procedures and other relevant material from secondary sources. The evaluator also received available documentation related to the ILO's programme of support to the DWCP.

Key Informant Interviews and Small Group Discussions

A series of interviews with key informants were undertaken, based on the stakeholder database that was shared by the ILO. The list of stakeholders interviewed is listed in Annex 5. These interviews were conducted to obtain qualitative data from stakeholders representing the tripartite-plus partners. One on one interviews were limited to one hour, as this type of engagement is generally tiring, and the interviewee often loses interest if extended for too long.

⁷*Evaluation Criteria*. (n.d.). OECD Better Policies for Better Lives.
<https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>



Although an online survey questionnaire was developed and submitted to all stakeholders, there was a limited response, and the sample (2 responses, which represents 3% of the total sample) was too small to use for quantitative analysis.

Key questions that were asked during the one-on-one interviews were:

1. What was your role in the implementation of the DWCP?
2. What do you view as the key strengths of the DWCP?
3. What do you consider to be the main challenges in relation to effective implementation of the DWCP?
4. Do you have any recommendations that would strengthen the programme going forward?
5. Probing questions unpacked issues such as DWCP office support in general, the extent to which key outcomes were achieved, and the effectiveness of the monitoring and evaluation system.

The body of information that needed to be covered was necessarily constrained by the time available to complete the review.

Survey

Given the difficulties experienced securing interviews with key stakeholders the reviewers felt that a survey would act as an additional vehicle for collecting data. The survey (Appendix 6) focused on programme effectiveness and progress towards achieving the stated objectives. The guided questionnaire took a broad view and probing questions prompted additional information. The survey link was sent out to 62 respondents as per the stakeholder list shared by the ILO. Despite repeated reminders the response rate was unfortunately very low, with only two people responding to the survey (3% response rate).

4.1 Overall evaluation questions

This sub-section outlines the research questions that informed the findings under each of the areas of focus.

4.1.1 Programme relevance and coherence

Two key questions are pertinent here:

- Is the Programme relevant and coherent to the outcomes in the NDP, the Abidjan Declaration⁸, UNDAF/UNSDCF⁹ and the priorities of social partners?
- Are the activities and outputs of the Programme consistent with the overall goal (s) and the attainment of its objectives?

The expected outcomes of the programme were assessed against the outcomes of the key documents mentioned above. Gaps and additions were identified in relation to the South African context and where inconsistencies appeared, these were included as questions for expansion for the key informants.

The activities and outputs were considered in line with a theory of change to understand if these activities and outputs would enable the achievement of the objectives for the programme and where gaps were found, recommendations were developed. The reviewers did not find a fully articulated Theory of Change, but understood that the DWCP was informed by an implicit Theory of Change that aligned with the goals and objectives of the NDP, the MTSF and the UNSD

4.1.2 Validity of design and programme design evaluability

Sufficient buy-in and ownership is a cornerstone of effective programme design. To ensure that a programme is valid and feasible, and that it has a high chance of implementation, consultations and participation by the key stakeholders is essential. This research question was included in the literature review process as it was for key informant interviews:

- Has the DWCP carried out a proper consultation and involvement of tripartite plus constituents during planning, implementation, and monitoring?

The theory of change informs the results framework, and each element of the framework should lead to the overall goal of the programme. Each of the actions taken and objectives set, should be measurable in order to ascertain if the programme is achieving what it planned to achieve. Indicators and targets must therefore relate to the outcomes expected and the objectives set. The following research questions guided the assessment of the results framework:

- Is the DWCP evaluable? Was the DWCP developed in a results-based approach? Does the DWCP express in an implicit or explicit Theory of change?

In order to measure progress indicators and targets should both relate to each other and to the objective that it is intended to evaluate. The following research questions guided an assessment of the indicators and targets:

- Were DWCP indicators and targets sufficiently defined in the DWCP? Do the indicators and targets relate to the objectives that they are intended to assess.

⁸Abidjan Declaration, *Advancing Social Justice: Shaping the future of work in Africa*. (2019). ILO, 14th African Regional Meeting. https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_731646.pdf

⁹United National Development Assistance Framework (UNDAF) is now renamed the United Nations Sustainable Development Cooperation Framework (Cooperation Framework); *United Nations Development Assistance Framework*. (2017). United Nations Development Group. https://unsdg.un.org/sites/default/files/2017-UNDAF_Guidance_01-May-2017.pdf

The DWCP results framework has been informing that M&E system. Data needs to be effectively managed and used to inform programme development. Specific and relevant data must be collected and analysed to understand if the programme is on track or if adjustments need to be made. Extraneous data unnecessarily uses resources for no real purpose. The question guiding researchers here is:

- Does the DWCP have a monitoring and evaluation system that could have been effective towards understanding how and why the DWCP achieved specific results?

Key issues that must be addressed to comply with the ILO, international and national priorities must be expressed in the programme. Researchers were therefore, guided by the following question in reviewing the relevant documents:

- Have International Labor Standards, the promotion of gender equality and non-discrimination (i.e., people with disabilities, youth, and informal economy men and women), social dialogue, and a just transition to environmental sustainability have been addressed in the Programme document, implementation and monitoring and evaluation system?

4.1.3 Programme effectiveness

The initial desk top research process was used to determine the extent to which specific targets for the programme (2018-2023) were achieved. Where reports or documents were not available, follow up discussions were held with the responsible partners. The table in Annexure 1 (Key questions and progress against outcomes), outlines the sources of information identified and the research questions guiding the document review.

To reach a wider audience, an initial survey questionnaire was administered. Questions explored the perceptions of progress towards achieving the programme outcomes. The questionnaire can be accessed using the link: <https://forms.gle/RQD7hxRyQDwVzvfi6>. However, an insufficient sample (less than 25%) was returned which made any kind of credible analysis statistically non-viable.

The key question guiding both the stakeholder consultation and the literature review was:

- To what extent have the expected DWCP outcomes been achieved?

4.1.4 Programme efficiency

Annual reports informed the researchers' understanding of resource use. Some of the questions researchers used in reviewing reports included:

- Were resources (human resources, time, expertise, funds etc.) allocated by the ILO and constituents used strategically to provide the necessary support and to achieve the broader Programme outcomes?
- Have the results been achieved in a timely manner?

Questions included in stakeholder consultations were related to perceptions of the effectiveness of the backstopping support. These questions were included in the initial survey as well as in the interviews. The guiding question was:

- How effective were the backstopping support provided so far by ILO (Country Office and Pretoria Decent Work Team,) to the Programme?

Questions in the survey and in the stakeholder interviews, explored other opportunities that might have been considered for more efficient implementation:

- Has the DWCP been implemented in the best efficiency conditions in view of other existing opportunities?

4.1.5 Effectiveness of management arrangements

Effective implementation requires effective management. Two sources were used to evaluate this criterion. An assessment of the programme design and implementation plan indicated how clearly roles and responsibilities were defined, including those necessary for monitoring and evaluation of the programme. Perceptions of these arrangements were explored during the interviews. Questions guiding stakeholder interviews to explore the quality of management, include:

- Was the management and governance arrangement of the DWCP adequate to the implementation and monitoring needs? Has there been a clear understanding of roles and responsibilities by all parties involved?

For effective implementation, monitoring and evaluation, data has to be used effectively. Progress and annual reports indicated how the evidence informed future planning. Perceptions of the use of data are also informative and were included in the questionnaire and in the stakeholder interviews. The guiding question is:

- Was a monitoring and evaluation system put in place and used for management, reporting and learning. Was the data disaggregated by sex (and by other relevant characteristics if relevant) and analyzed?
- To what extent did the constituents have the capacity to integrate the DWCP activities into the different SDGs in the country at the level of implementation, monitoring and evaluation? What are the needs and gaps to be addressed to strengthen this capacity for each?

Strong partners and linkages are essential to strengthen development programmes and to support sustainability of the programme. The ability to lean on partners where necessary is vital for programme effectiveness. Stakeholder interviews provided the related information based on the following guiding questions:

- Has the DWCP being receiving adequate political, technical, and administrative support from its national partners/implementing partners and ILO?
- Did the tripartite plus constituents effectively use existing linkages to promote the DWCP and contribute towards resource mobilization efforts?

4.1.6 Programme impact

Impact is difficult to determine at the mid-term stage because the programme is still being implemented and there are always many variables that need to be taken into consideration. However, some perceptions can provide insight into potential impact of the programme and stakeholder interviews included the following questions:

- What concrete changes has the implementation of the DWCP brought to ILO tripartite plus constituents and ultimate beneficiaries of it?
- To what extent has the DWCP contributed to strengthen the capacities of tripartite plus constituents and relevant institutions and the national environment at dimensions such as policies, laws, skills, and attitudes towards decent work?

4.1.7 Programme sustainability

For longer term impact a programme should also be sustained in the long term. The literature review provided insight into the strategies that have been put in place to ensure sustainability guided by:

- What are the main factors that affect the viability or non-sustainability of the DWCP? Have strategies been considered to ensure that institutions at various levels (local, national) will sustainably take ownership of the results?

Other questions that guided stakeholder engagements include:

- To what extent are the results of the DWCP sustainable?
- Has the DWCP strengthened the capacity of constituents and national institutions and strengthened an environment (policies, laws, skills, attitudes, etc.) that promotes the sustainability of results?
- What is the level of ownership of the products by partners and target groups?

5 Findings by criteria

The findings from the literature review, the outcome of the survey and the stakeholder interviews were collated, synthesized and arranged under each of the criteria headings.

5.1 Relevance and coherence

5.1.1 Alignment with international and national priorities

Key question: Is the Programme relevant and coherent to the outcomes in the NDP, the Abidjan Declaration, UNDAF/UNSDCF and the priorities of social partners?

5.1.1.1 The South African National Development Plan

The NDP sets out a vision for the country to achieve a "better life for all" by 2030 and identifies key priorities and strategies to achieve this vision. Alignment with the NDP is illustrated in the Table 1 below:

Table 1: Alignment with NDP

NDP Outcomes	DWCP outcomes
The NDP aims to promote social development by investing in human capital, such as health, education, and social protection. The plan sets targets included among which are expanding social protection programmes.	Social protection is one of three priorities of the DWCP, which is expected to be achieved through supporting the expansion of social security systems and providing support to make them effective.
The NDP aims to achieve sustained economic growth and job creation by promoting investment, innovation, productivity, and competitiveness. The plan sets a target of creating 11 million new jobs by 2030, reducing the unemployment rate to 6%, and increasing the annual growth rate to an average of 5.4%.	More and better jobs, a key priority for the DWCP, is planned to be achieved through supporting enabling policy development, and legislative amendments to include C100 ¹⁰ , C138 ¹¹ , and C182 ¹² recommendations made by CEACR ¹³ . DWCP also aims to support labour legislation reforms to protect women and informal economy workers.

¹⁰ Equal remuneration

¹¹ Minimum age

¹² Elimination of child labour

¹³ Committee of Experts on the Application of Conventions and Recommendations

NDP Outcomes	DWCP outcomes
<p>The NDP aims to <i>promote environmental sustainability</i> by addressing environmental challenges such as climate change, biodiversity loss, and resource depletion. The plan sets targets for reducing greenhouse gas emissions, expanding renewable energy, promoting sustainable agriculture and forestry, and improving waste management.</p>	<p>Within the outcome area of labour market interventions, support is provided to social partners for the just transition to a greener economy. One of the indicators within this outcome area is the number of enterprises that include the green economy. Outcome 1.1.1. is the existence of a coherent national employment policy environment that is gender responsive and in line with International Labour Standards and integrating provisions for a just transition to a low carbon economy.</p>
<p>The NDP aims to promote good governance by among other things, strengthening <i>citizen participation</i> in decision-making.</p>	<p>Outcome 3.2: Enhanced capacity of employers and workers organizations to participate in collective bargaining and social dialogue.</p>

The DWCP contributes to achieving the decent work-related goals of the NDP, through promoting employment creation and improving working conditions. The NDP provides the broader policy framework and institutional support for the implementation of the DWCP, through creating an enabling environment for decent work through macroeconomic policies and sectoral strategies.

Both frameworks aim to contribute to sustainable development and the well-being of people, but ultimately, the success of both the DWCP and NDP depend on a range of factors, including political will, institutional capacity, stakeholder engagement, and the availability of resources.

5.1.1.2 The Abidjan Declaration

The Abidjan Declaration (2019) is a commitment made by the Countries' constituents and the International Labour Organization (ILO) to promote decent work and inclusive economic growth in Africa. The Declaration calls for the implementation of country-level Decent Work Country Programmes (DWCPs) as a key strategy to achieve its goals.

Alignment of the DWCP in South Africa with the Abidjan Declaration is expressed through:

1. Focus on inclusive economic growth: Both the Abidjan Declaration and the DWCP in South Africa prioritise the promotion of inclusive economic growth that benefits all segments of society, particularly the most vulnerable and marginalised.
2. Promotion of decent work: both share a common goal of promoting decent work for all. This includes creating more and better jobs, improving working conditions, and protecting workers' rights.
3. Strengthening social protection: Both recognise the importance of social protection in promoting decent work and reducing poverty and inequality.
4. Strengthening social dialogue: The importance of social dialogue in promoting decent work and economic growth is recognised in both documents.

5.1.1.3 UNDAF/UNSDCF (United Nations Sustainable Development Cooperation Framework)

The UNSDCF (United Nations Sustainable Development Cooperation Framework) is a strategic planning framework developed by the United Nations (UN) to guide UN system support to national development priorities and strategies.

The Decent Work Country Programme (DWCP) in South Africa is aligned with this framework in the following key areas:

1. Emphasis on the importance of promoting sustainable development that is inclusive, equitable, and environmentally sustainable.
2. The common goal of promoting decent work for all, which includes creating more and better jobs, improving working conditions, and protecting workers' rights.
3. The importance of social protection in promoting sustainable development and reducing poverty and inequality.
4. Emphasis on the importance of social dialogue in promoting sustainable development and social justice.

5.1.1.4 Support provided by ILO on the priorities of social partners.

The tripartite plus forum has enabled the social partners to bring their priorities to the table within the framework of the DWCP. Social partners agreed on the priorities and outcomes that shape the results framework. All social partners are responsible for implementing strategies that will enable them to meet the outcomes that are relevant to them, and request ILO support whenever needed. Support is largely provided in the form of technical guidance and advice in formulating and implementing policies, promoting compliance with international labour standards, supporting the development of social protection systems, facilitating linkages and partnerships, and building capacity. Support provided is summarized below.

Training and capacity development

The ILO has provided various forms of **training and capacity support** to partners. FEDUSA and other labor federations, such as COSATU and NACTU, received training on International Labour Standards (ILS). Capacity support was also provided to FEDUSA for hosting a workshop on ILS for its leadership. In October 2021, the ILO supported COSATU's Vulnerable Workers Workshop, focusing on identifying decent work challenges faced by COSATU workers in vulnerable sectors.

The ILO also assisted COSATU in developing a monitoring Dashboard to track the implementation of Congress Resolutions, monitor trade union membership by sex and age, and evaluate the impact of COSATU's recruitment strategy. Furthermore, the ILO conducted sensitization and training sessions for representatives of 24 BUSA affiliate members on the provisions of Convention 190 and the draft Code of Good Practice for Eliminating Harassment in the Workplace.

Other technical **assistance and capacity support** includes:

- Assistance was given to the community constituency to develop a concept note for capacity building on climate change and a just energy transition.

- The ILO-ITC (International Training Centre) has developed a draft blended course for officials in the Nkangala and Gert Sibande Districts, focusing on the topic of a just transition.
- A diagnostic assessment on waste management was presented by the ILO to the Waterberg District Municipality in a meeting held in November 2022.
- Capacity and technical assistance are being provided by the ILO to the Labour Market Information (LMI) unit of the National Department of Employment and Labour. The aim is to establish and implement a Labour Market Information System (LMIS).
- The ILO assisted Statistics South Africa (Stats SA) in reviewing the Census questionnaire based on international statistical standards, and in including modules on disability and labour migration in the Census.
- The ILO supported Stats SA in evaluating Census data related to the labor market.
- Technical and capacity support were provided by the ILO to the CCMA's (Commission for Conciliation, Mediation, and Arbitration) Annual Labour Conference held in September 2022.
- Capacity support is being provided by the ILO to the three labor federations (COSATU, FEDUSA, NACTU) to establish a coordination mechanism for their response to pandemics such as Gender-Based Violence, HIV/TB, and COVID-19. This mechanism will enable their inputs into the HIV/AIDS/TB National Strategic Plan.

Resources and facilitation

Under the Partnership for Action on Green Economy (PAGE)¹⁴ project, the ILO collaborated with the DPME (Department of Planning, Monitoring, and Evaluation), O.R. Tambo Foundation, and WITS School of Governance to organise a Roundtable event as part of the OR Tambo Debate Series. The Roundtable centered around the theme of "Pathways for a Just Transition to a Low Carbon, Climate Resilient Environment and Society," with a specific focus on land use, water, and energy.

Additionally, the ILO provided capacity support to the Public Service Coordinating Bargaining Council (PSCBC) for hosting a Public Service Summit on Collective Bargaining. The summit, held in March 2022, focused on strengthening and defending centralised collective bargaining to advance economic development.

The ILO has provided ***resources and facilitation support*** in various areas:

- The ILO facilitated the engagement of legal drafters to support the first phase of the NEDLAC (National Economic Development and Labour Council) labor law reform process, specifically focusing on legislative amendments primarily related to the Labour Relations Act (LRA) and the Basic Conditions of Employment Act (BCEA).
- The ILO supported the enrollment and participation of government officials from the National Department of Social Development (DSD) in an ITC ILO course on "E-learning on Investment of Social Security Funds" conducted from May to June 2022.
- Government officials from the DSD also participated in an ILO-ITC course on "Advocacy and Communication for Social Protection" in June to July 2022 with support from the ILO.

¹⁴ Alliance of five UN agencies, funding partners, and 22 partner countries that work together to transform economies into drivers of sustainability by supporting nations and regions in reframing economic policies and practices around sustainability (<https://www.un-page.org/>)

- The ILO supported the participation of government officials in an executive learning program focused on Pension and Management, conducted from October to December 2022.
- In collaboration with the DSD, an expert panel was appointed by the ILO in 2021 to provide strategic guidance and technical support on the Basic Income Grant (BIG). The panel commissioned economic feasibility assessments using models such as Computable General Equilibrium (CGE) and SAMOD (South African Tax Benefit Microsimulation Model) to evaluate the affordability and economic impacts of the BIG.
- The ILO provided support for a webinar held in December 2021 on the Expert Panel's Report on Basic Income Support. The webinar was part of a series of events organized by the DSD to find solutions for South Africa's social assistance program.
- The ILO supported a workshop organized by COSATU (Congress of South African Trade Unions) for affiliate members working in vulnerable sectors of the economy in November 2021. As a result, COSATU adopted a Plan for Action to address the challenges faced by vulnerable workers.
- In 2022, the ILO provided a grant to BUSA to conduct research on the impact of the Employment Tax Incentive (ETI) on job creation. The study aims to identify alternative design features for the ETI that could revitalize it and promote stronger employment and growth outcomes.

Policy

The ILO work on the PAGE project involved policy dialogues, which in turn, enabled the ILO to influence the Vision of the National Development Plan, especially Chapter 5 and to assist the Presidency Climate Commission to frame the national conversation in South Africa around the just transition and from that, a just transition framework has just been developed. ILO also influenced policy in relation to the social solidarity economy.

Research

Support in relation to **research** includes:

- In response to a request from the National Department of Employment and Labour, the ILO commissioned a research consultancy in 2020-2021 to investigate labor market policy aspects that can unlock economic potential for job creation while ensuring job retention.
- An organisational needs assessment of FEDUSA was commissioned by the ILO to inform improved support services for its young members. The assessment, completed in December 2021, will guide engagement with FEDUSA to address capacity needs and establish a Youth Desk. The findings will shape the development of an education and capacity building program for young workers in 2022.
- As part of the Informal Economy project funded by RBSA, the ILO partnered with WIEGO to create a detailed database of home-based workers and their organizations in the garment and crafts sectors of the informal economy.
- Mobilization of resources to conduct research into sector master plans; from this the monitoring and evaluation system dashboard was developed on the how to upload the master plans and how to track the track implementation and progress of the master plans.

- ILO conducted research on challenges and constraints in the construction sector and mobilised resources to support improving labour rights and promoting decent work in the sector.
- Mistra in association with the ILO produced a report on strengthening NEDLAC.

Linkages

In relation to **collaboration and partnerships** ILO support included:

- The ILO is exploring a partnership with the Waterberg District Municipality to strengthen its solid waste management mechanisms.
- The ILO supported the Department of Social Development (DSD) in engaging a technical team of experts to review the Green Paper on Comprehensive Social Security and Retirement reforms. A draft report has been submitted for consideration, with the review expected to be finalized by September 2022.
- Collaboration between the ILO, the National Department of Labour, and Fort Hare University resulted in a locally designed training course for government officials in the labor market information and statistics unit.
- The ILO initiated engagement with the City of Tshwane to explore partnership opportunities in supporting social dialogue within the informal business sector.

Project implementation

ILO has been implementing the SCORE (sustaining competitive and responsible enterprises) programme in the clothing and textile sector in South Africa, with great success. SCORE is a productivity and business management programme. Its approach is to create continuous improvement by creating small, ongoing positive changes. It is based on cooperation and commitment and stands in contrast to approaches that use radical or top-down changes to achieve transformation. ILO also gave this a more human centred approach. SCORE is also being implemented in the automotive industry.

The DWCP has been relevant to and coherent with the outcomes in the NDP, the Abidjan Declaration, UNDAF/UNSDCF and the priorities of social partners. The outcomes of the DWCP are well aligned with the relevant international policies and partners were well supported through providing capacity development, support in relation to resource mobilization, the policy development, research, facilitation of linkages and collaboration and project implementation.

5.1.2 Consistency of activities and outputs with objectives

Key question: Are the activities and outputs of the Programme consistent with the overall goal (s) and the attainment of its objectives?

The overall objectives of the DWCP can be expressed through the three priority areas:

1. To promote more and better jobs.
2. To broaden social protection coverage; and
3. To promote strong and representative employers' and workers' organizations.

Against each priority a clear set of outcomes are identified, and against each outcome indicators and targets are set. Outputs were identified for each of the outcomes. The outcomes and outputs identified against each priority area summarised in Tables 2, 3 and 4 below.

Table 2: Priority 1 - More and better jobs for inclusive growth

Outcome	Output
<p>1.1: Improved labour market interventions and policies to create more and better jobs particularly for youth, women, and persons with disability</p>	<p>Policy makers and negotiators within NEDLAC, and other policy making structures are sensitized on provisions of up-to-date ILO Conventions, reports issued by the CEACR and on concepts relating to the green economy.</p>
	<p>A gender sensitive review of the implementation impact of policy proposals outlined in the NDP as well on emerging patterns in the South African labour market shaping the future of work is conducted.</p>
	<p>A comprehensive assessment of the policy and institutional environment for the provision of employment services for young women and men (including disadvantaged youth) is conducted</p>
	<p>Advocacy is undertaken for the ratification of the ILO Employment Policy Convention 1964 (No.122).</p>
<p>1.2: Enhanced reforms to labour legislation and the business regulatory environment facilitate the transition of the informal economy to the formal economy, and growth of sustainable SMEs</p>	<p>The policy and legislative environment is reviewed to promote legal recognition and protection to workers in the informal economy</p>
	<p>The regulatory environment for SMMEs and informal businesses is reviewed to promote the ease of doing business and to address constraints to the growth and survival of informal businesses.</p>
	<p>Municipal managers and local economic development (LED) officials are trained to provide enterprise level support services (BDS) to informal businesses (including cooperatives) and SMMEs across township economies and urban and rural areas</p>
	<p>A mechanism for strengthening the coordination and coherence of functions between government line departments and other structures and across the 3 spheres of government is developed to facilitate the transition of the informal economy to formal economy</p>
	<p>Support provided to strengthen the capacity of the national statistical office and other Labour Market Units to collect, generate and disseminate labour statistics disaggregated by rural/urban, sex, and demographic sub-group to support evidence-based policy dialogue</p>
<p>1.3: Improved capacities of labour market institutions to expeditiously facilitate knowledge-based policy deliberations and negotiations and to promote sound industrial relations</p>	<p>Advisory and capacity support provided to strengthen the institutional capacity of NEDLAC and other labour market institutions (such as the CCMA, wage setting commissions, bargaining councils) for research</p>
	<p>The secretariat of NEDLAC and of other labour market institutions is trained to provide improved services to the social partners and to carry out the overall mandate of these institutions</p>
	<p>Social partners at NEDLAC and in other labour market institutions are trained to mainstream issues impacting on vulnerable segments of the population in policy and legislative deliberations.</p>
	<p>Technical support, including research, provided to wage setting institutions to enhance the quality of their engagement towards inclusive, race and gender sensitive wage policies</p>

Outcome	Output
	Training materials and guidelines that give effect to the Code of Good Practice on collective bargaining and dispute prevention are developed and disseminated.

To achieve expanded and effective social security systems, the DWCP planned to conduct capacity building exercises capacity building support to strengthen national capacity for social security reform – lending itself to a more expanded, and effective social security system; produce an actuarial valuation of different social security options, support the development of legislation to implement a national social security fund, analyse challenges evident in existing funds, provide technical assistance for workers’ and employers organizations to effectively engage in dialogue for social security reform, existence of a sustainable funding model for universal access to health care and support the improvement in the collection of data to monitor progress on SDG targets related to social protection. Table 3 lists the actions taken to achieve an expanded and effective social security system:

Table 3: Priority 2 – Activities undertaken to broaden social protection.

Outcome	Output
2.1: Expanded and effective social security systems	Short courses and workshops conducted for government social security practitioners and the social partners to strengthen their capacity of to identify socially effective, financially efficient, and fiscally affordable inclusive social security reform policy options
	An actuarial valuation of different reform options for a contributory National Social Security Fund (NSSF) including the incorporation of informal sector workers is conducted.
	A draft bill and operational plan for the implementation of a NSSF developed
	An in-depth analysis of the operational and coordination challenges of complementary social insurance funds such as the Compensation Fund, Unemployment Insurance Fund and Road Accident Fund conducted
	Technical and capacity support provided to Workers and Employers organisations to engage effectively in social dialogue for a sustainable and affordable National Health Insurance Scheme
	Officials in the national statistical office trained for the collection, analysis and dissemination of labour market data to monitor progress on SDG targets related to social protection (1.3, 10.4, and 5.4)

In order to achieve an expanded and effective social security system, the DWCP has planned several key activities. These include conducting capacity building exercises to strengthen national capacity for social security reform, thereby contributing to the expansion and effectiveness of the system. Additionally, the DWCP aims to produce an actuarial valuation of various social security options, support the development of legislation for the implementation of a national social security fund, and analyze the challenges faced by existing funds. Technical assistance will be provided to workers' and employers' organizations to facilitate their effective engagement in social security reform dialogues.

Another important aspect is the establishment of a sustainable funding model to ensure universal access to healthcare. Furthermore, the DWCP aims to enhance the collection of data in order to monitor progress towards the achievement of SDG targets related to social protection. These actions collectively work towards expanding the social protection system, including the integration of low-income workers and the informal sector.

It is crucial to emphasize that while these actions are necessary steps towards achieving an expanded and effective social security system, ongoing evaluation and assessment should be conducted to ensure their efficacy and address any emerging challenges.

Table 4: Priority 3 - Strong and representative workers' and employers' organisations

Outcome	Output
3.1: Enhanced capacity and effectiveness of workers' and employers' organisations	Comprehensive needs assessments conducted of workers and employers' organisations
	Informed by the needs assessments, strategic plans are developed by workers' and employers' organisations to respond to their members' needs.
	A package of quality services is developed by employers' and workers' organisations for their membership (including workers and economic units in the informal economy)
	Databases of membership-based organisations in the informal economy are developed to facilitate assessments of their organisational needs.
	Support programmes aimed at promoting women's leadership, gender equality and inclusivity are developed and rolled out across trade unions and employers organisations and to membership-based organisations within the informal economy
3.2: Enhanced capacity of employers and workers organisations to participate in collective bargaining and social dialogue	Institutional capacity of workers and employers' organizations to facilitate their members' effective engagement in social dialogue and collective bargaining examined
	Capacity building support provided to workers and employers organizations to enhance their ability to influence trade agreements to reflect decent work outcomes.
	Shop-stewards and negotiators in workers and employers' organizations trained on mutual gains negotiations, gender mainstreaming and social dialogue
	Sensitization sessions facilitated for workers and employers in the agricultural sector on the right to freedom of association and collective bargaining, and on social dialogue
	Advocacy undertaken for the legal recognition of organized workers in the informal economy (including own-account workers) and membership-based organizations, and for their full participation in statutory collective bargaining processes
	Social dialogue and negotiations training provided for municipal and LED officials as well as for membership-based organizations in the informal economy

It is not clear exactly what capacity has been or will be enhanced for outcome 3.1. The outputs expected to achieve this outcome area are also not clearly articulated. Similarly, the outputs identify “needs assessments”, but do not clarify what type of needs. The output related to women’s leadership and gender equality are clearly related to strengthening of inclusivity, thereby enhancing the organization’s efficacy. Stronger participation of organizations as well as informal economy workers in collective bargaining and social dialogue, is an important element contributing towards strengthening organizations. Clearer articulation of the outcomes here will inform more focused interventions.

5.1.3 Overall findings in relation to relevance and coherence

The overall findings suggest that the DWCP is highly relevant to the needs of the social partners and is in alignment with key international and national priorities. The South Africa DWCP was developed based on *the ILO Decent Work Country Programme: A Practical Guidebook (2016)*, which included a template for the development of the Results Matrix. It should be noted that the template was revised in 2020. The template requires the country to articulate 3 country priorities, along with expected outcomes, targets, baselines and indicators. Activities and output level results are not included in the Results Matrix. Clearly describing activities and allocating responsibilities for undertaking those activities would, however, strengthen the likelihood of achieving the overall objectives. Objectives are also not articulated in the results framework – although the reviewers understand in that in the context of the DWCP objectives and outcomes constitute inter-changeable terminology.

5.1.4 Consultation

Key question: Has the DWCP carried out a proper consultation and involvement of tripartite plus constituents during planning, implementation, and monitoring?

Most respondents interviewed were highly satisfied with the level of consultation with social partners¹⁵. The key consultative NEDLAC structures are the four chambers, which are forums for engagement that report to the Management Committee (MANCO):

- The Public Finance and Monetary Policy Chamber.
- The Trade and Industry Chamber.
- The Labour Market Chamber; and
- The Development Chamber.

With regard to the issue of consultation the area of concern raised was that the community constituency (Development Chamber) is not involved in the other three chambers of NEDLAC. This means that the chamber where they are represented has to manage an extensive agenda, many issues of which cannot always be effectively addressed. There is a strong sense among the community constituency that they should be able to contribute in a more substantive way to labour relations issues and decision-making processes. The community constituency would also like to be involved in the social platform network, from which they are presently excluded. It was also noted that there is sometimes resistance from the community constituency because they have not engaged with some of the processes and initiatives generated in the other chambers.

5.1.5 Evaluability

Key questions: Is the DWCP evaluable? Was the DWCP developed in a results-based approach? Does the DWCP expressed in an implicit or explicit Theory of change? Were DWCP indicators and targets

¹⁵ See a summary of all inputs received in Annexure 2.

sufficiently defined in the DWCP? Do the indicators and targets relate to the objectives that they are intended to assess?

The DWCP carried out a thorough consultation process during its preparation/planning stage in 2016. Key tripartite plus stakeholders met to analyse the main issues affecting the South African labour market and discussed and agreed on a national set of decent work priorities. Based on the initial consultations a revision of DWCP was carried out by the tripartite plus constituents. Members of the Tripartite Steering Committee received results-based management (RBM) training in 2016, and after the training the partners were able to review the Results Matrix and improve its robustness. The results framework describes outcomes, indicators to measure those outcomes, and specific targets. However, some indicators are unclear as they do are not always specific, measurable, realistic or time-bound, as reflected in the table below:

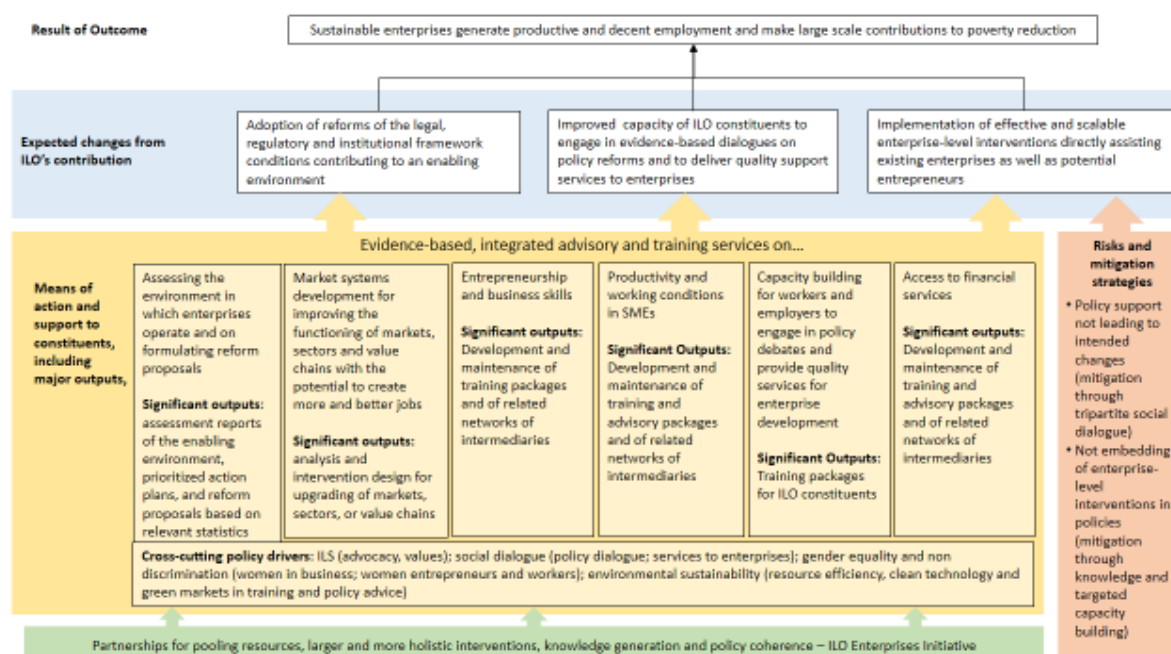
1.1.2: Number of young, registered work-seekers (including disadvantaged youth) placed in registered employment opportunities per year.			
Specific?	Measurable?	Realistic?	Time bound?
Yes: Specifies which workers, but not the proportion of disadvantaged youth compared to others	No: Any number is not measurable against a baseline	Possibly: but dependent on the numbers expected	Possibly: depending on which years are under consideration and that the numbers remain constant
1.2.2: Number of formalized businesses (disaggregated by age, gender of business owner, persons with disability)			
Specific?	Measurable?	Realistic?	Time bound?
Possibly: specifies that businesses that were informal are now formal, but to what degree and how will the formalization be measured?	No: no specific global number against a baseline, and the number by disaggregation unknown	Possibly: but dependent on numbers expected	No: no time frame mentioned
1.2.3: Number of enterprises (including green and social economy enterprises) targeting women, youth and persons with disability that are established and access innovative BDS in rural, urban and township economies.			
Specific?	Measurable?	Realistic?	Time bound?
Possibly: specifies the type of enterprise that must include certain variables, but unclear if business have to include green and social economy enterprises	No: no specific number against an established baseline	Possibly: given that there are several variables needed to comply with the indicator	No: no time frame mentioned
1.3.2: Number of working days lost per 1,000 workers due to industrial action.			
Specific?	Measurable?	Realistic?	Time bound?
No: days lost to what not specified	No: no specific number against baseline	Possibly: depending on baseline	No: no time frame specified
3.2.1: Number of policy agendas, decisions and agreements reached at national, sub-regional, regional and at the international level (including within the context of south-south cooperation) that reflect the views of workers' and employers' organizations.			

Specific?	Measurable?	Realistic?	Time bound?
Possibly: but very broad criteria across several variables	No: No specific numbers specified against at baseline	Possibly: depending on existing baseline	No: No time frame specified

While targets identified do suggest a more specific indicator (e.g., All representative workers and employers’ organizations successfully increase their membership and extend services to their members by mid-2023), others are more vague or ambiguous. Clear indicators, which are measurable (e.g., a specific number or specific percentage increase against a baseline) within a specific timeframe are more likely to be evaluable.

The ILO notes that a Theory of Change (ToC) is a causal framework of how and why a change process will happen in a particular context and expresses the thinking behind how a particular intervention will bring about results¹⁶. The ToC should outline the causal linkages between the shorter-term, intermediate, and longer-term outcomes (the outcomes pathway) along with the underlying assumptions. When examining the validity of a given Theory of Change, evaluators would normally give due consideration to the changes in the context and in the assumed relationships (between the levels of results as well as that between partners and collaborators) that might have occurred during implementation. While no explicit **theory of change** is expressed in the DWCP framework, the three priorities and associated outcomes reflect South Africa’s strategic efforts to align with the global decent work priorities and the South Africa-UN SCF. A theory of change is a detailed and logical model that links the activities and interventions of a programme to its desired outcomes and impact and provides a framework for monitoring and evaluating the programme's performance over time.

The implicit ToC is based on the example provided in the ILO Decent Work Country Programme: A Practical Guidebook (version 4).



¹⁶ ILO. 2020. Guidance Note 1.1: Project Design and Theory of Change at [wcms_746705.pdf \(ilo.org\)](https://www.ilo.org/wcmsp5/groups/public/-/dca/-/documents/g-nc/guidance-note-1.1-project-design-and-theory-of-change.pdf)

The DWCP uses the template provided in the practical guidebook:

DWCP Priority 1:			
Relevant national development priority and/or UNDAF outcome (as applicable)			
DWCP Outcome 1.1:	Partners:	Integrated resource framework	
		Est available	Est mobilised
Indicator 1.1.1	Baseline:	Target:	
Indicator 1.1.2	Baseline:	Target:	

The implied ToC assumes that the listed outputs will result in an outcome, which can be measured in terms of the defined outcome indicators. Targets are also set against each indicator, allowing for an assessment of the extent to which that outcome might have been achieved. A strategy is outlined for each of these key outcomes and a list of indicators identified as well as specific outputs (activities) against each outcome.

The logic model is discussed at the level of outcomes below.

Priority 1: More and better jobs for inclusive growth.

To achieve a greater quantity of jobs and a better quality of jobs than before the period 2018-2023, the following key outcomes need to be achieved:

- Improving labour market interventions and policies particularly for youth, women, and persons with disabilities.
- Labour legislation and the business regulatory environment will be reformed to facilitate the transition of the informal economy to the formal economy and the growth of SMEs.
- Capacity of labour market institutions will be improved to expeditiously facilitate knowledge-based policy deliberations and negotiations and to promote sound industrial relations.

A strategy is outlined for each of these key outcomes and a list of indicators identified as well as specific outputs (activities) against each outcome.

Assumptions made in identifying these outcomes include:

- Targeted interventions and policy reforms will effectively address the specific needs and challenges faced by vulnerable groups in the labor market. It is assumed that by implementing tailored measures, such as skills development programmes or affirmative action policies, barriers to employment and career progression for youth, women, and persons with disabilities can be overcome.
- By implementing labor law reforms and creating a favorable business regulatory environment, the informal economy can be encouraged to transition into the formal sector. It is assumed that formalization will lead to increased job opportunities, improved working conditions, and better access to social protection for workers in the informal economy.
- Strengthening the capacity of labor market institutions, such as labour ministries, trade unions, and employer organisations, will enhance their ability to engage in evidence-based policy discussions and negotiations. It is assumed that effective knowledge-sharing, data

analysis, and dialogue among relevant stakeholders will lead to informed decision-making and the development of sound labour market policies.

- Promoting sound industrial relations, characterised by cooperation, trust, and effective dispute resolution mechanisms, will contribute to a conducive and harmonious work environment, supporting job creation and productivity.

Priority 2: To broaden social protection.

To broaden social protection, in relation to the period before 2018-2023, the following key outcome needs to be achieved: social security systems must be expanded and must be effective. To achieve this the following key actions will be taken:

- Short courses will be conducted for government social security practitioners and the social partners to strengthen their capacity of to identify socially effective, financially efficient and fiscally affordable inclusive social security reform policy options.
- An actuarial valuation of different reform options for a contributory National Social Security Fund (NSSF) including the incorporation of informal sector workers will be conducted.
- A draft bill and operational plan for the implementation of a NSSF will be developed.
- An in-depth analysis of the operational and coordination challenges of complementary social insurance funds such as the Compensation Fund, Unemployment Insurance Fund and Road Accident Fund will be conducted.
- Technical and capacity support will be provided to Workers and Employers organisations to engage effectively in social dialogue for a sustainable and affordable National Health Insurance Scheme
- Officials in the national statistical office will be trained for the collection, analysis and dissemination of labour market data to monitor progress on SDG targets related to social protection.

The assumptions made in developing these actions include:

- Capacity building for government social security practitioners and social partners will enable them to identify socially effective, financially efficient, and fiscally affordable inclusive social security reform policy options. This assumption suggests that by enhancing the knowledge and skills of practitioners and stakeholders involved in social security, they will be better equipped to identify and design reform policies that achieve desired social outcomes while being financially sustainable.
- Conducting an actuarial valuation of different reform options for a contributory National Social Security Fund (NSSF) will provide valuable insights into the feasibility and impact of incorporating informal sector workers. This assumption implies that through an actuarial analysis, the potential costs, benefits, and sustainability of various reform options for the NSSF, including the inclusion of informal sector workers, can be assessed. This information will guide decision-making and policy development.
- Developing a draft bill and operational plan for the implementation of a National Social Security Fund (NSSF) will lay the foundation for its establishment and effective operation. This assumption suggests that by formulating a comprehensive plan and legal framework for the NSSF, including its operational details, governance structure, and funding mechanisms, the implementation process can be streamlined, and potential challenges can be anticipated and addressed.
- Conducting an in-depth analysis of the operational and coordination challenges of complementary social insurance funds will inform strategies for improved efficiency and effectiveness. This assumption implies that by examining the operational and coordination

issues faced by complementary social insurance funds, such as the Compensation Fund, Unemployment Insurance Fund, and Road Accident Fund, recommendations can be made to enhance their performance and overcome existing challenges.

- Providing technical and capacity support to workers' and employers' organizations will enable their effective engagement in social dialogue for a sustainable and affordable National Health Insurance Scheme. This assumption suggests that by empowering workers' and employers' organisations with the necessary knowledge, skills, and resources, they will be able to actively participate in social dialogue, contribute to the development of a National Health Insurance Scheme, and ensure its sustainability and affordability.
- Training officials in the national statistical office for the collection, analysis, and dissemination of labor market data will facilitate the monitoring of progress on SDG targets related to social protection. This assumption implies that by strengthening the capacity of officials responsible for labor market data, they will be able to collect, analyze, and share relevant information to monitor the progress made in achieving social protection-related Sustainable Development Goals (SDGs).

These assumptions underpin the belief that implementing the specified actions will contribute to broadening social protection by expanding and effectively enhancing social security systems.

Priority 3: Strong and representative workers and employers' organisations.

To ensure that workers and employers organisations are strong and representative the following key outcomes need to be achieved:

- Enhanced capacity and effectiveness of workers' and employers' organisations
- Enhanced capacity of employers and workers organisations to participate in collective bargaining and social dialogue.

The assumptions made in identifying these outcomes include:

- Enhanced capacity of workers' and employers' organizations will lead to increased effectiveness. This assumption suggests that by enhancing the capacity of workers' and employers' organisations, such as providing training, resources, and support, their ability to effectively represent the interests of their members and engage in advocacy and negotiation will be strengthened. This is expected to result in more impactful and meaningful outcomes for workers and employers.
- Strengthened workers' and employers' organisations will contribute to improved collective bargaining. This assumption implies that when workers' and employers' organisations are strengthened, they can better participate in collective bargaining processes. Strengthened organisations may have increased bargaining power, negotiation skills, and knowledge of labour laws and regulations, enabling them to secure favorable terms and conditions for their members.
- Enhanced capacity of workers' and employers' organisations will enable effective participation in social dialogue. This assumption suggests that by enhancing the capacity of workers' and employers' organisations, they will be better equipped to engage in social dialogue processes. This includes their ability to contribute constructively to discussions, collaborate with other stakeholders, and influence policy and decision-making related to labour and employment issues.
- Representative workers' and employers' organisations are essential for inclusive and equitable representation. This assumption recognises the importance of workers' and employers' organisations representing diverse groups and interests within their respective

constituencies. It assumes that by ensuring the organisations are representative, including diverse demographic groups, sectors, and regions, the interests and needs of a wide range of workers and employers can be effectively advocated for and addressed.

- Collaboration and cooperation among workers' and employers' organisations are necessary for collective strength. This assumption acknowledges the significance of collaboration and cooperation among different workers' and employers' organisations. It assumes that by fostering partnerships and alliances, organisations can leverage collective strength, share knowledge and resources, and address common challenges more effectively.

These assumptions form the basis for the belief that by achieving the key outcomes of enhancing the capacity and effectiveness of workers' and employers' organisations, as well as their participation in collective bargaining and social dialogue, the representation and influence of these organisations will be strengthened. This, in turn, is expected to contribute to more robust and inclusive labour relations, fairer working conditions, and better outcomes for workers and employers.

Based on the Results Matrix the DWCP is evaluable, given that it has used a results-based approach in its design. It also has a detailed implementation plan as well as a monitoring plan that links each indicator with targets, milestones and means of verification. The Results Matrix of the DWCP states its intended outcomes and links these with specific indicators and sources of data. It also aligns the country programme outcomes with South Africa's national development plans and the priorities set out in the UNSDCF (United Nations Sustainable Development Cooperation Framework).

While data sources are specified in the Results Matrix, the list of indicators lacks a column with clear definitions or a clear description of the indicator's numerator/ denominator. This lack of information hinders the ability to assess the achievement of outputs and outcomes. Numerator and denominator values are crucial for understanding the magnitude or size of an indicator. They provide context and enable proper interpretation of the data. Without this information, it becomes challenging to determine whether the desired outputs and outcomes have been achieved because there is no clear understanding of the metrics being used. For example:

Indicator: "10% decrease in days lost due to labour disputes, as listed on the DOL database, year on year, between 2018 and 2023". Definition: The percentage decrease in the total number of days lost (numerator) due to labour disputes, as reported on the Department of Labour (DOL) database, year on year, between 2018 and 2023 (denominator). In this example, the numerator refers to the total number of days lost due to labour disputes during a specific year. These days lost are recorded and reported in the DOL database. The denominator represents the reference period between 2018 and 2023, which spans multiple years. By calculating the percentage decrease in the total number of days lost year on year, we can monitor and evaluate the progress made in reducing labour disputes and their associated impact on productivity. This indicator provides a clear measure of the extent to which efforts to mitigate labour disputes have been successful over time.

Without a clear indication of the specific size of the numerator and denominator it is not viable to assess the achievement of outputs and outcomes. In most cases, targets are sufficiently precise and refer to attainable figures within a 4-year period. The timing of activities and the milestones established for the delivery of outputs as per the DWCP implementation plan have not been followed, partly given the limited financial resources available for programme implementation, and also because of the disruptions caused to programming by the COVID-19 pandemic.

Monitoring and evaluation mechanism

The DWCP steering committee is the tripartite-plus monitoring mechanism. However, it does not appear to be a sufficiently robust and effective monitoring mechanism involving the active participation of constituents. That is, no system/ routine was put in place by the constituents to consistently track the DWCP results and provide evidence/ feedback to stakeholders on the incremental outcome of DWCP implementation. The burden of tracking implementation of the DWCP has fallen largely on the shoulders of the Secretariat, which itself is inadequately staffed. As a result of the above, the mechanisms and tools described before (e.g. results framework, implementation plan, monitoring plan) were not used to monitor/ assess the implementation and outcome of the DWCP. Because of the above, there is no systematic evidence/ database on DWCP results for the 2018 to 2021 period.

While gender equality, women's empowerment and disability issues are articulated in the Results Matrix and the within DWCP monitoring plan, gender equality and inclusion has not been integrated in a systematic and comprehensive manner within the monitoring and evaluation processes of the DWCP. Thus, while data collection was carried out on a gender-disaggregated basis for some activities/ there is limited evidence to indicate that data was consolidated in the same way for the overall DWCP.

5.1.6 Overall findings in relation to overall design validity and evaluability

A clearer theory of change and results framework which should include measurable objectives (and is complemented by indicators), and actions that will be taken to reach the objectives is essential for effective planning and monitoring and evaluation. A results framework that depends on a wide range of stakeholders to implement, requires clear allocation of roles and responsibilities and the agreement and collaboration of the affected parties to deliver on the actions.

5.2 Programme effectiveness

5.2.1 Achievement of outcomes

Key question: To what extent has the expected outcome been achieved?

5.2.1.1 Outcome 1.1: Improved labour market interventions and policies to create more and better jobs particularly for youth, women, and persons with disability.

Three areas of intervention were identified to achieve this outcome:

- Support to ensure a coherent national employment policy environment that is gender responsive and in line with International Labour Standards (ILS) and integrating provisions for a just transition to a low carbon economy.
- Support to enable young, registered work-seekers (including disadvantaged youth) to be placed in registered employment opportunities.
- Sensitizing legislators and policy makers to the conventions and recommendations as defined by the CEACR¹⁷ for amendments to legislation and policy. Legislation or policy amendments adopted by Parliament include consideration of the comments of the CEACR (adopted in 2015) regarding occupational segregation and equal pay for work of equal value; and the CEACR comments on C138 (adopted in 2016) with reference to article 1; and CEACR comments of C182 (adopted in 2016) with direct reference to article 5 and 7(2)

Policy environment

The Employment Equity Act requires employers to implement affirmative action measures to address gender and other forms of discrimination and has been through several amendments to strengthen its

¹⁷ Committee of Experts on the Application of Conventions and Recommendations

provisions and improve effectiveness in promoting employment equity in line with provisions of C100 and C111. The ILO's contribution was largely in ensuring alignment of the Employment Equity Act with C100 – on equal pay and in strengthening compliance with the pay equity legislation. Amendments to the employment equity ACT were done with reference to the comments of the CEARC. The CEARC had commented that the Employment Equity Act was not in full alignment with Convention 100 – that it did not factor in the clause on equal pay for work of equal value.

Although the National Employment Policy has not yet been finalised, the ILO's support to its formulation is a critical aspect of the support being provided. An audit of studies undertaken to-date in South Africa on maternity protection almost complete. Dates for a roundtable to discuss the studies still to be identified. Delays were initially encountered in fast-tracking consultations with different Government clusters (Economic, Justice, Security) because of contractual issues with the ILO consultant and the need to mobilize adequate funding to support the consultancy assignment. Work started with Cluster consultations on the draft zero NEP. The zero draft NEP is to be presented to the Economic, Justice and Security clusters. Similar presentations are to be made to the Employment Services Board and NEDLAC. The draft NEP will be reviewed taking into consideration the latest developments and data including cross-cutting issues such as gender, youth, social change, and Just Transition. Also in preparation is a draft implementation plan for the draft NEP and the modelling of different shocks and scenarios based on underlying assumptions of the draft NEP. As per the recommendation from Presidency and to satisfy a condition for the receipt of a pre-certificate on the draft policy, the DEL has been in the process of consulting with identified government departments as a precursor to and in preparation for an Economic Cluster presentation. Consultations have so far been held with the following departments:

- ✓ Department of Small Business Development (consultation held on 5 April 2023)
- ✓ National Treasury (consultation held on 19 April 2023)
- ✓ Department of Public Works and Infrastructure (consultation held on 26 April 2023).
- ✓ Department of Higher Education and Training (consultation held on 03 May 2023)
- ✓ Department of Planning, Monitoring and Evaluation (consultation held on 06 June 2023).
- ✓ Department of Cooperative Governance (consultation held on 21 June 2023).

A Roadmap for the next phase of the NEP has been developed to ensure that the NEP is tabled before the relevant parliamentary structures as well as Cabinet early in 2024.

COSATU has intensifying its campaign for the defense of collective bargaining. It has also developed a draft framework for position paper on C183. Internal consultations on the draft framework have begun, and the draft framework was shared and presented to COSATU's male gender champions for discussion in a few provincial dialogues organized to facilitate engagement on C190. These provincial dialogues with COSATU's male gender champions were held in the Mpumalanga and Western Cape provinces during the month of June 2023. Similar engagements are planned for other provinces in the coming months. The draft framework for the C183 position paper will be presented and discussed in upcoming COSATU Gender Consultative workshops planned for September to October 2023. The Department of Employment and Labour have shared a copy of the first draft report on C190 report with the ILO as well as the accompanying legislation concerning C190. This report has also been shared with members of the DWCP Steering Committee.

The DWCP provided support to the community constituency to develop a concept note for climate change and to provide just energy transition capacity building. The ILO-ITC has also developed a draft blended course for the Nkangala and Gert Sibande District officials on the Just Transition. There is a

lot of work the ILO has done under the PAGE project to provide national capacity for processes leading to a just transition. The ILO prepared a report based on a situational analysis of the Opportunities and Challenges for a Just Transition in the Free State province and Gert Sibande and Nkangala districts in Mpumalanga province. The findings of the situational analysis are intended to guide dialogue for the drafting of Just Transition Plans in the Province and two districts. It is anticipated that the report will be validated by the stakeholders in the Free State and Mpumalanga provinces. The situational analysis reports on the Opportunities and Challenges for a Just Transition in the Free State Province, and the Gert Sibande and Nkangala districts in Mpumalanga province have not been validated yet. Currently the Mpumalanga Provincial Government (Department of Agriculture, Rural Development and Environmental Affairs) is looking at enhancing the capacity of municipal officials on the concepts of Climate Change and the Just transition.

The ILS workshop for the tripartite-plus constituents was held on 2-3 March 2023. The training provided an overview on South Africa's reporting and other standards related obligations, as well as on the ILO's Standards Supervisory Mechanism. Participants were given some practical experience on Standards reporting through group work focusing on the ILS instruments for which reports are due in 2023. The training provided an overview of the key aspects of the C190 for which first country report is due this year. The training also included a presentation on provisions of C187 – the Promotional Framework for Occupational Safety and Health Convention, 2006 - which has become one of two additional ILO Core Conventions and is still to be ratified by South Africa

A gender sensitive review of the implementation impact of policy proposals outlined in the NDP as well on emerging patterns in the South African labour market shaping the future of work is currently being conducted. Provincial sensitization workshops on the COSATU Strategic Framework for Addressing Gender-Based Violence and Harassment (GBVH) in the World of Work, and on C190 is scheduled to take place in the 2nd half of 2023 and continued in 2024.

The Department of Employment and Labour has signed a Memorandum of Understanding with the National School of Governance (NSG) to develop and implement a capacity building programme for Employment Services Practitioners (ESPs) that applies modernized and up-to-date methodologies for employment services. The design of the capacity building programme is to be benchmarked against the ITC-ILO Turin's training programmes for Public Employment Services. DEL hosted a meeting with the ILO, the ITC-ILO and the NSG in November 2022 to facilitate the sharing of international good practices and country experiences in running capacity building programmes on PES for public employment services practitioners. The meeting also sought to examine possible options and approaches that could be adopted by the NSG in providing capacity building support to public employment services practitioners. In concluding the meeting, DEL undertook to prepare a proposal that would clarify and map out the expected role of the ITC-ILO in the development of the capacity building programme for PES practitioners, and on short - medium training needs of PES practitioners across the country. The Department has submitted a letter of request for ILO support (inclusive of a proposal) towards capacity development on Public Employment Services (PES). The letter requests support to strengthen the capacity of PES staff to deliver PES services; support for benchmarking with other countries that have implemented in-house Public Employment Services programs; establishing a PES Academy or Centre within the South African National School of governance in collaboration with the ILO training centre in Turin; and Capacity development of the National School of Governance staff to develop programmes for PES staff. Further engagement on the request is still to be held. The Letter of request has been shared with the DWCP Steering Committee.

Young work seekers placement

According to Stats SA¹⁸, young people are still struggling in the South African labour market. The official unemployment rate was 32,6%. This rate was 46,3% among young people aged 15 – 34 years, suggesting that almost one in every two young people in the labour force did not have a job in the first quarter of 2021. Of the 13 108 job vacancies captured, university and higher education educator occupations (such as teachers, professors, tutors, lecturers, etc) recorded relatively high demand at 804 followed by general office clerks' occupations at 536 job vacancies during the reporting period. The DEL report (2020-2021)¹⁹ indicates that 71.2% of registered work seekers youth (15-34 years) were matched and placed through ESSA platform during 2020/21 financial year. No cumulative data for the period 2018-2023 was found and no segregated data.

It is unclear what support was provided in relation to improving the take up of registered job opportunities.

CEACR considerations

South Africa has adopted the Code of Good Practice on the Prevention and Elimination of Violence and Harassment in the World of Work (ILO code of practice No. 190), ratified in 2021. This code provides guidance on how employers can prevent and respond to gender-based violence and harassment, in line with international labour standards. FEDUSA's Gender Policy has also been aligned with C190 and the DWCP provided capacity support to FEDUSA to host a workshop for the leadership of FEDUSA on ILS.

South Africa's occupational health and safety laws are in line with international standards, including provisions to protect workers from hazards such as exposure to toxic substances, noise pollution, and other health risks. South Africa has also ratified several other ILO conventions on labour rights, including conventions on equal remuneration (C100), forced labour (C029), child labour (C182), and discrimination (C111).

Since the CEACR has not yet made comments on South Africa's implementation of C190, the target set against this outcome, "all the comments of the CEACR on C100, C138 and C182 are considered by mid-2023", could not be met.

5.2.1.2 Outcome 1.2: Enhanced reforms to labour legislation and the business regulatory environment facilitate the transition of the informal economy to the formal economy, and growth of sustainable SMEs.

Three areas of intervention were identified to achieve this objective:

- Support to enable policy and institutional law reforms that are gender sensitive to extend legal recognition and protection to workers in the informal economy.
- Support to formalise businesses.
- Support for the establishment of enterprises (including green and social economy enterprises) targeting women, youth and persons with disability and that can access innovative business development services (BDS) in rural, urban and township economies.

Legal recognition and protection to workers in the informal economy

No clear outcome was identified if legislative reforms are in progress or how they might be focused on gender equality. Some movement, however, has been made in relation to formalisation in that the

¹⁸STATS SA website Census 2022, <https://www.statssa.gov.za/?p=14415>

¹⁹ DEL, Job Opportunities and Unemployment in the South African Labour Market (2020-2021)

R204 sub-committee (under the facilitation of the National Department of Employment and Labour) and the South African Law Reform Commission (SALRC), have initiated a process to explore legislative reform to facilitate the transition of the informal economy towards formalisation. To date the constituents have not made much progress on this issue. A submission has, however, been made by the community constituency for Government to consider tabling proposals to institute legal reform in NEDLAC for the legal recognition and protection of workers in the informal economy.

The regulatory environment for SMMEs and informal businesses was reviewed with the aim of promoting the ease of doing business and to address constraints to the growth and survival of informal businesses. Further discussion to be held with the CCMA and Business to ascertain how a free-to-use Web-Tool dedicated to help small businesses with labour relations matters could be accessed, and how it could be used to assist small businesses in the informal economy. It is not clear whether the research on the enabling environment translated into advocacy and policy influence for the review of the regulatory environment for informal businesses, or whether the findings of research to influence policy and the regulatory environment for SMMEs and informal businesses were taken forward.

Formalisation of businesses.

No data was found in relation to the target set of 100 000 informal businesses being formalised by 2022.

The ILO supported Phase 2 of the CCMA-BUSA labour web tool, which is an online resource that was created by the Commission for Conciliation, Mediation and Arbitration (CCMA) and Business Unity South Africa (BUSA) to provide information and guidance on labour-related matters in South Africa. The web tool is designed to assist small and medium-sized enterprises (SMEs) in particular, as they may not have the resources to hire legal experts or HR specialists to help them navigate labour laws and regulations. The tool provides information on a range of topics, including:

- Employment contracts
- Dispute resolution
- Health and safety
- Basic conditions of employment

A range of initiatives have been implemented to support the formalisation of informal businesses, such as the Informal Business Upliftment Programme launched in 2019. (Department of Small Business Development), which provides training and mentorship to informal businesses to help them transition to the formal sector. The National Informal Business Upliftment Strategy (NIBUS), adopted by Cabinet in 2014, is aimed at supporting the enterprising poor in the informal business sector and facilitating their participation in the mainstream economy through various policy and programmatic interventions. In its annual Performance Plan 2023-24 the Department of Small Business Development has placed a critical focus on facilitating the transition of the informal to formal economy in line with the ILO's R204.²⁰

Further progress was made by the R204 tripartite-plus task team, that commissioned an in-depth gender sensitive diagnostic on barriers to formalisation. In line with R204 the Department of Employment and Labour's Inspection and Enforcement Services (IES) branch has established the National Labour Inspection Task Team to target the Informal Economy sector of South Africa. This

²⁰Annual Performance Plan 2023/2024. (n.d.). Small Business Development.
http://www.dsbd.gov.za/sites/default/files/2022-05/DSBD%202022-23%20APP%20Final_1.pdf

development addresses workers in the informal economy include both wage workers and own-account workers who are insecure and vulnerable as wage workers and lack protection, rights and representation.

Regulatory environment for SMMEs and informal businesses

Within the context of the RBSA funded Informal Economy project, the R204 tripartite-plus task team commissioned an in-depth gender sensitive diagnostic on barriers to formalization. The study was an analytical review of policies, laws, regulations, and support programmes that have an impact on the registration, formalisation, and development of informal economic units into formal enterprises. The Steering Committee was invited to guide stakeholders on what to do with the recommendations coming out of the report, “Identifying Barriers to Formalization” (April 2021). BUSA is keen to take forward the recommendations of the study as stipulated in the validation workshop. There is, however, a need to receive an update from the Government on the progress of the R204 Roadmap so that all constituencies can align themselves to the updated tool and ensure that the recommendations of the study are still fit for purpose. BUSA expressed its willingness to adopt and support the recommendations from an advocacy point of view but requires guidance from Government and the rest of the social partners in terms of implementation.

Establishment of enterprises (including green and social economy enterprises) targeting women, youth and persons with disability.

The target for this area of intervention was set at “X number of enterprises (including green and social economy enterprises) targeting women, youth and persons with disability that are established and have access to BDS in the rural, urban and township economies by mid-2023.”. Insufficient data is available on the number of such businesses established. However, the community constituency and the ILO have been working in several municipalities to strengthen formalisation.

An intended output was to train municipal managers and local economic development (LED) officials to provide enterprise level support services (BDS) to informal businesses (including cooperatives) and SMMEs across township economies and urban and rural areas. This initiative started with a field visit to Mpumalanga in March 2021. The Community Constituency worked with organized informal traders and municipal officials in 8 municipalities of Mpumalanga on the bottom-up establishment of systems of regular monthly/bi-monthly/quarterly meetings for social dialogue and collective bargaining at local government level. Follow-up engagements have been productive in Mbombela and Ermelo through the support provided by WIEGO and the ILO. However, municipalities including Nkomazi and Nkondo have not been very cooperative. In a provincial workshop in November 2022, officials from these municipalities said that informal traders were welcome to attend IDP Forum, but then indicated that the timing of the IDP meetings was very inconvenient for traders, especially women.

5.2.1.3 Outcome 1.3: Improved capacities of labour market institutions to expeditiously facilitate knowledge-based policy deliberations and negotiations and to promote sound industrial relations.

Three areas of intervention were identified to achieve this outcome:

- Support to labour market institutions to upgrade research capacity and knowledge systems.
- Strengthen labour relations.
- Support to develop policy or regulatory mechanism to address unjustifiable wage inequality.

Upgraded research capacity and knowledge systems.

The target for this area of intervention is “at least 3 labour market institutions have upgraded their research capacity and knowledge systems by end 2022”. This is a difficult target to measure, as it is not

clear what constitutes upgrading. ILO has provided some training support, and support to the CCMA's annual labour conference. And support to NEDLAC

Labour relations

The target for this area of intervention is an improvement of 50 working days per 1000 workers by the end 2022. According to Bloomberg²¹, "SA's workdays lost due to strike action rose more than 30-fold in the six months through June compared with the same period a year earlier, driving up wage settlements between labour unions and companies. (South Africa) lost 1.6 million workdays due to industrial action in the first half of 2022, up from 45,000 in the prior year. The support by the CCMA was included within the framework of the DWCP workplan in previous years – even though the actual training was not done by ILO technical specialists. The ILO did facilitate the participation of the CCMA at one of the meetings of the DWCP Steering Committee at NEDLAC to provide an update on the training sessions that have been undertaken by the CCMA across the country on the Code of Good of Practice on Collective Bargaining, Industrial Action and Picketing. Nevertheless, this is a difficult target for the DWCP to use as its measure as there are many variables that would impact on this number, many of which would be outside of the DWCP control. Support provided by ILO in relation to labour relations include:

- The ILO provided advisory and mediation support to parties to the Public Service Coordinating Council (PSCBC) during the wage negotiation process undertaken during the months of May 2021 and July 2021. The culmination of the wage negotiation process was a binding Agreement reached in July 2021. One of the issues that the Public Service coordinating Council wishes to take forward is the need to strengthen the skills of lead negotiators and negotiating teams engaged in processes of collective bargaining. This will most likely inform the nature of support to be provided to the PSCBC in 2022.
- ILO provided technical inputs and advisory support to a Public Service Summit hosted by the Public Service Coordinating Council (PSCBC). Held in March 2022, the Summit was aimed at addressing the challenges that have strained relationships between parties to the PSCBC.
- The ILO provided capacity support to the PSCBC in the hosting a Public Service Summit on Collective Bargaining that was held on 28-31 March 2022 under the theme *Strengthening and defending centralised collective bargaining to advance economic development*. The parties discussed challenges facing centralized collective bargaining and agreed to strengthen and defend centralised collective bargaining and to implement of outstanding agreements within the bargaining councils' resolutions.
- At the Summit, the parties to the PSCBC also agreed to review collective bargaining structures in the public service guided by international best practices with the support of the ILO, and on the need to upskill negotiators in the PSCBC. The PSCBC agreed to partner with entities such as the National School of Governance and the ILO to support capacity building initiatives in this regard. The Summit culminated in a Declaration.

Policy or regulatory mechanism to address unjustifiable wage inequality.

Regulatory mechanisms are in place to address unjustifiable wage inequality including:

²¹Strikes cost SA 1.6 - million work days in 2022's first half. (n.d.). Bloomberg.
<https://www.businesslive.co.za/bloomberg/news/2022-09-29-strikes-cost-sa-16-million-work-days-in-2022s-first-half/>

- The Employment Equity Act of 1998²², which aims to promote equity and eliminate discrimination in the workplace.
- The National Minimum Wage Act of 2018²³, which establishes a minimum wage for workers and aims to provide a floor for wages and reduce wage inequality.
- Sectoral Determination, which is a policy mechanism that sets minimum wage rates for specific sectors in South Africa.
- The Employment Conditions Commission, which is a regulatory body that advises the Minister of Labour on issues that include labour market policies and conditions, including wages and working conditions.
- Collective bargaining agreements, which can help to reduce wage inequality by ensuring that workers receive a fair share of the profits generated by their labour.

The ILO provided technical and capacity support to the Government of South Africa and the Social Partners for the establishment of a National Minimum Wage.

Policies and mechanisms aim to promote fair wages and reduce unjustifiable wage inequality the implementation, enforcement of these policies and mechanisms remain a challenge. However, the social partners are promoting advocacy for a living wage.

5.2.1.4 Outcome 2.1: Expanded and effective social security systems

Three areas of intervention were identified for this outcome:

- Support to influence policy reform for a gender sensitive, comprehensive, affordable, sustainable and inclusive National Social Security Fund.
- Support institutional policy reform for improved coordination of the governance, administration and infrastructure of the different social insurance funds.
- Support to develop a sustainable funding model for universal access to health care.

Policy reform for a gender sensitive, comprehensive, affordable, sustainable and inclusive National Social Security Fund.

South Africa has several social security programmes in place that provide various forms of social protection to citizens. However, there is currently no single National Social Security Fund that meets all the criteria of being gender-sensitive, comprehensive, affordable, sustainable, and inclusive. The target for this outcome is “policy reform adopted for a gender sensitive, comprehensive, sustainable, affordable and inclusive National Social Security Fund by mid-2023”. ILO has supported several activities to work towards achieving this target:

- Course focusing on “E-learning on Investment of Social Security Funds”, “Advocacy and Communication for Social Protection”, “Pension and Management”, - capacity building to both Government Officials and the Social Partners to enable their effective engagement in the process towards social security reform. (Please look at the implementation updates shared with the evaluator on the courses taken by Government Officials to enhance their skills and capacity to engage in the process.

²²*Employment Equity Act, 1998*. (1998). Government Gazette.

<https://www.labour.gov.za/DocumentCenter/Acts/Employment%20Equity/Act%20-%20Employment%20Equity%201998.pdf>

²³*National Minimum Wage Act, 2018*. (2018). Government Gazette.

https://www.gov.za/sites/default/files/gcis_document/201811/42060gon1303act9of2018.pdf

- The ILO provided technical support towards the formulation of the first Green Paper on Comprehensive Social Security and Retirement reform that was released for public comment in 2021 and withdrawn following widespread commentary on the policy. The support entailed actuarial valuations to ascertain the best options for a National Social Security Fund etc.
- The ILO has since provided technical assistance to Government towards addressing issues that were of concern pertaining to the Green Paper, and Government is finalizing a revised version of the Green Paper. It is not clear at the moment when the revised draft will be released for public comment.
- Review of the Green Paper on Comprehensive Social Security and Retirement reforms.
- Technical assistance to an expert panel constituted by Government to provide strategic guidance and technical support to DSD on the Basic Income Grant.
- Two technical papers on the regulatory and governance framework for the proposed NSSF were developed and presented to the NEDLAC Social Partners. One paper focused on Good Governance in Social Security while the other provides recommendations for the design and funding of a 3-tier pension arrangement in South Africa.
- ILO collaborated with the National Department of Labour and Fort Hare University to run a training course designed locally for government officials in the labour market information and statistics (LMIS) unit.

Institutional policy reform for improved coordination of the governance, administration and infrastructure of the different social insurance funds.

The target for this area of intervention was “institutional policy reform is instituted for the improved coordination of the administration and infrastructure of the different social insurance funds by end 2019”. No evidence was found that indicates progress in this area of intervention. The ILO has signed a MOU to renew the partnership for continued ILO support to Government for reform efforts for social security reform. ILO support has not as yet looked at institutional policy reform.

Sustainable funding model for universal access to health care.

One of the key challenges in funding universal health care in South Africa is the high level of income inequality. A range of financing mechanisms have been introduced through a combination of general tax revenues, payroll taxes, and contributions from employers and individuals. But there are concerns about the sustainability of the NHI funding model, particularly given the current economic challenges facing South Africa and there is ongoing debate about the most sustainable funding model for universal coverage, and concerns about the affordability and effectiveness of the current financing mechanisms. There are also some concerns around the potential for corruption in large state-managed institutions.

- ILO has worked towards the development of a model, but there is no direct evidence of any progress towards this area of intervention. ILO provided support in the following area:
- Capacity support to the three labour federations (COSATU, FEDUSA, NACTU) towards establishing a mechanism to coordinate their response to the pandemics (Gender Based Violence, HIV/TB/ COVID-19). This coordination mechanism will be used to facilitate their inputs into the HIV/AIDS/TB National Strategic Plan.
- In 2020, the ILO provided research support to BUSA to investigate the demographic and financial implications of the hybrid (multi-payer) model for NHI and the implications for the transition process in terms of the cost of cover and the levels of access. The research was geared towards assisting BUSA to effectively participate in the NEDLAC NHI Task Team and Parliamentary submission processes.
- BUSA’s research on the NHI enabled BUSA to formulate an evidence-based policy position on the NHI and to present 2 written evidence-led submissions on the NHI to the Parliamentary

Portfolio Committee on Oral Submissions; and to participate effectively in the NEDLAC engagements on the NHI White Paper and the draft NHI Bill. BUSA also produced a fact sheet that was used as an annexure to a Media Statement clarifying the Private Sector position on the NHI.

The ILO also provided capacity and technical assistance to FEDUSA towards developing a position and commentary on the NHI proposals by Government.

5.2.1.5 Outcome 3.1: Enhanced capacity and effectiveness of workers' and employers' organizations.

Three areas of intervention were identified to achieve this outcome:

- Support to representative workers' and employers' organisations that have reviewed or developed new strategic plans to optimise their organisational structures, governance and management practices in line with the changing world of work.
- Support to representative workers' and employers' organisations as well as membership-based organisations in the informal economy to increase their membership and extend services to their members.
- Strengthen support programmes that aim to enhance inclusivity, including gender representivity, in workers and employers' organisations, membership-based organisations in the informal economy and in the employment equity commission.

Strategic plans to optimise organisational structures, governance and management practices.

The target for this outcome is: "all representative workers and employers' organisations review or develop new strategic plans to optimise their organisational structures, governance and management practices by mid-2022". BUSA already had a strategic plan, so support was provided to the workers' organisations by commissioning an organisational needs assessment of FEDUSA, mostly aimed at young workers. ILO also provided capacity support to COSATU's Vulnerable Workers Workshop to identify decent work deficits confronting COSATU workers in vulnerable sectors of the economy. The target has not yet been achieved.

The ILO together with the Mapungubwe Institute for Strategic Reflection, prepared a report in 2020 for NEDLAC to review and redefine the role of the Council which and provide recommendations for addressing some of the long outstanding and unresolved issues amongst the social partners. The report proposed, amongst other things, a process to review and redraft the NEDLAC Declaration, NEDLAC Act, and NEDLAC Constitution that would serve to update its vision, mission, values, representation and location, revise the strategy and structure of NEDLAC as already initiated by the Secretariat, including matters pertaining to the improvement of the Secretariat's capacity, and draft amendments that would be required in NEDLAC-related statutes to effect the proposed change in NEDLAC's location to the Presidency.

Employers' organisations and membership-based organisations in the informal economy to increase membership and extend services.

The target set for this outcome is: "all representative workers and employers' organisations successfully increase their membership and extend services to their members by mid-2023, including their reach to membership-based organisations and associations in the informal economy". No data is available on membership numbers to date. However, the support the ILO is providing to COSATU to extend support to vulnerable workers is on-going. ILO recently provided funding support to COSATU to undertake research to inform an organising strategy for workers in vulnerable employment. In addition, support is being provided to COSATU to develop campaign materials to educate vulnerable

workers on their rights under the law and to sensitize them to advocate for the review of legislation for greater protection of their rights.

Support from ILO included the further development of the monitoring Dashboard for COSATU. The dashboard aims to assist COSATU to monitor the implementation of Congress Resolutions, track trade union membership by sex and age, as well as track the impact of COSATU's recruitment strategy. However, senior leadership in COSATU is still to adopt the Dashboard as its monitoring tool.

Support programmes to enhance inclusivity and gender representivity, in workers' and employers' organisations, membership-based organisations in the informal economy and in the employment equity commission.

The target identified for this outcome is: "at least one support programme that aims to enhance inclusivity, including gender representivity, in workers and employers' organizations, membership-based organisations in the informal economy and the employment equity commission is established by end 2022". A range of interventions and programmes were implemented in relation to this target.

Support provided by ILO include:

- Commissioned WIEGO to develop a database (with detailed information) of home-based workers (HBW) and their organisations engaged in the garment and crafts sectors of the informal economy. The HBW database has been a critical catalyst in giving rise to a Home-Based Workers Association.
- Minister of Employment and Labour published the Code of Good Practice on the Prevention and Elimination of Harassment in the Workplace (Harassment Code) on 18 March 2022, which repealed the Sexual Harassment Code, 2005. The Code was subsequently officially launched on 23 June 2022. This Harassment Code gives effect to some provisions of the ILO C190 and is comprehensive in covering types of harassment, not only limited to sexual harassment. However, the Code excludes workers and economic units in the informal economy.
- Workshops/roadshows (in all 9 Provinces) conducted to raise awareness on the Code of Good Practice as well as the Elimination and Prevention of Harassment in the Workplace. However, it must be noted that workplaces in the informal economy are excluded.
- A pamphlet for the Harassment Code was developed in English and translated into all other 10 official languages to ensure accessibility to all employers and workers in all sectors (except in the informal economy), whether private or public, and in urban or rural areas.
- The COSATU Strategic Framework for Addressing Gender-Based Violence and Harassment (GBVH) in the World of Work was tabled and adopted by Congress. COSATU has developed a 4-yr Gender Plan of Action that serves as a Roadmap outlining priorities and actions emerging from the National Inaugural Gender Conference
- ILO facilitated sensitisation and training for representatives of 24 affiliate members of BUSA on provisions of C190 and on the draft Code of Good Practice for Eliminating Harassment in the Workplace, except for those in the informal economy, as these workplaces are excluded from the Code.
- BUSA developed a register of entities where victims of violence and harassment can seek free counseling and help which was circulated to the membership broadly.
- The ILO has supported and facilitated leadership development training for young women trade unionists across the 3 labour federations – i.e. COSATU, FEDUSA and NACTU, and young women in the private sector. 3 cohorts of young women drawn from these structures have undergone leadership development training and mentorship support. The leadership development training has sought to equip the young women with skills to develop personal

mastery and agency. This programme has been an integral part of the Gender Mainstreaming programmes of the 3 labour federations, and the representative Employers Organization - BUSA

- The ILO has also facilitated training for male gender champions (this information should have already been collected with interviews conducted with FEDUSA and COSATU).
- ILO technical assistance has been provided to FEDUSA towards aligning the FEDUSA Gender Policy with the provisions of C190 and its accompanying recommendation.

5.2.1.6 Outcome 3.2: Enhanced capacity of employers and workers organizations to participate in collective bargaining and social dialogue.

Three areas of intervention were identified to achieve this outcome:

- Support to policy agendas, decisions, and agreements at national, sub-regional, regional and at the international level (including within the context of south-south cooperation) that reflect the views of workers' and employers' organisations.
- Development of mechanisms to foster inclusive consultative processes, social dialogue and mutual gains bargaining in the rural economy.
- Support to undertake legal or practical reform measures to give effect to the rights of informal economy workers' and employers' organisations to participate in collective bargaining.
-

Policy agendas, decisions, and agreements at national, sub-regional, regional and at the international level (including within the context of south-south cooperation) that reflect the views of workers' and employers' organisations.

This area of intervention is very broad and difficult to measure.

The ILO has provided technical, funding and capacity support to the social partners to enhance their ability to engage effectively in multi-stakeholder policy dialogue. At a national level NEDLAC has played a significant role in shaping labour market policies and laws, including the Employment Equity Act and the Basic Conditions of Employment Act.

- The ILO has provided capacity support (including research capacity) to the NEDLAC partners to strengthen their policy position on a plethora of policy dialogue engagements in NEDLAC. These include the following:
 - o Research support to BUSA on the impact of the Employment Tax Incentive in order to develop a business position during policy dialogue on the ETI in NEDLAC. The research was just completed at the start of this year.
 - o Capacity support to FEDUSA to formulate their position on the National Health Insurance policy proposals – this was aimed at strengthening FEDUSA's position in national dialogue for a NHI.
 - o Capacity support to BUSA to formulate a business position on the National Health Insurance Policy proposals. And also aimed at strengthening BUSA's engagement on policy dialogue for a sustainable NHI scheme.
 - o Capacity support to COSATU to develop a position for a national labour migration policy – aimed at strengthening COSATU's policy engagement for a Labour Migration Policy.
 - o Capacity support to FEDUSA towards the formulation of a policy position on the prescription of assets and access to retirement funds during COVID-19.

At a sub-regional level, the Social Dialogue and Labour Law Reform Project is a collaboration between the International Labour Organization (ILO) and the Economic Community of West African States (ECOWAS) to strengthen social dialogue between workers' and employers' organisations and improve labor laws in the region. The project includes consultations with trade unions and employers' organizations to identify their priorities and perspectives and may provide a good example for the South African context. At a regional level, the African Regional Labour Administration Centre (ARLAC) is a specialized agency of the African Union that works to improve labour administration and social dialogue across the continent. ARLAC works closely with workers' and employers' organizations to develop policies and programmes that reflect their views and priorities. ILO as a tripartite United Nations agency, it brings together representatives of governments, employers, and workers and has developed numerous conventions and recommendations that reflect the views of workers' and employers' organisations, including the Convention on Freedom of Association and Protection of the Right to Organise, and the Tripartite Declaration of Principles Concerning Multinational Enterprises and Social Policy. In relation to South-South Cooperation, the BRICS countries (Brazil, Russia, India, China, and South Africa) have developed a framework for cooperation on labour and employment issues, including social dialogue and labour standards.

Progress reported against the target for this outcome is tenuously linked to the indicator, and includes:

- A Cosatu workshop for affiliate members working in vulnerable sectors of the economy and the adoption of a Plan for Action to address the challenges confronted by vulnerable workers.
- A WIEGO organised workshop for the leadership of informal workers across different sectors of the informal economy to strengthen their negotiation skills and tactics.
- COSATU developed a gender equity and collective bargaining resource document to guide workers and negotiators in mainstreaming gender in collective bargaining.
- A pre-Congress workshop to rally and engage women and young members of FEDUSA towards assessing the responsiveness of the FEDUSA Gender Policy to C190.
- ILO provided capacity support to the Public Service Coordinating Bargaining Council (PSCBC) on a Public Service Summit on Collective Bargaining.

Mechanisms to foster inclusive consultative processes, social dialogue and mutual gains bargaining in the rural economy.

Mechanisms for these processes that already exist in South Africa include:

- NEDLAC, which is a forum where government, labour, business, and community organisations discuss and agree on economic and social policies and has a Rural Development Chamber that focuses on rural development and land reform issues. This chamber includes representatives from rural communities, workers' and employers' organisations, and government departments.
- The National Minimum Wage Commission, which is a statutory body that advises the Minister of Employment and Labour on the national minimum wage and other labour market policies. The Commission includes representatives from labour, business, and government, and consults with stakeholders including rural communities and organisations.
- The Commission for Conciliation, Mediation, and Arbitration (CCMA), which is a dispute resolution body providing mediation and arbitration services to employers and workers in the rural economy. The CCMA promotes social dialogue and mutual gains bargaining as a means of resolving labour disputes and improving working conditions.
- The Agricultural Sector Education and Training Authority (AgriSETA), which is a statutory body that promotes skills development and training in the agricultural sector, including in rural areas. AgriSETA works with employers, workers, and other stakeholders to identify skills needs

and develop training programmes that are inclusive and responsive to the needs of rural communities.

There has been work done by the Community Constituency within the framework of the DWCP to strengthen the capacity of informal business operators to engage in social dialogue and negotiations in order to participate more effectively in negotiating forums in the informal business sector.

It is unclear how this area of intervention builds on or strengthens mechanisms that already exist. While there is room for improvement particularly in terms of ensuring that the voices of rural communities and workers are heard and considered in policy and decision-making processes, the area of intervention needs to be clearly formulated to build on existing strengths.

Legal or practical reform measures to give effect to the rights of informal economy workers' and employers' organisations to participate in collective bargaining.

Although there are measures in South Africa that provide these opportunities for informal economy workers' and employers' organisations, there are still challenges in ensuring that the rights of informal economy workers are fully recognised and protected, and that they are able to access the benefits of collective bargaining. Measures that are available include:

- The Labour Relations Act (LRA), which recognises the right of workers' and employers' organisations to engage in collective bargaining and includes organisations representing workers in the informal economy. However, it was reported that this does not yet happen in practice.
- NEDLAC, which provides a platform for informal economy workers to participate in collective bargaining. However, the fact that this platform is limited to certain structures only, constrains the informal economy voice.
- CCMA, which includes informal economy workers in its processes.
- The Department of Employment and Labour provides support and assistance to workers' and employers' organisations.

Progress reported in this area of intervention is largely confined to local government and includes:

- ILO initiated engagement with the City of Tshwane to explore a possible partnership support on-going effort at strengthening social dialogue in the informal business sector.
- Tshwane negotiating forum with waste pickers.
- South African Waste Pickers Association (SAWPA) and WIEGO conducted a one-day negotiations skills refresher training for the waste pickers' negotiating team.
- Nelson Mandela Bay started monthly meetings with informal traders' associations and introduced quarterly stakeholders' meetings including district and provincial level. However, this came to a standstill when there was a political change, and a new coalition government took over the municipality.
- Monthly meetings in Cape Town and other municipalities, monitored in virtual national monthly meetings of informal traders.
- The Community Constituency trained representatives of informal traders in MBOs (membership-based organisations) on how to download and use digital technologies 49as and has been convening virtual national monthly meetings with informal trader leaders / negotiators in all nine provinces to gather information on the outcomes and results of their engagements at local government level and to strategise for ongoing negotiations processes.

- WIEGO facilitated a collective bargaining workshop for the leadership of informal traders to initiate social dialogue at local government level and to strengthen the negotiations strategy and tactics of informal workers' leadership across different sectors of the informal economy.

5.2.2 Overall findings in relation to achievement of outcomes

While the DWCP has wide stakeholder representivity, the areas of intervention and associated targets are very broad and generally within the remit of the concomitant government department or other organisation. Some of the indicators and targets are generic and therefore quite difficult to measure. Should the DWCP have a clear strategy based on its mandate and targets that were specific, measurable, collectively agreed to, realistic and time bound, it would be much easier to both plan for the achievement of the target as well as to measure the progress towards achieving that target.

5.3 Efficiency and resource use

Key questions guiding the review:

- Were **resources** (human resources, time, expertise, funds etc.) allocated by the ILO and constituents used strategically to provide the necessary support and to achieve the broader Programme outcomes?
- Have the results been achieved in a **timely** manner?
- How effective was the **backstopping support** provided so far by ILO (Country Office and Pretoria Decent Work Team) to the Programme?
- Has the DWCP been implemented in the best **efficiency conditions** in view of other existing opportunities?

5.3.1 Resource allocation

ILO support is focused on technical advice, specifically in relation to policy formulation and reform, capacity building and fostering collaboration. Stakeholders interviewed gratefully acknowledged ILO funding support for workshops and capacity building sessions and valued ILO technical input on policy and legislative reform (see annexure 2 for the summarised and synthesised version of stakeholder interviews). Since the DWCP is a strategic framework of the constituents and supported by ILO and is not a programme funded and implemented by ILO, resources are provided by the constituents in line with their specific mandates.

Consideration could be given to a more focused approach on the specific mandate of the DWCP and how the resources should be allocated against activities that are both within the mandate and in pursuit of the broader objectives.

5.3.2 Timeliness of results

Although most targets had specified time frames, the targets themselves were sometimes vague and difficult to measure. Conclusively establishing achievement of results is therefore difficult.

5.3.3 Backstopping support

The support provided by the Country Office and the Pretoria Decent Work Team received unanimous positive reviews. The ILO staff are always available and ready to assist.

5.3.4 Efficiency conditions in in view of other existing opportunities

Better alignment with existing opportunities could be articulated in the results framework. It is not clear how the DWCP connects with, and works with, the existing opportunities in the country.

5.3.5 Overall findings in relation to efficiency and resource use

In general, resources are effectively allocated to key target areas specifically in relation to capacity building and fostering stakeholder collaboration. The support provided by the back office is highly valued and has resulted in excellent relationships between the constituents and ILO staff. The DWCP aligns well with key national policies but alignment and coherence with other existing opportunities could perhaps be better articulated in the results framework.

5.4 Effectiveness of management arrangements

Key questions:

- Was the **management and governance** arrangement of the DWCP adequate to the implementation and monitoring needs? Has there been a clear understanding of roles and responsibilities by all parties involved?
- Was a **monitoring and evaluation** system put in place and used for management, reporting and learning. Was the data disaggregated by sex (and by other relevant characteristics if relevant) and analyzed?
- To what extent did the constituents have the capacity to **integrate the DWCP activities** into the different SDGs in the country at the level of implementation, monitoring and evaluation? What are the needs and gaps to be addressed to strengthen this capacity for each?
- Has the DWCP been receiving adequate **political, technical and administrative support** from its national partners/implementing partners and ILO?
- Did the tripartite plus constituents effectively use existing **linkages** to promote the DWCP and contribute towards resource mobilization efforts?

5.4.1 Management and governance

Some stakeholders expressed confusion regarding roles and responsibilities in relation to the management of the DWCP. There was a suggestion that more clarity should be provided in relation to the ILO and its mandate.

Measuring the achievements of other partner organisations and departments was not considered to be useful in understanding what the role of the DWCP is. The DWCP is a programme led by the constituents. ILO provides support to the programme through the constituents. However, some constituents interviewed were confused about the role of the ILO, since the targets are constituents' targets for which they take responsibility. ILO cannot be measured against constituents' targets but only in relation to the support that they provide to the constituents to meet their targets.

5.4.2 Monitoring and evaluation

There is a high-level monitoring and evaluation framework in place for the DWCP. There are, however, a number of issues that need to be addressed in order to strengthen the process. While targets are often related to numbers, there does not appear to be any mechanism by which those numbers can be monitored. Many of the targets relate directly to targets set in performance plans of DWCP partners but these are not necessarily being reflected in the monitoring of the DWCP. ILO can only be measured in relation to targets over which it has control, such as the provision of technical support, facilitation of partnerships, capacity building etc. The constituents have their own M&E systems and measure their achievements against selected indicators. ILO support would then be in relation to providing assistance that enable constituents to make adjustments to their targets. ILO can then be measured against their ability to provide that support in terms of the DWCP. For an M&E system to have effect, specific actions must be taken by specific players who then take responsibility for those actions. These actions must be within the remit of the ILO to ensure that corrections to the programme can be made

if needed. For example, if the DoL sets a target to decrease the number of days lost due to injury annually, the DWCP itself cannot directly act to ensure that this happens. But the programme can provide technical assistance, capacity building and knowledge sharing with DOL. However, if the role players within DoL responsible for achieving this target, fail to act to change course, there is nothing the DWCP can do to mitigate the situation. ILO has to develop an M&E system in line with its mandate in relation to the DWCP. Consideration could be given to a dedicated M&E officer to develop a theory of change with measurable objectives and indicators and implementing a system of data collection, with all objectives, indicators and targets kept in an accessible an updated database.

5.4.3 Integration of DWCP activities with South Africa's SDG decent work commitments

It is unclear how or to what extent the DWCP constituents have been able to integrate the DWCP activities into their own planning cycles. While the partners are the ones who define the work programme within the context of the DWCP and this is taken from their own workplans, so the disconnect may be a question of sensitization that is needed for the social partners not to view the DWCP as disconnected from their own workplans but rather as an integral part of what they are doing at constituency level. When the partners define their workplans for the year they do consider what they are planning to achieve at a constituency level. At a basic level, however, no clear activities have been identified in the results framework. Although a lot of work has been done to integrate the ILO conventions into constituents' plans, the link between these conventions and the specific activities of the DWCP is not clear. While SDG targets are reflected in the DWCP results matrix it is not evident that partner organisations are tracking and measuring progress on these.

5.4.4 Political, technical and administrative support

The ILO is highly respected among its national partners and implementing partners, and its perceived high standing among partners is highly valued. This trust facilitates effective collaboration between the various stakeholders. The community constituency in particular was able to gain entry into municipalities with the support of the ILO, which is otherwise a difficult task. At a national level, the ILO is well respected and recognised for the technical expertise that it provides to government and the other tripartite plus partners.

5.4.5 Linkages

The tripartite plus arrangement has enabled the community constituency to strengthen important linkages, especially at local government level. However, there was no clear indication of how this has facilitated resource mobilisation.

5.4.6 Overall findings of effectiveness of management arrangements

The DWCP partners feel that the ILO has facilitated a strong sense of national ownership of the country programme, and that the Steering Committee is an effective, if sometimes cumbersome, mechanism for providing oversight to the programme. The technical and political support provided by the DWCP management is highly valued among stakeholders and has enabled the community constituency to engage more effectively with government, business, and the labour sector. There remains some concern that the community constituency is still viewed as a "junior partner" and lacks full access to all the available consultation mechanisms. The ILO support team is very strong in establishing and strengthening important linkages and collaborative arrangements. Weaknesses exist in monitoring and evaluation processes specifically in relation to data collection. Clearer articulation of the integration of the DWCP activities into the SDGs of the sector departments is an area that could be considered for strengthening.

5.5 Programme impact

Key questions:

- *What concrete changes has the implementation of the DWCP brought to ILO **tripartite plus** constituents and ultimate beneficiaries of it?*
- *To what extent has the DWCP contributed to **strengthen the capacities** of tripartite plus constituents and relevant institutions and the national environment at dimensions such as policies, laws, skills, and attitudes towards decent work?*

5.5.1 Changes to tripartite plus constituents

While concrete changes are difficult to measure, the tripartite plus constituency has benefitted from the ability of the ILO to gain access to municipalities and concrete engagement has been established. For example, the community constituency reported that the DWCP has enabled the constituency to work more closely as part of the DWCP with municipalities. This is seen as important progress, given that municipalities are the primary service delivery structures and play a critical role in local economic development and job creation.

5.5.2 Capacity Strengthening

Capacity building support has empowered sections of the community constituency in relation to negotiation and bargaining skills. Workers in the informal sector have benefitted from various workshops and capacity building exercises to strengthen understanding of human rights, the decent work agenda and other supportive legislation. Some examples of capacity strengthening undertaken through the DWCP have included the following:

- Training was provided to FEDUSA and to all labour federations (COSATU and NACTU) on ILS.
- Provided capacity support to FEDUSA to host a workshop for the leadership of FEDUSA on ILS.
- In October 2021, the ILO provided capacity support to COSATU's Vulnerable Workers Workshop to identify decent work deficits confronting COSATU workers in vulnerable sectors of the economy.
- ILO provided support to further develop the monitoring Dashboard for COSATU. The dashboard aims to assist COSATU to monitor the implementation of Congress Resolutions, track trade union membership by sex and age, as well as track the impact of COSATU's recruitment strategy.
- ILO facilitated sensitization and training for representatives of 24 affiliate members of BUSA on provisions of C190 and on the draft Code of Good Practice for Eliminating Harassment in the Workplace.
- ILO provided capacity support to the Public Service Coordinating Bargaining Council (PSCBC) in the hosting a Public Service Summit on Collective Bargaining held on 28-31 March 2022 under the theme Strengthening and defending centralised collective bargaining to advance economic development.
- Train the Trainer on ILS with COSATU has been confirmed for October 2023 and will target some 20-25 members of COSATU from the Organizing and Campaigns structure who will cascade ILS training to other members, including at provincial and local level.

However, although DWCP provided substantial support at the level of policies and strategies, South Africa is still lagging in terms of the number of jobs being created. People not in employment or education (NEET) remains on the increase.

5.5.3 Skills Development

ILO engaged with DHET and several SETAs in relation to apprenticeships, specifically with regard to the modernization of apprenticeship systems. ILO supported the review of the SA national artisan and apprenticeship strategy and the development of training programme on delivery of apprenticeships.

The second area of support lay in digital skills, with ILO supporting the national skills development strategy in collaboration with UNDP. Research was conducted on digital skills needs. A more flexible concept of NEET was used to better understand the needs of “invisible youth”. The focus was on basic and intermediate digital skills and an innovation challenge was designed to get training institutions excited. A digital skills curriculum with training materials was designed to address a basic as well as an intermediate level of skills.

5.5.4 Labour Migration

A technical working group was established under NEDLAC to prioritise areas of work related to labour migration. The Community Constituency, was however, excluded from this working group. It has the capacity to quickly convene and meet from time to time at least every quarter to engage with skills and labour migration issues, including review of the critical skills list. The ILO has proposed that the methodology is reviewed together with employers in South Africa and in SADC. Ongoing work is being undertaken around skills for the just transition, including discussing the creation of a research hub on labour migration under NEDLAC. The ILO co-hosted a conference in May 2023 with Wits University to discuss the various research components and drafted a concept note for the research hub and proposed other research institutions that could join the network.

5.5.5 Social Dialogue

Social dialogue is a crucial mechanism for achieving peaceful labor relations, fostering economic and social development, and ensuring that the interests of workers, employers, and governments are all considered in decision-making processes. Support was provided in the following areas:

- The fishing sector is a very complex sector and there are low levels of engagement between government and employer organisations. ILO is providing significant support to broker dialogue in this sector.
- ILO intervened to broker an agreement during wage negotiations, which almost broke down. As a result, a collective bargaining summit was held in 2022. ILO facilitated a study tour to Switzerland to learn about comparative models of negotiations involving women.
- Support has been provided to strengthen capacity and to extend labour inspection services to the informal sector.

5.5.6 Feasibility of a System of Basic Income Support (BIS) in South Africa

In December 2022, the National Department of Social Development led by the Minister of Social Development, adopted, and launched a Supplementary Modelling report by an Expert Panel that investigated the appropriateness and feasibility of a system of Basic Income Support (BIS) in South Africa, covering income-compromised adults from the ages of 18 to 59. The Supplementary Modelling report builds on the first modelling report of the BIS Expert Panel released in December 2021, to do a follow-up economic and costing analyses of BIS options focusing on the short term and medium term. The Supplementary Modelling also examined the economic and social effects of Government’s COVID Social Relief of Distress Grant (SRD Grant) instituted during the COVID-19 pandemic for vulnerable segments of the population not covered by existing social protection programmes, to understand the

economic, fiscal, and social implications of making it permanent. The rising rate of the unemployment, together with, the high uptake of the COVID-19 Social Relief of Distress (SRD) have been seen as evidence of a serious gap in the provision of social protection for the working age group of 18 to 59 years who are income compromised. The Panel of Experts recommended that the existing COVID-SRD Grant be institutionalized and constitute the basis for an expanded system of basic income support which can be improved incrementally over time. Recommendations and findings of the Supplementary Modelling report are now being used to provide strategic guidance and technical input into a policy process that is now ongoing for a system of Basic Income Support. The National Department of Social Development is developing a draft policy document for Basic Income Support that is informed by inputs from the modelling work done under the guidance of the Expert Panel.

After the original analysis undertaken by an Expert Panel in 2021 to examine the implications of a Basic Income Support at scale, the ILO collaborated with the Department of Social Development to reconstitute the Expert Panel and to define the parameters of work to be undertaken for the Supplementary Modelling. In (MONTH) 2022, the ILO together with the National Department of Social Development commissioned the Panel of Experts to undertake a supplementary modelling to examine the salience and feasibility of a Basic Income Support for working age individuals between the ages of 18 and 59 who presently fall outside the existing systems of income support. With the support of the UN SDG funded Joint Social Protection programme (ZAF/16/01/FLA), the ILO shared analytical tools and supported research undertaken by the Expert Panel to examine the economic and social effects Government's COVID Social Relief of Distress Grant (SRD Grant) instituted during the COVID-19 pandemic for vulnerable segments of the population not covered by existing social protection programme. The modelling was also aimed to promote understanding of the economic, fiscal, and social implications of making the SRD Grant permanent. The ILO also provided support in the finalization and launch of the Supplementary Modelling report of the Expert Panel on the BIS held in December 2023.

5.5.7 Overall findings in relation to programme impact

The community constituency has benefited from capacity strengthening. The training provided on different aspects of decent work to different social partners, has had a significant contribution. Bringing comparative experience to bear especially about changes in the labour market, or in areas where change has been slow, such as with informal sector issues or with social protection, was considered to be extremely valuable.

5.6 Programme sustainability

Key questions:

- *What are the main factors that affect the **viability** or non-sustainability of the DWCP? Have strategies been considered to ensure that institutions at various levels (local, national) will sustainably take ownership of the results?*
- *To what extent are the **results of the DWCP sustainable**?*
- *Has the DWCP **strengthened the capacity** of constituents and national institutions and strengthened an environment (policies, laws, skills, attitudes, etc.) that promotes the sustainability of results?*
- *What is the level of **ownership** of the products by partners and target groups?*

5.6.1 Viability of the DWCP

Stakeholder representatives on the DWCP are committed and invested in the programme and significant stakeholder engagement and participation has ensured that representatives are engaged and wish to achieve the targets set. DWCP allows constituents to fulfil ILO conventions on labour policies and labour relations linked to ILS. Continued ILO support to strengthen capacity and partnerships and to facilitate engagements across the sectors, should strengthen the programme and ensure its viability.

5.6.2 Sustainable results

Where the DWCP has influenced policy and legislative reform the outcome will be sustained. Examples include:

- ILO is the lead agency on the Partnership for Excellent Green Economy (PAGE). Policy work involved getting a sustainable development focus on the green economy.
- After several policy dialogues, including with the National Planning Commission, the focus shifted to the just transition and how low carbon and sustainable societies can be inclusive and where we leave no one behind. In this way ILO was able to influence the vision of the National Development plan, especially Chapter 5.
- ILO has assisted the Presidency Climate Commission to frame the national conversation in South Africa around the just transition and a just transition framework has just been developed and has developed guidelines for the just transition.
- The social and solidarity economy where ILO has been working very closely with the Department of Economic Development and the DTIC and helped them to develop a social and solidarity economy policy (now with the Minister).
- Input to the **economic master plan development** process with the DTIC, for key economic sectors.

5.6.3 Strengthened capacity to promote sustainability.

The DWCP has worked to strengthen capacity in most results areas. It was reported that in relation to the Community Constituency, capacity had added to, rather than been received from, the DWCP. It is unclear, however, if the support will be sustained and a more effective monitoring measure will need to be put in place to ascertain this. It is likely that an endline evaluation of the DWCP will provide greater clarity on the longer-term sustainability of the programme activities linked to the core priorities.

5.6.4 Ownership

All stakeholder involved in the DWCP are invested in its success and own the processes and outcomes. The Steering Committee provides a valuable and effective platform for the stakeholders to engage with each other and to strengthen a shared sense of ownership of the DWCP.

5.6.5 Overall findings in relation to sustainability

The positive impact on policy and legislative reform will be sustained in the long run and strengthening the capacity of stakeholders to collaborate and find common solutions should enable ongoing engagements. Because social partners are invested in the outcome of the programme, implementation is likely to be effective over a longer period.

6 Conclusions

Overall, the South Africa DWCP 2018-2023 reflects the needs and aspirations of the tripartite plus constituents and demonstrates a shared commitment to creating a decent work environment. The

technical expertise provided by the ILO specialists and the technical expertise that is commissioned through ILO support is highly respected by constituents. There are very strong areas of success on which the programme can build, and weaknesses and gaps can be collectively addressed.

The representatives of the DWCP, in collaboration with ILO, have provided significant technical advice, support to build capacity among the constituents' members and funded grass roots programmes towards decent work in South Africa .

The technical, policy and research capacity of the ILO is highly valued A key element of support lies in the ILO's ability to establish and help to strengthen linkages, collaboration and sharing ideas and experiences.

The DWCP has ensured that the NEDLAC forum embraces robust debate.

The development of the results framework was a participatory process, resulting in all stakeholders owning the programme.

Stakeholders interviewed believed that the programme has encouraged vulnerable workers to engage in discussions related to challenges and possible solutions, which ultimately should mean that the intervention at this level will be sustained. However, while the results framework provides a guide for work to be done, the lack of a coherent theory of change owned by all the stakeholders, results in unclear roles and responsibilities and inconclusive results.

The exclusion of the community constituencies from three of the four NEDLAC chambers has caused some resistance to certain interventions as reported by one interviewee.

The ILO are technical specialists and provide substantial technical support, but the targets set in the results framework are essentially the remit of the different departments and the DWCP as an entity has little control over the achievement of the targets expressed in the framework.

Stakeholders reported that the processes were inefficient, and while much information is gathered during meetings, the processes in relation to how the meetings are conducted, reporting processes and feedback loops could be improved. The meetings in particular, could be more strategically focused to save time and to ensure that all stakeholders are able to participate constructively. It was also noted that coherence between existing efforts and the DWCP efforts could be strengthened to ensure that resources are used optimally.

7 Recommendations

The following recommendations are based on the findings of this review and follow and follow on from both the lessons learned and the conclusions.

Recommendation 1: Develop a DWCP theory of change.

Within the next three months convene a workshop to collectively develop a theory of change that includes clear objectives, actions, timelines and responsibilities to which all social partners agree. While the results matrix is a good guide for the work that is being done, a more considered approach to ensure that interventions coherently work together to achieve a common goal, that is clearly measurable and within the remit of the DWCP. This process would allow all social partners to agree on the assumptions underpinning the outputs, outcomes, and impact, which in turn would enable better planning and more effective monitoring. Interventions can be divided into short-, medium- and long-term timelines to assist with planning and monitoring and evaluation.

A clear theory of change would provide a more coherent roadmap for understanding what change is expected because of the DWCP and could detail specific steps that need to be taken to achieve the desired outcomes. A theory of change will also help to clarify the underlying assumptions and beliefs about how the change will happen and should enable the social partners to identify clear strategies and interventions that are most likely to be effective in bringing about the desired change.

The theory of change will enable communication about the goals and objectives of the DWCP and will allow for impact to be demonstrated over time. Importantly, it provides a clear framework for monitoring and evaluating progress, and for adapting strategies as needed to ensure that they are effective. Ultimately, a theory of change helps organisations to be more intentional and strategic in their approach to creating social and economic impact, and to achieve better results in the long run. This would also align with the Department of Planning, Monitoring and Evaluation’s (DPME) preferred methodology for planning and monitoring of national level programmes.

Responsible Agencies	Priority	Time Frame	Level of resourcing
All participating NEDLAC agencies with support from the ILO CO	Medium	Short-term	Low

Recommendation 2: Develop a monitoring and evaluation strategy.

A well-developed monitoring and evaluation (M&E) strategy based on the current DWCP Results Matrix would help track and assess the progress and impact of the DWCP's implementation towards achieving its goals and objectives. A well-designed M&E strategy can help ensure that the DWCP is accountable to its stakeholders, including workers, employers, and the government. It can also help ensure that the programme is using resources more effectively and efficiently. The strategy can be supported through a more robust budget process to facilitate the work of the Secretariat and assist in a more equitable sharing of the monitoring and reporting requirements. This would ensure a more comprehensive tracking of implementation and the future evaluability of the DWCP outcomes.

If progress towards achieving goals and objectives can be measured, areas where the programme is performing well and where improvements are needed can be identified for further action and effective adaptation. More informed decisions can be made about where to focus efforts and resources. A good M&E strategy will help facilitate learning and knowledge sharing among programme staff, stakeholders, and partners, thereby improving its effectiveness and impact.

The following key requirements should be included in the M&E strategy:

1. Clear objectives that outline what is to be achieved and how it will be measured.
2. A set of performance indicators that measure progress towards achieving the objectives of the DWCP.
3. Identified data sources and methods for collecting data on the indicators.
4. Specific methods and tools to be used for collecting data on the identified indicators.
5. Frequency of data collection.
6. An outline of how data will be analysed, reported and used for decision-making.
7. Specified reporting requirements and formats for sharing results with relevant stakeholders – including the possibility of creating a DWCP dashboard for real-time tracking.
8. Adequate resources (human, financial, technical) allocated to ensure effective implementation of the M&E strategy.
9. Clear timeframe for the collection, analysis, and reporting of data, with milestones and targets to track progress.

10. Involvement of relevant stakeholders in the monitoring and evaluation process, including planning, implementation, and reporting.
11. Prioritisation of learning and continuous improvement, by regularly reviewing and adapting the strategy based on feedback and new evidence.

Responsible Agencies	Priority	Time Frame	Level of resourcing
All participating NEDLAC agencies with support from the ILO CO	Medium	Short-term and for the next DWCP	Low

Recommendation 3: Adopt a more disaggregated data-driven approach through the introduction of a DWCP dashboard.

A monitoring and evaluation strategy that leverages a real-time dashboard should enable the DWCP to adopt a data-driven approach and to make evidence-based decisions and track progress towards its goals and objectives. With accurate and reliable data, the DWCP can monitor the implementation of activities, assess the impact of interventions, identify gaps, and adjust strategies accordingly. A dedicated DWCP online dashboard would enable the programme to measure its effectiveness and make data-driven decisions on where to allocate resources. Additionally, a data-driven approach would enhance transparency and accountability, and facilitate communication with stakeholders, including funders, partners, and beneficiaries. Data can also be used effectively to advocate for policy changes. Some guidelines that could be followed include:

- Source a service provider to develop and mobilise a DWCP dashboard in consultation with the Steering Committee, to be housed with the secretariat.
- Training should be provided to M&E personnel from partners who will then take responsibility for uploading data as it becomes available.
- Collect quality data, which is accurate and reliable on the relevant indicators. Appropriate data collection tools must be developed, staff trained on data collection and analysis, and relevant stakeholders engaged to obtain the necessary data.
- Ensure that initiatives are measured for social inclusion by strengthening focus on gender, age, disability and geographical location. Currently data is not sufficiently disaggregated and impacts for gender and disability are therefore poorly understood.
- Analyse data to identify patterns, trends, and areas for improvement and use data visualization tools to help make sense of the data and identify key findings.
- Use data to inform decision-making and adjust strategies as needed by regularly reviewing data and using it to inform programme design and implementation.
- Findings and results must be communicated to relevant stakeholders, to ensure that there is an effective feedback loop.

The evaluators recognise that the DWCP is a complex, multisectoral and multi-layered framework, and that regular and consistent tracking of data is a challenging exercise that appears to fall primarily on the DWCP's Secretariat. A data driven approach using a standardised dashboard and data input template should, therefore, be based on the principles of simplicity and utility and focused on strengthening the capacity of the programme to report against the three priority areas.

Responsible Agencies	Priority	Time Frame	Level of resourcing
All participating NEDLAC agencies with support from the ILO CO	High	Short-term	Medium

Recommendation 4: Streamline DWCP programme Management Processes

Meetings and reporting processes need to meet standardised efficiency requirements. For meetings and reporting to be productive and to provide opportunities for all stakeholders to participate, the following guidelines could be used:

- The streamlining of management processes should include concise, consolidated reporting instruments / tools / templates.
- Meetings must be strategically focused, which should include operational efficiencies such as timeous distribution of document packs, taking reports as read and focusing on priority reporting.
- Ensure that the agenda for meetings is clear and concise to ensure that the focus remains on the key topics and reduces the chances of time wastage.
- Structure the meeting so that there is a strategic focus and that all stakeholders are enabled to participate in a substantive way.
- Ensure that stakeholders have had time to review the documents to be used in the meetings and avoid reading the documents out during the meeting; rather assume that the stakeholders have read the documents and provide a succinct summary for discussion.
- Invite only the necessary people to attend the meeting to prevent it from becoming unwieldy, although consideration must be given to ensuring inclusivity - good representation is therefore essential.
- Limit the duration of meetings to one hour or less to maintain focus and increase productivity.
- Use digital tools such as project management software, online collaboration platforms, and video conferencing to streamline meeting and reporting processes.
- Clearly define roles and responsibilities for each team member, so everyone knows what they are expected to do. This helps to avoid confusion and duplication of effort.
- Schedule regular updates to keep team members informed about project progress, so they don't have to wait for formal meetings to get the information they need.
- Use simple and clear language to communicate information effectively.
- Review the frequency and purpose of meetings regularly to eliminate unnecessary meetings that consume valuable time and resources.
- Ensure that regular feedback is provided to all stakeholders.
- Simplify reporting templates which provide clear guidance on what information is required.
- Ensure that reporting deadlines are communicated clearly and provide adequate time for stakeholders to complete their reports.

Responsible Agencies	Priority	Time Frame	Level of resourcing
All participating NEDLAC agencies with support from the ILO CO	Medium	Short-term	Low

Recommendation 5: Develop a strategy to strengthen partnerships with the economic cluster other than the DEL and DSBD.

The DWCP has a positive relationship with stakeholders and works closely with the partners, including government departments, employers' and workers' organisations, and civil society groups. There is, however, a need for more engagement and commitment from government departments within the

economic cluster other than the DEL and DSBD. A clear strategy to improve relationships with stakeholders that are not fully committed to the programme could include:

1. A focused communication strategy to regularly engage with and update specific stakeholders, to encourage participation in joint planning, and collaboration on projects.
2. Focus on a strategy to seek integration and harmonisation across the economic clusters, including utilisation of the Master plans (DTIC) using a macro, meso and micro approach.
3. Skills development is a key element of the identified priority to promote more and better jobs, therefore participation by DHET and DSI to ensure skills and jobs is crucial.
4. Achieving better alignment and coordination of activities with other programmes and initiatives to avoid duplication and maximize resources. This can also help to identify areas of overlap and opportunities for collaboration.
5. Engaging in joint monitoring and evaluation activities with partners to track progress towards shared goals and objectives. This can provide an opportunity to share best practices and identify areas for improvement.
6. Strengthening the promotion of knowledge sharing by facilitating the exchange of information and expertise among partners. This can be achieved through workshops, seminars, and other capacity-building activities, involving the less involved stakeholders.
7. Leveraging resources, as opposed to purely funding, by working with partners, such as NEDLAC, to secure funding and other resources for programme activities. This can help to expand the programme's reach and impact.

Responsible Agencies	Priority	Time Frame	Level of resourcing
All participating NEDLAC agencies with support from the ILO CO	Medium	Medium-term	Low

Recommendation 6: Prioritise and strengthen capacity building initiatives.

The DWCP is particularly strong and well-respected in the capacity building area, specifically in relation to the implementation of R204, and collective bargaining. Capacity building is an essential component of any development programme, and the DWCP brings sound technical expertise to the processes. However, there are areas that require attention and support could be provided in:

1. Building capacity in monitoring and evaluation, which is essential to ensure that the programme is effective, efficient, and achieving its intended outcomes. This includes training on data collection, analysis, and reporting.
2. Prioritise and strengthen capacity-building to include a full scope of initiatives and implementation responses including for the Durban Call to Action for Elimination of Child Labour workshop 2022. This links to Recommendation 4, as an effective and efficient reporting mechanism would better enable such follow up and gaps.
3. Building technical skills, such as IT, financial management, and project management, to ensure that the partners have the necessary capacity to manage resources and achieve their objectives.
4. Building capacity in entrepreneurship and innovation to support the growth of small and medium-sized enterprises, which can contribute to job creation and economic growth.
5. Improving and promoting knowledge sharing and collaboration among its partners to facilitate the exchange of best practices, innovations, and lessons learned.

Responsible Agencies	Priority	Time Frame	Level of resourcing
All participating NEDLAC agencies with support from the ILO CO	Medium	Short-term	Medium

Recommendation 7: Strengthen future-focused learning with a priority on youth, women and persons with disabilities.

Future-focused learning is an approach that is centred on preparing individuals for the skills and knowledge needed to thrive in an ever-changing labour market, encouraging learners to develop critical thinking, creativity, collaboration, and problem-solving skills that are essential for adapting to the rapidly evolving world of work. The programme should be sufficiently agile to accommodate new initiatives such as ILO Recommendation 208. The focus on future work should include Quality Apprenticeships and the Implementation Roadmap for ILO recommendation 208.

For the DWCP in South Africa, future-focused learning could include training programmes and initiatives that equip workers with the necessary skills and knowledge for emerging industries, such as artificial intelligence, digital transformation, and green economy jobs. This could also include upskilling and reskilling programs for workers in industries that are transitioning, as well as entrepreneurship and business management training for small business owners.

The DWCP could also incorporate career guidance and mentorship programmes to help young people make informed career choices and develop the skills they need to pursue their chosen career paths.

Responsible Agencies	Priority	Time Frame	Level of resourcing
All participating NEDLAC agencies with support from the ILO CO	High	Short-term	Low

Recommendation 8: Mobilization of Resources – Develop a resource mobilization plan for the remainder of the current DWCP and for the next DWCP.

The Steering Committee should consider developing an interim resource mobilisation strategy to augment the implementation of activities under the current DWCP. Given the likelihood that South Africa has entered into a period of austerity the Steering Committee should also consider the possibility of formulating a comprehensive resource mobilisation plan for the next DWCP (III). Government contributions to the DWCP should be determined/ discussed in advance, and because donor resources for specific aspects of the DWCP will still be needed, FMLE should be allowed to explore funding opportunities with other funding agencies. The South African Government should substantively invest more resources in the implementation of key areas of the DWCP as well as in the effective functioning of NEDLAC.

Given the relative shortage of international cooperation resources for labour-related issues in South Africa, the ILO should allocate its limited available resources to building the capacity of all the social partners for effective social dialogue in South Africa. The South African government should also look to invest more substantial resources in the implementation of key areas of the DWCP as well as in the

effective functioning of NEDLAC. Consideration could be given to including the Community Constituency in all NEDLAC structures.

Responsible Agencies	Priority	Time Frame	Level of resourcing
All participating NEDLAC agencies with support from the ILO CO	High	Short-term	Low

Recommendation 9: Prioritise and support further research in critical areas that can strengthen the decent work agenda in South Africa.

Many of the partners’ programmes and initiatives have the potential to be strengthened through ongoing research in areas that remain under-researched. The DWCP can provide relevant research support by collaborating with research institutions, universities, and other relevant organisations to identify research needs and priorities. They can also commission research studies and reports to address specific issues related to decent work and employment creation in South Africa, including critical research on the informal sector and strategies for formalisation. Additionally, the DWCP can ensure that research findings are accessible to stakeholders by disseminating them through various channels, such as publications, presentations, and online platforms.

To enhance the effectiveness of research support, the DWCP could also prioritise capacity building for research skills among staff in the research units of tripartite plus stakeholders, such as policymakers and practitioners. This can involve training on research design, data analysis, and the use of research findings to inform policy and practice. With the technical support and facilitation of the ILO key DWCP role players can also establish partnerships with research institutions to provide opportunities for staff and stakeholders to engage in collaborative research projects, to contribute to building a culture of evidence-based policymaking and practice.

Responsible Agencies	Priority	Time Frame	Level of resourcing
All participating NEDLAC agencies with support from the ILO CO	Medium	Medium-term	Medium

Recommendation 10: Extend the time frame for the completion of the DWCP in South Africa to 2025.

South Africa was severely impacted by the COVID-19 pandemic and the activities of the DWCP were severely curtailed as a result. Many of the DWCP initiatives were placed on hold and this created delays and disruptions in the implementation of the programme. The associated economic slowdown also affected business enterprises across the board, but the tourism, hospitality and transport industries were especially hard hit. The fact that these industries are labour intensive has placed further strain on the country’s job creation and employment strategies, with a knock-on effect for the DWCP in reaching its employment generation targets. The World Bank noted that among other concerns, “the crisis is exposing structural weaknesses in the job market”²⁴. Even during periods of economic growth South Africa’s labour market had been marked by high levels of unemployment and inactivity, and the

²⁴ The World Bank. 2021. Building back better from COVID-19, with a special focus on jobs at <https://documents1.worldbank.org/curated/en/161431626102808095/pdf/Building-Back-Better-from-COVID-19-with-a-Special-Focus-on-Jobs.pdf>

COVID-19 crisis made a bad situation worse This mid-term review proposes that the Steering Committee and the ILO consider an extension of the current DWCP to enable all partners to complete the initiatives that were started in 2018.

Responsible Agencies	Priority	Time Frame	Level of resourcing
All participating NEDLAC agencies with support from the ILO CO	High	Short-term	Low

Recommendation 11: Conduct an End-line (Impact)Evaluation of the DWCP.

This review reflects on the progress made to date by the DWCP in achieving the targets and outcomes set out in the DWCP log frame. While this review does reflect on the effectiveness of the interventions carried out under the DWCP and changes that have resulted, there will be a need to assess the impact of this current DWCP once it reaches its conclusion in 2023 (or slightly later if an extension is agreed). This evaluation should be an impact evaluation that uses counterfactuals to test the impact of the DWCP in its entirety.

Responsible Agencies	Priority	Time Frame	Level of resourcing
ILO CO	Medium	Longer-term	Uncertain at this stage – but potentially medium.

Annexes

Annexure 1: Terms of Reference



TERMS OF REFERENCE

COUNTRY PROGRAMME MID TERM REVIEW OF THE SOUTH AFRICA DECENT WORK COUNTRY PROGRAMME (2018-2023)

Version 16 August 2022

September – November 2022

I. CONTEXT AND JUSTIFICATION FOR THE REVIEW

A DWCP is the document that defines, in each country, how the ILO constituents with the support of the ILO and other key partners work together towards the attainment of promoting full employment and ensuring access for every man and woman to decent and productive work in conditions of freedom, equity, security and human dignity.

The ILO provides technical and institutional assistance to its tripartite constituents (Governments, Employers' organizations, and Workers' organizations) in its Member States to achieve this goal articulated around four strategic objectives:

- the application of international standards and respect for fundamental rights at work;
- the creation of employment and income opportunities for men and women;
- improving coverage and extending social protection to all and
- strengthening tripartism and social dialogue.

Following the results-based management (RBM) approach, the DWCP is based on a causal analysis of problems of decent work leading to the identification of priority areas of intervention, the delineation of short and medium-term strategic outcomes and an operational implementation plan. The DWCP is, thus, the strategic results framework set up, around which the Government and the social partners (employers and workers and community) are committed to working in partnership with ILO and other key partners to achieve the goals of decent work in the country. The DWCP formulation is based on an integrated and participatory programmatic approach.

In the case of South Africa ILO provides technical and institutional assistance to for the Tripartite plus constituents that adds a fourth one, the Community constituency.

1.1. The DWCP 2018-2023

The priorities of the South Africa Decent Work Country Programme (DWCP)²⁵ as have been determined by the constituents are the following:

- (a) To promote more and better jobs;
- b) To broaden social protection coverage; and
- (c) To promote strong and representative employers' and workers' organizations.

These priorities align to the national, sub-regional, continental and global frameworks outlined in section 7 above, namely the National Development Plan 2030, Medium Term Strategic Framework 2014-2019, the SADC Industrialization Strategy and Roadmap 2015-2063, the SADC DWP 2013-2019, the AU Agenda 2063, AU Declaration on Employment, Poverty Eradication and Inclusive Development in Africa, and the 2030 Agenda for Sustainable Development Goals (SDGs).

In line with the provisions of the ILO Declaration on Social Justice for a Fair Globalization, the programmatic approach towards implementing the DWCP take due account of the inseparable, interrelated and mutually supportive nature of the four strategic pillars of decent work that necessitates collaborative work across all technical sectors of the ILO reflecting the integrated approach required by the Social Justice Declaration.

1.2. Rationale for the mid-term review

As DWCPs are formulated based on results-based management principles, the reviews and/or evaluations are mandated to ensure learning for the implementation of the DWCPs and in general decent work interventions. This review should draw lessons learned from the 2018 to date implementation and results of the DWCP and inform the remaining period, including a potential extension, as well as further formulation of the new DWCP by focusing on national goals not only in the world of work but also the Sustainable Development Goals (SDGs), the United Nations Sustainable Development Partnership Framework (UNSDCF former UNDAF) for 2020-2025, National Strategies and Plans, the Abidjan Declaration - Advancing Social Justice: Shaping the future of work in Africa (December 2019).

The ILO's recent experience with the evaluation of DWCPs has shown that to enhance DWCP learning, it is important that evaluations are conducted by external evaluation experts.

II. Purpose, Clients and Objectives

The purpose of the Country Programme Review (CPR) is to examine the achievements made so far in attaining the outcomes identified and take stock of recommendations, lessons learned, good practices and challenges to inform the current DWCP, understating also reasons for pitfalls and how to address them.

²⁵Available [here](#)

The clients of the CPR are specifically the ILO tripartite plus constituents and other key stakeholders participated and/or benefited for the implementation of the 2018-2023 DWCP and the ILO at country, regional and global levels.

The ILO Tripartite Plus Partners in South Africa are the following:

- Organised Business
- Organised Labour
- Government
- Community Constituency

The following objectives will guide the assignment for the consultant:

1. Examine the coherence and relevance of the 2018-2023 DWCP in relation to the South Africa's long-term National Development Plan (NDP) 2030, the Abidjan Declaration, the SDGs, the UNDAF 2013-2017 and the UNSDCF 2020-25, and other international commitments and national frameworks.
2. Examine the degree of coherence between outcomes, outputs and implementation strategies of the DWCP with the ILO Program and Budget 2018-19, 2020-21 and 2022-23.
3. Take stock of what has been accomplished in terms of changes compared to the expected results of its implementation and the unexpected, positive and negative results.
4. Examine the level of sustainability of results obtained.
5. Analyse the participation and contributions of different stakeholders, including the National Steering Committee, the sectoral administrations on employment and decent work issues, social partners, civil society organizations and NGOs, development partners and the ILO Country Office in terms of program implementation, monitoring and coordination (including the organizational capacities of the constituents and the ILO Country Office with regards to the overall coordination and their effective participation and ownership of the DWCP and its articulation with the SDGs;
6. Draw lessons and good practices from the development, implementation and monitoring of the DWCP 2018-23 up to the date.
7. Develop the recommendations towards the implementation of the remaining period and potential next DWCP for the tripartite plus constituents, ILO for its work in South Africa and similar contexts and other relevant stakeholders.

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III. Criteria and review Questions

The ILO follows the OECD Development Assistance Committee (DAC) criteria for evaluating development assistance: relevance, coherence, effectiveness, efficiency, impact and sustainability. In addition, the validity of design and evaluability criteria has been added.

In particular, ILO concerns on Decent Work, including the International Labor Standards, the promotion of gender equality and non-discrimination, social dialogue, and fair transition to environment that should be explicitly taken into account when evaluating the project.

The following key questions are intended to guide the information gathering, analysis, conclusions and recommendations, as well as lessons learned and good practices.

1. Relevance and coherence of the DWCP

- Is the Programme relevant and coherent to the outcomes in the NDP, the Abidjan Declaration UNDAF/UNSDCF and the priorities of social partners?
- Are the activities and outputs of the Programme consistent with the overall goal (s) and the attainment of its objectives?

2. Validity of design and evaluability

- Has the DWCP carried out a proper consultation and involvement of tripartite plus constituents during planning, implementation and monitoring?
- Is the DWCP evaluable? Was the DWCP developed in a results-based approach? Does the DWCP expressed in an implicit or explicit Theory of change?
- Were DWCP indicators and targets sufficiently defined in the DWCP?
- Does the DWCP have a monitoring and evaluation system that could have been effective towards understanding how and why the DWCP achieved specific results?
- Have International Labor Standards, the promotion of gender equality and non-discrimination (i.e., people with disabilities, youth, and informal economy men and women), social dialogue, and fair transition to environment issues been addressed in the Programme document, implementation and monitoring and evaluation system?

3. Programme effectiveness

- To what extent have the expected outputs and outcomes have been achieved?
- Have outputs been produced as planned? Which ones not and why?
- What were the results achieved versus those planned. Which are the main reasons for the achievement or not of them?
- In which area (geographic, component, issue) does the DWCP have the greatest achievements? Why and what have been the supporting factors?
- Do the benefits accrue equally and strategically to men and women and people with disabilities?

4. Efficiency of resource use

- Were resources (human resources, time, expertise, funds etc.) allocated by the ILO and constituents used strategically to provide the necessary support and to achieve the broader Programme outcomes?
- Have the results been achieved in a timely manner?
- How effective were the backstopping support provided so far by ILO (Country Office and Pretoria Decent Work Team, ROAF and Geneva HQ) to the Programme?
- Has the DWCP been implemented in the best efficiency conditions in view of other existing opportunities?
- To what extent have resources been mobilized for the implementation of the DWCP?

5. Effectiveness of management arrangements

- Was the management and governance arrangement of the DWCP adequate to the implementation and monitoring needs? Has been a clear understanding of roles and responsibilities by all parties involved?
- Has been a monitoring & evaluation system in place and used for management, reporting and learning has been the data disaggregated by sex (and by other relevant characteristics if relevant) and analyzed?
- Has the DWCP being receiving adequate political, technical and administrative support from its national partners/implementing partners and ILO?
- Did the tripartite plus constituents effectively use existing linkages to promote the DWCP and contribute towards resource mobilization efforts?
- To what extent did the constituents have the capacity to integrate the DWCP activities into the different SDGs in the country at the level of implementation, monitoring and evaluation? What are the needs and gaps to be addressed to strengthen this capacity for each?

6. Impact orientation

- What concrete changes has the implementation of the DWCP brought to ILO tripartite plus constituents and ultimate beneficiaries of it?
- To what extent has the DWCP contributed to strengthen the capacities of tripartite plus constituents and relevant institutions and the national environment at dimensions such as policies, laws, skills, and attitudes towards decent work?

7. Sustainability

- To what extent are the results of the DWCP sustainable?
- What are the main factors that affect the viability or non-sustainability of the DWCP? Have strategies being considered to ensure that institutions at various levels (local, national) will sustainably take ownership of the results?
- Has the DWCP strengthened the capacity of constituents and national institutions and strengthened an environment (policies, laws, skills, attitudes, etc.) that promotes the sustainability of results?
- What is the level of ownership of the products by partners and target groups?

IV. Methodology

This review is an evaluation that will be conducted by a consultant. The participation of the tripartite plus constituents and relevant stakeholders involved from inception to implementation of the DWCP would be ensured, including ILO staff from regular activities and DC projects. The review should follow the ILO Country Programme Reviews (CPR) guide (see Annex 1).

The gender dimension and persons with disability, and workers & economic units in the informal economy will have to be a crosscutting dimension in the collection and analysis of data. This means that specifically men and women, people with disabilities and informal sector units should be involved in the consultations.

To analyze the capacities of the tripartite plus constituents in relation to link the decent work agenda reflected in the DWCP with the SDGs, the evaluator will use the methodology contained in the document "Diagnostic instrument to assess the evaluability of DWCPs in the context of the SDGs, especially with Component 3 tools²⁶.

The evaluator will apply a variety of techniques such as desk review, stakeholder meetings, focus group discussions, field visits, triangulation of data and information collected, questionnaires, and interviews with the partners and the final beneficiaries. The collection, analysis and presentation of data will be disaggregated by sex (and other relevant characteristics where appropriate).

The DWCP review will take place in four phases: (i) Inception phase: preparation of the Inception Report, preliminary discussions with the ILO and the Chair of the Steering Committee and desk review; (ii) Data collection/fieldwork, (iii) Presentation of preliminary findings and recommendations in a stakeholders' workshop, and (iv) Developing the draft report and then, after receiving comments for stakeholders, the final report.

Desk Review and inception report

Before conducting field visits, the consultant will review the DWCP, the UNDAF, national plans and other strategic documents such as relevant progress reports, baseline surveys and national development plans and other relevant documents. In parallel, the consultant makes use of the findings from the review to feed into the draft country context as part of the inception report to be completed.

The approval of the inception report (guided by ILO/EVAL Checklist 3, see annex) by the CPR ILO Task force is a requirement to pass to the data collection phase.

Names of proposed individuals and groups to be met as well as a detailed timetable will be prepared for the consultant upon commencement of assignment.

Individual interviews, focus groups, observation and others

The evaluator will conduct interviews with the tripartite plus DWCP committee collectively, including the relevant individuals from the Ministry of Employment and Labour, the Workers Organisations and the Employers' Organisation, Community representatives, the ILO CO Programme staff, relevant DC projects staff, ILO DWT specialists, other implementing partners, and local actors in selected locations (to be defined at the inception phase). The selected locations should cover successful and less successful cases to learn from these "extreme" experiences.

Stakeholders' workshop

The evaluator will present preliminary findings, conclusions and recommendation at a stakeholder's validation workshop. The draft final report will subsequently be shared for comments before finalization.

Development of the draft and final version the Review report

²⁶https://www.ilo.org/eval/WCMS_625970/lang--en/index.htm

The consultant will develop a draft and then a final evaluation report following the Checklists 5 and 6 of ILO/EVAL (see annexe). The report layout is presented below. The report should be not more than 30 pages plus annexes.

The draft report will be reviewed by the task force. Upon the approval of the draft report, it will be circulated among the tripartite plus constituents, ILO staff and other relevant stakeholders for factual and clarification errors. Then, those comments will be shared with the consultant to finalize the report.

The final report will be reviewed by the Task force and approved by ILO Regional Office for Africa/ Regional Programme Unit Chief as the final approval level.

V. Key deliverables of the consultancy

All deliverables will follow the ILO/EVAL checklists that are presented in the Annex I of these ToRs. The consultant will produce the following deliverables:

- An Inception report.
- A presentation to be delivered during the stakeholders' workshop.
- A draft evaluation report to be shared with constituents and relevant stakeholders for review and comments.
- A final evaluation report incorporating comments made on the draft report; and a compilation of lessons learnt and good practices.

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

VI. Layout of the evaluation reports

The following outline is suggested for the CPR report, considering a maximum of 30 pages (sections 5-12) plus annexes:

1. Title page
2. Table of Contents
3. Acronyms
4. Executive Summary
5. Background and Programme Description
6. Purpose and scope of Evaluation
7. Evaluation Methodology and limitations
8. Programme Status
9. Findings by criteria
10. Conclusions
11. Lessons Learnt and Good Practices
12. Recommendations (maximum 8-10)
13. Annexes: including (i) The terms of reference (ii) Evaluation questions matrix, (iii) A summary matrix indicating for each defined outcome/outputs, targets and achievements and a comments section; (iv) Review schedule (v) List of people interviewed; (vi) References reviewed; and (vii) Others (optional).

VII. Responsibilities in the management of the review and deadlines

ILO task force

The ILO has set up a taskforce consisting of 1 member of ILO Pretoria Country Office (CO), and 2 members of the Regional Program Unit at ROAF. This task force is composed from the CO by Sindile Moitse, Senior Programme Officer, and from ROAF/RPU by Mr Na Pahimi Baizebbe, Analyst and Mr. Ricardo Furman, Regional Senior Monitoring and Evaluation. This taskforce will be responsible for the technical quality of the review. Among other tasks, the task force will:

- Coordinate the review.
- Develop and validate the ToRs in collaboration with stakeholders.
- Approve TOR.
- Consultant selection and recruitment.
- Technically support the review process.
- Submit the report of the review to stakeholders for comments.
- Validate technically the report.

ILO Country Office

- Brief partners on the process and their participation
- Develop the consultant's contract.
- Compile relevant documents – project and programming info including work plans, progress reports, evaluations, key communications, etc. and provide all documents, contacts, etc. to the consultant.
- Propose the list of interviewees to the consultant.
- Support the field work.
- Support the organization of the presentation and validation workshop of the review report.
- Disseminate the evaluation report to relevant Partners and stakeholders.
- Follow up on recommendations of the DWCP review.
- Provide the management response, developed jointly with DWCP tripartite partners.

The Steering Committee

- Involve the ILO tripartite plus constituencies involved in the implementation of the DWCP.
- Propose the list of contacts and stakeholders to be interviewed by the consultant.
- Make available to the consultant all the necessary documentation (reports, minutes of meetings, publications, regulatory and legal texts, etc.).
- Provide logistical support to the consultant in data collection (mobilize stakeholders to receive the consultant).
- Organize, with the technical and financial support of the ILO, the workshop of presentation of the preliminary results and collection of additional information.
- Comment on the version of the report after the workshop.
- Follow up on the implementation of the recommendations of the review.

The consultant

- Produce an Inception report that incorporates a mission comprehension note, a detailed and realistic agenda, information gathering tools and a report writing plan.
- Collect and compile information and evidence on stakeholder interventions.
- Review this information and analyse it on the basis of cause-effect links of the changes obtained and the DWCP outputs.
- Present provisional results during a workshop.
- Develop a draft version of the report.
- Write the final report taking into account relevant observations from the stakeholders.
- Transmit the final report to the ILO for quality control.

VIII. Timeline

The Tentative timetable for the process of the review during the 23 working days involves the following steps:

Steps	Tasks	Responsible	Tentative schedule (2022)	Number of workdays consultant
1.	Preparation of the TOR	ILO task force	July-August	0
2.	Share the TOR to the DWCP Steering Committee and other relevant stakeholders for inputs	ILO task force	August 1-10	0
3.	Recruitment of the evaluator	ILO task force	15 Aug – 23 September	0
4.	<ul style="list-style-type: none"> • Desk review • Initial interviews with ILO officers and the Steering committee chair • Development of the inception report and approval by the task force 	Consultant	26-7 October	5
5.	Interview with the Steering Committee and other relevant stakeholders Field visits	Consultant	10-21 October	10
6	Stakeholders' validation workshop	Consultant with support of the CO Pretoria	24-25 October	1
7	Development and submission of the first draft report of the review	Consultant	26 October-4 November	5
8	Transmission of the first draft report of the review to the national stakeholders and ILO for comments tripartite	ILO task force	7-18 November	0

9	Finalization of the report integrating the comments	Consultant	21-22 November	2
10	Approval and sharing of the final and report	ILO task force	23-30 November	0
	TOTAL			23

IX. Profile of the consultant

To carry out this mission, the international or national consultant should have the following profile:

- Have a post-graduate degree in Economics, Development Planning, Social Sciences, Political Science, and Management of Organizations or in a similar field.
- Six to seven years of proven experience in the field of evaluations, particularly in evaluations of development programs or sectoral strategies and capacity building programmes with theory of change approach and use of quantitative and qualitative data, preferable as sole evaluator, or team leader.
- Have good knowledge of the United Nations and ILO evaluation policies including the results-based management methodology.
- Have good knowledge of South Africa and SADC region, or similar countries in the region, particularly in the areas of decent work, informality and gender.
- Have strong analytical and drafting ability.
- Excellent spoken and written English, other local languages will be an assets.

X. Resources

- Fees that must not exceed 23 working days as a reference;
- Travel and DSA costs of the consultant in accordance with ILO regulations and policies;
- Stakeholders' workshop at the end of the data collection phase.
- The CO will facilitate the logistical aspects of the consultant's field trips.

ILO resources will cover the cost of the review.

Annexure 2: Key questions and progress against outcomes

Priority 1: More and better jobs for inclusive growth		
Indicators	Targets	Key question
Outcome 1.1: Improved labour market interventions and policies to create more and better jobs particularly for youth, women, and persons with disability		
1.1.1 Existence of a coherent national employment policy environment that is gender responsive and in line with International Labour Standards and integrating provisions for a just transition to a low carbon economy	A coherent national employment policy environment that is gender responsive and integrates ILS and provisions for a just transition is established by 2022	<i>What policies have been supported to include gender responsiveness?</i>
<p>Progress:</p> <p>An audit in progress on C183²⁷ with a view to organise a roundtable discussion to analyse and assess South Africa’s readiness to ratify C183²⁸.</p> <p>C190²⁹ was ratified in 2021. Not sure of the relevance of C183 to this outcome</p> <p>The pay equity legislation has supported gender responsiveness – a lot of amendments made to the Employment Equity Act to ensure that employers comply with its provisions.</p> <p>Training was provided to FEDUSA and to all labour federations (COSATU and NACTU) on ILS.</p> <p>The FEDUSA Gender Policy has been aligned with C190. COSATU also adopted a Strategic Framework for Addressing Gender-Based Violence and Harassment (GBVH) in the World of Work. The Community Constituency prepared a brief for a PEPUDA³⁰ code for the implementation of C190.</p> <p>A draft ToR for a comparative analysis study of South African national legislation in relation to C190 was developed.</p>		

²⁷ Maternity protection convention #183

²⁸ As of February 2023

²⁹ Violence and harassment convention #C190

³⁰ Promotion of Equality and Prevention of Unfair Discrimination Act 4 of 2000

Priority 1: More and better jobs for inclusive growth		
Indicators	Targets	Key question
	<p>Provided capacity support to FEDUSA to host a workshop for the leadership of FEDUSA on ILS</p> <p>BUSA has prioritized capacity support on the Just Transition. The ILO is to provide support to BUSA in undertaking an audit of research undertaken and knowledge products on the Just Transition to a Greener Economy. ILO supported Government's efforts at promoting the green economy.</p> <ul style="list-style-type: none"> • A Green Economy Training Workshop took place from 14-15 May 2018 at the Department of Planning, Monitoring and Evaluation in Pretoria. At the workshop, PAGE introduced key knowledge products and the Green Economy Progress Measurement Framework (GEP) to participants from the Department of Environmental Affairs, DPME and Statistics SA. • South Africa convened the first national Green Economy Academy at the Development Bank of Southern Africa from 26 February – 2 March 2018. The Academy targeted at national actors in green economy policy development and implementation at provincial and city-level. The Academy brought together 150 participants from all 9 provinces to share the latest thinking on South Africa's green economy transition. • The ILO under the PAGE project partnered with the DPME, O.R. Tambo Foundation, WITS School of Governance to host a Roundtable in the OR Tambo Debate Series, on the theme "Pathways for a Just Transition to a Low Carbon, Climate Resilient Environment and Society, which focused on land use, water and energy". • The roundtable formed part of the National Planning Commission's process of engagement in identifying pathways for a Just Transition to a low carbon, climate resilient economy and society. The outcomes of the discussion were included in the National Planning Commission's assessment of progress in the implementation of the NDP's chapter on Transition to a low carbon economy. <p>Support to the community constituency to develop a concept note for climate change and just energy transition capacity building.</p> <p>The ILO-ITC has developed a draft blended course for the Nkangala and Gert Sibande District officials on the Just Transition.</p> <p>The ILO facilitated the engagement of legal drafters to support phase 1 (Legislative amendments primarily of the LRA³¹ & BCEA³²) of the NEDLAC labour law reform process.</p> <p>In 2020-2021, the ILO commissioned a research consultancy at the request of the National Department of Employment & Labour to examine aspects of labour market policy that can unlock the potential of the economy to create jobs while reaching a balance on job retention. The National Department of Employment and Labour is to table the research report and its findings/recommendations to NEDLAC where it will contribute to discussions for proposed labour law amendments.</p>	

³¹ Labour Relations Act 66 of 1995

³² Basic Conditions of Employment Act 75 of 1997

Priority 1: More and better jobs for inclusive growth		
Indicators	Targets	Key question
In 2022 the ILO issued a grant to BUSA to undertake the research that focused on examining the impact of the ETI on job creation and identifying alternative design features for the ETI ³³ that could be considered towards revitalising it and promoting stronger employment and growth outcomes		
1.1.2 Number of young, registered work-seekers (including disadvantaged youth) placed in registered employment opportunities per year	<p>30% of the young, registered work-seekers are placed in registered employment opportunities by mid-2023. Baseline: 74 056 employment opportunities registered on the ESSA</p> <p>Disaggregated data by disadvantaged youth not readily available. (Complete baseline will be compiled within the 18 months of DWCP implementation. Baseline will be collected through commissioning a study to analyse the National Department of Labour’s database of registered work-seekers to get a break-down of the age, sex, and other demographic characteristics of registered work-seekers)</p>	<p><i>What % against the baseline (74 056)?</i></p> <p><i>Has disaggregated data been made available?</i></p> <p><i>Was commissioning study completed?</i></p>
<p>Progress:</p> <p>DEL hosted a meeting with the ILO, the ITC-ILO and the NSG in November 2022 to facilitate the sharing of international good practices and country experiences in running capacity building programmes on PES for public employment services practitioners</p>		
1.1.3 Legislation or policy amendments adopted by Parliament include consideration of the comments of the CEACR ³⁴ (adopted in 2015) regarding occupational segregation and equal pay for work of equal value; and the CEACR comments on C138 (adopted in 2016) with reference to article 1; and CEACR	<p>All the comments of the CEACR on C100, C138 and C182 are considered by mid-2023.</p> <p>Baseline:</p> <p>Government received comments from the CEACR concerning the need to address gender occupational segregation, practical application of the Code of Good Practice on Handling Sexual Harassment Cases, low wages of sectors predominantly employing women and the possible gender bias undervaluation of the work performed by women in those sectors, and</p>	<p>The evidence is in amendments to the pay equity legislation. The Employment Equity Act was amended to factor in the C100 clause on equal pay</p>

³³ Employment Tax incentive

³⁴ Committee of Experts on the Application of Conventions and Recommendations

Priority 1: More and better jobs for inclusive growth		
Indicators	Targets	Key question
comments of C182 (adopted in 2016) with direct reference to article 5 and 7(2)	on the progressive elimination of child labour and the worsts of child labour. (Source: The reports of the CEARC available on the ILO website http://www.ilo.org)	for work of equal value. The National Child Labour Programmes of Action has also sought to address the comments of the CEACR.
Outcome 1.2: Enhanced reforms to labour legislation and the business regulatory environment facilitate the transition of the informal economy to the formal economy, and growth of sustainable SMEs		
1.2.1 Policy and institutional law reforms that are gender sensitive extend legal recognition and protection to workers in the informal economy	Reforms to policy and institutions that extend access and legal protection to workers in the informal economy are instituted by end 2022. Baseline: Labour legislation does not extend legal recognition to workers in the informal economy who are often in unclear or disguised employment relationships. As such workers in the informal economy are not able to effectively exercise the rights under labour legislation to freedom of association, collective bargaining, and social security.	Attempts by the Community Constituency to lobby for the tabling of policy and legislative reforms to promote legal recognition and protection of rights of workers in the informal economy have not as yet been addressed.
Progress: The R204 sub-committee (under the facilitation of the National Department of Employment and Labour) and the South African Law Reform Commission (SALRC) initiated a process to explore legislative reform to facilitate the transition of the informal economy towards formalization		

Priority 1: More and better jobs for inclusive growth		
Indicators	Targets	Key question
1.2.2 Number of formalized businesses (disaggregated by age, gender of business owner, persons with disability)	<p>100, 000 informal businesses become formalized by end 2022 (Baseline on disaggregation data to be compiled within the first 18 months of DWCP implementation)</p> <p>Baseline</p> <p>1.4 million Informal businesses were non-VAT registered businesses in 2013 (Source: Stats SA).</p> <p>Of these 55.4% were owned by women and 44.6% owned by men. Statistical data on small informal businesses inadequate and not readily available. Complex and costly registration and licensing requirements, the absence of business incentives to facilitate compliance. Disaggregated data by age and persons with disability is still to be compiled. To this end, the ILO will commission a study to analyze the data collected by Statistics for the publication released in 2013 to establish the demographic characteristics of the respondents to the survey ascertaining the number of VAT and non-VAT registered businesses.</p>	<p><i>How many businesses have been formalised? Where can we find the evidence for this?</i></p>
<p>Progress:</p> <p>In 2021, ILO support was provided towards the development of Phase 2 of the CCMA-BUSA labour web tool.</p> <p>The R204 tripartite-plus task team commissioned an in-depth gender sensitive diagnostic on barriers to formalisation. The ILO still awaits clear direction from the South African Government and the Social Partners on how the recommendations of the diagnostic on barriers to formalization can be taken forward.</p>		
1.2.3 Number of enterprises (including green and social economy enterprises) targeting women, youth and persons with disability that are established and access innovative BDS in rural, urban and township economies	<p>X number of enterprises (including green and social economy enterprises) targeting women, youth and persons with disability that are established and access BDS in the rural, urban and township economies by mid-2023. (Baseline on disaggregated data is not readily available). Baseline to be compiled within the first 18 months of DWCP implementation through desk review of reports on enterprise development initiatives undertaken in rural, urban and township economies interview under the auspices of the National Department of Agriculture, and the National Department of Small Business Development</p> <p>Baseline</p>	<p><i>Number of enterprises established? Has baseline been completed?</i></p>

Priority 1: More and better jobs for inclusive growth		
Indicators	Targets	Key question
	Baseline including disaggregated data not available. To be compiled within the first 18 months of DWCP implementation through interviews held with key informants in the National Department of Agriculture, and the National Department of Small Business Development; and through the desk review of reports on enterprise development initiatives undertaken in rural, urban and township economies	
<p>Progress:</p> <p>Community Constituency worked with organized informal traders and municipal officials in 8 municipalities of Mpumalanga on the bottom-up establishment of systems of regular monthly/bi-monthly/quarterly meetings for social dialogue and collective bargaining at local government level.</p> <p>The ILO participated in an Informal Sector Indaba in the Nkangala Municipal District On 7 June 2022 – whose theme was “rebuilding the informal sector in the Mpumalanga province”. The Indaba provided a platform for operators in the informal economy to table their challenges and grievances on the quality of services received from local government and to highlight the uncoordinated and fragmented way in which various entities in the Provincial Government respond to the informal business sector.</p> <p>Mpumalanga Provincial Department of Economic Development and Tourism hosted a follow up workshop in November 2022 in Ermelo with the intention of developing a provincial informal economy policy within the framework of R204.</p> <p>Engagements with municipalities have been extended to other provinces, initiated by SAITA & other representative organisations of informal traders, supported by the LED officials of SALGA in all the provinces who are working with them, to extend the reach of this work to as many districts and municipalities as possible. Informal traders around the country are meeting virtually on a monthly basis (coordinated by WIEGO) to share their experiences and keep on extending the reach of this work.</p> <p>ILO is exploring a partnership with the Waterberg District Municipality to support the municipality’s efforts at strengthening its solid waste management mechanisms.</p> <p>ILO presented the proposed diagnostic assessment to the Waterberg District Municipality in a meeting held in November 2022.</p> <p>Public Space Trading Guidelines for Local Government 2021 – 2026” were launched in 2021. WIEGO sensitized informal traders on the Public Space Trading and the Waste Pickers Integration Guidelines.</p> <p>ILO is providing capacity and technical assistance to the LMI unit of the National Department of Employment and Labour towards the establishment and implementation of a Labour Market Information System (LMIS).</p>		

Priority 1: More and better jobs for inclusive growth		
Indicators	Targets	Key question
<p>The ILO provided technical assistance to Statistics South Africa (Statssa) in the review of the Census questionnaire based on recent international statistical standards, and towards ensuring the inclusion of disability and labour migration modules in the Census.</p> <p>The ILO supported Stats SA to evaluate Census data related to the labour market.</p>		
Outcome 1.3: Improved capacities of labour market institutions to expeditiously facilitate knowledge-based policy deliberations and negotiations and to promote sound industrial relations		
1.3.1 Upgraded research capacity and knowledge systems of labour market, skills development and future of work-oriented institutions (e.g CCMA, NEDLAC, bargaining councils)	<p>At least 3 labour market institutions have upgraded their research capacity and knowledge systems by end 2022.</p> <p>Baseline</p> <p>Baseline is not readily available. Baseline will be compiled in the first 18 months of DWCP implementation through capacity needs assessment studies of the relevant institution</p>	<i>Number of labour market institutions that have upgraded research capacity</i>
<p>Progress:</p> <p>Training of NEDLAC staff is on-going as per their Personal Development Plans.</p> <p>ILO provided both technical and capacity support to the CCMA's Annual Labour Conference held on 22-23 September 2022.</p> <p>The conference discussed a number of issues including assessing the impact of the CCMA and other labour dispute resolution agencies such as the Labour Court on the labour market; analysis of the South African labour dispute resolution framework from an international and SADC perspective; identification of current challenges confronting the labour market, including in the aftermath of the COVID-19 pandemic, teleworking, and the debate on mandatory vaccines.</p> <p>The ILO supported research undertaken to assess the capacity of NEDLAC aimed at repositioning the relevance of NEDLAC. The findings of the study informed a process of embarking on institutional reform for NEDLAC. Lots of research on the future of work has informed periodic platforms of engagement and webinars on the future of work by the NEDLAC partners. This work has been facilitated by the NEDLAC Secretariat – which has leveraged on partnerships with the ILO and South African Universities. The ILO through a partnership with the EU has facilitated a platform of engagement for the Nedlac Social Partners on the future of work.</p>		
1.3.2 Number of working days lost per 1,000 workers due to industrial action	50 working days lost per 1,000 workers due to industrial action by end 2022.	<i>How many days were lost in 2022?</i>

Priority 1: More and better jobs for inclusive growth		
Indicators	Targets	Key question
	<p>Baseline:</p> <p>In 2016, 122 strikes were recorded with an average of 59 working days being lost per 1,000 workers (Source: Department of Labour 2016 Industrial Action Report)</p>	
<p>Progress:</p> <p>Trainings on the Code of Good Practice on Collective bargaining and dispute prevention by the CCMA have been rolled out.</p> <p>BUSA has prioritized continued capacity support to its members on Code of Good Practice on Collective Bargaining for 2023.</p>		
1.3.3 Existence of a policy or regulatory mechanism to address unjustifiable wage inequality	<p>Policy or regulatory mechanism to address unjustifiable wage inequality is adopted by end 2020.</p> <p>Baseline:</p> <p>There is no policy or regulatory framework to address unjustifiable wage inequality.</p>	<i>Evidence of adoption of policy?</i>
<p>Progress:</p> <p>There is a national minimum wage policy and legislation in place. The ILO provided technical and policy advisory support towards South Africa's adoption of a National Minimum Wage.</p>		

PRIORITY 2: Social Protection		
Indicators	Targets	Key question
Outcome 2.1: Expanded and effective social security systems		
2.1.1 Existence of policy reform for a gender sensitive, comprehensive, affordable,	Policy reform adopted for a gender sensitive, comprehensive, sustainable, affordable, and inclusive National Social Security Fund by mid-2023.	Consultation with the social partners and guided by international labour standards, aimed

PRIORITY 2: Social Protection		
Indicators	Targets	Key question
sustainable and inclusive National Social Security Fund	<p>Baseline:</p> <p>The social security system has had an absence of a mandatory social insurance cover that provides pension, death and disability benefits to the workforce as a whole. Some 2.7 million formal sector workers – primarily low-income earners – are excluded from such arrangements. Social insurance system does not extend to South Africans outside of formal wage employment and to those in engaged in precarious work situations.</p>	<p>at ensuring the sustainability of social protection systems. Policy measures include actuarial valuations, aimed at Improvement of the financial governance of the social protection system, including through the adoption of actuarial valuation reports and their translation into concrete reforms.</p> <p>The Green Paper is still to be re-issued by the Government for public comment.</p>
<p>Progress</p> <p>The ILO supported the enrolment and participation of government officials from the National Department of Social Development (DSD) in an ITC ILO course focusing on ‘E-learning on Investment of Social Security Funds’ from May to June 2022.</p> <p>ILO supported the participation of government officials from DSD in an ILO-ITC course focusing on “Advocacy and Communication for Social Protection” in June – July 2022.</p> <p>ILO supported the participation of government officials from Executive learning on Pension and Management, October – December 2022</p> <p>The ILO supported DSD in engaging the technical team of experts to review the Green Paper on Comprehensive Social Security and Retirement reforms. A draft report on the review of the Green Paper has been submitted to senior management in the National Department of Social Development for consideration. It is anticipated the process of reviewing the Green Paper will be finalized by the end of September 2022.</p>		

PRIORITY 2: Social Protection		
Indicators	Targets	Key question
<p>The technical team of experts reviewing the Green Paper has also been tasked with the responsibility of developing a Communications Strategy for the revised Green Paper to clearly articulate and communicate the contents of draft policy.</p> <p>In 2021, an expert panel was appointed by DSD to provide strategic guidance and technical support to DSD on the Basic Income Grant. The expert Panel with ILO support commissioned economic feasibility assessments of the BIG (quantitative and qualitative) using the Computable General Equilibrium (CGE) and SAMOD (South African Tax Benefit Microsimulation Model) to determine its affordability and economic impacts. In December 2021, the ILO provided support to a webinar on the Expert Panel's Report on Basic Income Support. This webinar forms part of a series of webinars that the DSD will run to find solutions to South Africa's social assistance programme.</p> <p>DSD used elements of the report to motivate for the extension of the R350 Social Relief of Distress.</p> <p>DSD has commissioned an extensive modelling exercise to examine the impact of the BIG on poverty, inequality, employment, impact on tax and economic growth.</p> <p>In December 2022, a supplementary modelling report for a Basic Income Support by the expert panel was launched by the Minister of Social Development</p> <p>A socio-economic impact assessment was done for the policy on social security coverage for informal sector workers. A zero draft policy paper has been produced and DSD is working towards presenting the draft policy to the social cluster.</p> <p>The ILO-DSD MOU was drafted for an additional period of 3 years. The partnership provides for continued ILO support to the outputs of national social dialogue through NEDLAC towards social security reform in the preparation of draft policy, regulations etc for approval by Cabinet (project support costs re not however, finalised)</p> <p>Two technical papers on the regulatory and governance framework for the proposed NSSF were developed and presented to the NEDLAC Social Partners. One paper focused on Good Governance in Social Security while the other provides recommendations for the design and funding of a 3-tier pension arrangement in South Africa.</p> <p>ILO collaborated with the National Department of Labour and Fort Hare University to run a training course designed locally for government officials in the labour market information and statistics (LMIS) unit.</p>		
2.1.2 Institutional policy reform for improved coordination of the governance, administration, and infrastructure of the different social insurance funds	<p>Institutional policy reform is instituted for the improved coordination of the administration and infrastructure of the different social insurance funds by end 2019.</p> <p>Baseline:</p>	<p>This work has not commenced. The focus to-date by Government has been directed mainly to the policy reform. From the newly signed MOU between the ILO and the National Department of Social Development – this</p>

PRIORITY 2: Social Protection		
Indicators	Targets	Key question
	The fragmentation and inadequate coordination among different social security agencies has presented governance challenges for the effective delivery of social security service	deliverable does not appear.
2.1.3 Existence of a sustainable funding model for universal access to health care	<p>A sustainable funding model for universal access to health care is adopted by the end 2023.</p> <p>Baseline</p> <p>Cabinet approved a White Paper for a National Health Insurance in June 2017 after a robust process of stakeholder engagement which will be followed by the drafting of a NHI bill. However, the funding for the NHI still remains contentious.</p>	<i>Evidence of a model developed? What stage is development?</i>
<p>Progress:</p> <p>ILO capacity support is being provided to the 3 labour federations (COSATU, FEDUSA, NACTU) towards establishing a mechanism to coordinate their response to the pandemics (Gender Based Violence, HIV/TB/ COVID-19). This coordination mechanism will be used to facilitate their inputs into the HIV/AIDS/TB National Strategic Plan</p> <p>The 3 labour federations with the support from ILO convened a National Strategic Planning and Capacity Building Workshop in 2022. The workshop focused on the Labour Sector response to HIV and TB in the world of work, HIV-related Discrimination, Inclusion and Diversity ensuring meaningful involvement of Persons with Disabilities and PLHIV. The deliberations held at the Strategic Planning and Capacity building workshop informed the inputs by the labour federations into the 5th generation NSP on HIV/AIDS and TB.</p>		

PRIORITY 3: Strong and representative workers and employers' organizations		
Indicators	Targets	Key question
Outcome 3.1: Enhanced capacity and effectiveness of workers' and employers' organizations		
3.1.1 Number of representative workers' and employers' organizations that have reviewed or developed new strategic plans to optimize their organizational structures, governance and	<p>All representative workers and employers' organizations review or develop new strategic plans to optimize their organizational structures, governance and management practices by mid-2022.</p> <p>Baseline</p>	The Employers Organization (BUSA) and an organizational needs assessment of FEDUSA conducted. COSATU and

PRIORITY 3: Strong and representative workers and employers' organizations		
Indicators	Targets	Key question
management practices in line with the changing world of work.	The Employers Organization (BUSAs) has a Strategic Plan 2017-2019; All 3 labour federations do not have Strategic Plans	NACTU have not followed through on this deliverable.
<p>Progress:</p> <p>The ILO commissioned an organizational needs assessment of FEDUSA to inform enhanced support services to its young members. The needs assessment was completed in December 2021 and will constitute the basis for engagement in FEDUSA towards addressing capacity needs of FEDUSA Young Workers and the establishment of a Youth Desk. The findings and recommendations of the assessment will be used in 2022 to inform the development of a FEDUSA education and capacity building programme for young workers.</p> <p>Based on the assessment, an implementation plan for the capacity building programme for young FEDUSA workers was developed to enhance services for young FEDUSA workers. Proposed deliverables in the implementation plan include the following: the support for the establishment of a leadership development programme, development of a youth policy, a political education programme, mentorship support, life skills training.</p> <p>The implementation plan for the capacity building programme for FEDUSA young workers was adopted by the leadership of FEDUSA in December 2022.</p> <p>FEDUSA is developing a proposal to seek funding to implement the Capacity building programme for young FEDUSA workers. (June 2023 – the training will be on political education and various FEDUSA policies that govern the federation)</p> <p>FEDUSA has an interim youth working committee that is working towards establishing the youth desk and a youth policy for FEDUSA.</p> <p>In October 2021, the ILO provided capacity support to COSATU's Vulnerable Workers Workshop to identify decent work deficits confronting COSATU workers in vulnerable sectors of the economy.</p>		
3.1.2 Number of representative workers' and employers' organizations as well as membership-based organizations in the informal economy that have successfully increased their membership and extend services to their members	<p>All representative workers and employers' organizations successfully increase their membership and extend services to their members by mid-2023, including their reach to membership-based organizations and associations in the informal economy.</p> <p>Baseline</p> <p>Membership of Organized Business (BUSAs) = 58; Membership of COSATU = 1 868 193, Membership of FEDUSA = 556,000; Membership of NACTU =397,000; All the</p>	<p><i>What % increase in memberships against the baseline? What increase in reach against baseline?</i></p>

PRIORITY 3: Strong and representative workers and employers' organizations		
Indicators	Targets	Key question
	workers and employers' organizations provide services to their members but there is a need for the provision of improved service provision.	
<p>Progress:</p> <p>ILO provided support to further develop the monitoring Dashboard for COSATU. The dashboard aims to assist COSATU to monitor the implementation of Congress Resolutions, track trade union membership by sex and age, as well as track the impact of COSATU's recruitment strategy.</p>		
3.1.3 Existence of support programmes that aim to enhance inclusivity, including gender representivity, in workers and employers' organizations, membership-based organizations in the informal economy and the employment equity commission	<p>At least one support programme that aims to enhance inclusivity, including gender representivity, in workers and employers' organizations, membership-based organizations in the informal economy and the employment equity commission is established by end 2022.</p> <p>Baseline</p> <p>A women's leadership programme was launched in 2014 to benefit young women leaders across the 3 labour federations and the private sector to empower these women to have a voice and to actively promote gender mainstreaming and equality within their respective organizations. Such a programme has not been introduced for women in the informal economy.</p>	The evidence of support has come from the labour federations themselves
<p>Progress:</p> <p>Within the context of the RBSA funded Informal Economy project, the ILO commissioned WIEGO to develop a database (with detailed information) of home-based workers and their organizations engaged in the garment and crafts sectors of the informal economy.</p> <p>By the end of 2021, a total of 42 home-based workers and their organizations were registered on the database that continues to be used to include more HBWs as they continue to organize nationally.</p> <p>HBW database has been a critical catalyst in giving rise to a Home-Based Workers Association.</p>		

PRIORITY 3: Strong and representative workers and employers' organizations		
Indicators	Targets	Key question
<p>Male gender champions programme within the labour federations is an example of a support programme that has sought to enhance inclusivity and gender representativity; similarly, the women's leadership development programme is another support programme.</p> <p>Minister of Employment and Labour published the Code of Good Practice on the Prevention and Elimination of Harassment in the Workplace (Harassment Code) on 18 March 2022, which repealed the Sexual Harassment Code, 2005. The Code was subsequently officially launched on 23 June 2022.</p> <p>This Harassment Code gives effect to some provisions of the ILO C190 and is comprehensive in covering types of harassment not only limited to sexual harassment.</p> <p>The Department and the CCMA conducted workshops/roadshows (in all 9 Provinces) to raise awareness on the Code of Good Practice for the Elimination and Prevention of Harassment in the Workplace during August and September 2022.</p> <p>A pamphlet for the Harassment Code was developed in English and translated into all other 10 official languages to ensure accessibility to all employers and workers in all sectors, whether private or public, both in the formal and informal economy, and in urban or rural areas.</p> <p>The Department of Employment and Labour (DEL) is currently developing the first South Africa ILO Article 22 report on C190 since the ratification of this Convention by South Africa on 29 November 2021. Upon completion, this Report will be tabled at NEDLAC for consultation and input by NEDLAC Social Partners before final submission to the ILO, Geneva.</p> <p>Cosatu held its Inaugural Elective COSATU National Gender Conference on 20-22 June 2022. The COSATU 35-year gender review report was tabled at the COSATU Congress and adopted. The COSATU Strategic Framework for Addressing Gender-Based Violence and Harassment (GBVH) in the World of Work was also tabled and adopted by Congress. COSATU has developed a 4-yr Gender Plan of Action that serves as a Roadmap outlining priorities and actions emerging from the National Inaugural Gender Conference</p> <p>ILO facilitated sensitization and training for representatives of 24 affiliate members of BUSA on provisions of C190 and on the draft Code of Good Practice for Eliminating Harassment in the Workplace</p> <p>Recognising that many SMEs do not have structured employee Assistance Programmes for victims of violence and harassment, BUSA developed a register of entities where victims of violence and harassment are able to seek free counselling and help which was circulated to the membership broadly.</p>		
Outcome 3.2: Enhanced capacity of employers and workers organizations to participate in collective bargaining and social dialogue		
3.2.1 Number of policy agendas, decisions and agreements reached at national, sub-regional, regional and at the international level (including	X number of policy agendas, decisions and agreements reached at national, sub-regional, regional and at the international (including within the context of south-south cooperation) that reflect the views of workers' and employers'	<i>Number of policy agendas, decisions, and agreements</i>

PRIORITY 3: Strong and representative workers and employers' organizations		
Indicators	Targets	Key question
within the context of south-south cooperation) that reflect the views of workers' and employers' organizations.	<p>organizations by 2020. (Baseline to be compiled within the first 12 months of DWCP implementation through desk review research and analysis of the content of previous and current policy documents and agreements. This will be undertaken in close collaboration with the social partners)</p> <p>Baseline</p> <p>Baseline including disaggregated data is not readily available. To be compiled within the first 18 months of DWCP implementation Baseline to be compiled within the first 12 months of DWCP implementation through desk review research and analysis of the content of previous and current policy documents and agreements by the social partners. This will be undertaken in close collaboration with the social partners).</p>	<p><i>reached recorded in minutes or reports?</i></p> <p><i>Unclear why a baseline is required here as the target is only for a certain number. Not an increase on a baseline</i></p>
<p>Progress:</p> <p>ILO supported a Cosatu workshop for affiliate members working in vulnerable sectors of the economy in November 2021. COSATU adopted the Plan for Action to address the challenges confronted by vulnerable workers.</p> <p>In November 2021, WIEGO organized a workshop for the leadership of informal workers across different sectors of the informal economy to strengthen their negotiations skills and tactics.</p> <p>COSATU developed a gender equity and collective bargaining resource document to guide workers and negotiators in mainstreaming gender in collective bargaining. The guide was developed within the framework of C190, and the Gender Based Violence and Femicide National Strategic Plan</p> <p>A pre-Congress workshop was organized to rally and engage women and young members of FEDUSA towards assessing the responsiveness of the FEDUSA Gender Policy to C190, and other Gender Equality Conventions: and strengthening role of FEDUSA in mainstreaming gender in the collective bargaining agenda.</p> <p>ILO provided capacity support to the Public Service Coordinating Bargaining Council (PSCBC) in the hosting a Public Service Summit on Collective Bargaining held on 28-31 March 2022 under the theme Strengthening and defending centralised collective bargaining to advance economic development. At the Summit, the parties to the PSCBC agreed to review collective bargaining structures in the public service guided by international best practices with the support of the ILO, and on the need to upskill negotiators in the PSCBC. The Summit culminated in a Declaration that was adopted as Resolution 1 of 2022 by the PSCBC</p>		

PRIORITY 3: Strong and representative workers and employers' organizations		
Indicators	Targets	Key question
3.2.2 Existence of mechanisms to foster inclusive consultative processes, social dialogue and mutual gains bargaining in the rural economy	<p>Mechanisms to foster inclusive consultative processes, social dialogue and mutual gains bargaining in the rural economy by end 2023.</p> <p>Baseline</p> <p>Currently no mechanisms for effective collective bargaining on farms</p>	<i>Has a mechanism been developed? What format is it in?</i>
<p>Progress:</p> <p>Nothing reported</p>		
3.2.3 Legal or practical reform measures undertaken to give effect to the rights of informal economy workers' and employers' organizations to participate in collective bargaining	<p>Legal or practical reform measures undertaken to give recognition to the rights of informal economy workers' and employers' organizations to associate, participate in collective bargaining by end 2022</p> <p>Baseline</p> <p>Labour relations in the farming communities are tenuous. Collective bargaining is at a low and there is often an absence of inclusive social dialogue platforms for effective engagement.</p>	<i>Evidence of reform measures undertaken?</i>
<p>Progress:</p> <p>ILO initiated engagement with the City of Tshwane to explore a possible partnership support on-going effort at strengthening social dialogue in the informal business sector.</p> <p>Tshwane negotiating forum with waste pickers, started in 2019, resumed in 2022 and meetings have been taking place monthly. SAWPA & WIEGO conducted a one-day negotiations skills refresher training for the waste pickers' negotiating team on 26 March 2022.</p> <p>Nelson Mandela Bay started monthly meetings with informal traders' associations in 2021, now also introducing quarterly stakeholders' meetings including district & provincial level. This was initiated through dialogue processes with informal traders.</p> <p>Monthly meetings also now started in Cape Town and other municipalities, monitored in virtual national monthly meetings of informal traders.</p>		

PRIORITY 3: Strong and representative workers and employers' organizations

Indicators	Targets	Key question
		<p>The Community Constituency trained representatives of informal traders in MBOs (membership-based organisations) on how to download and use digital technologies during 2020. Since September 2020, the Community Constituency has been convening virtual national monthly meetings with informal trader leaders/negotiators in all 9 provinces to gather information on the outcomes and results of their engagements at local government level and strategize for ongoing negotiations processes.</p> <p>In November 2021, WIEGO facilitated a collective bargaining workshop for the leadership of informal traders to initiate social dialogue at local government level; and to strengthen the negotiations strategy and tactics of informal workers' leadership across different sectors of the informal economy</p>

Annexure 3: References

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Annexure 4: List of people contacted and interviewed.

Partner	Focal person	Designation	Work area	Interview outcome
National Dept of Employment and Labour	Mr. Thobile Lamati	Director General	Overall support to the National Department	
	Mr Sipho Ndebele – Member of SC	Chief Director: International Relations		Interviewed: 22/07/2023 Sipho Ndebele
	Ms Lufuno Tinyani - Member of SC	Member of DWCP Steering Committee	Informal Economy	Interviewed: 22/07/2023 Lefunyo Tinyani Georgina Petersen
	Mr Sam Morotoba (public employment services, migration and the employment policy)	Deputy Director General – Public	National Labour Migration Policy and National Employment Policy	
	Ms Esther Tloane	Chief Director – Public Employment Services		
	Ms. Ntsoaki Mamashela		Employment Equity legislation and policy	
	Mr. Mkhaliipi		Labour law reform	
	Ms Bulelwa Huna	Senior Specialist: Occupational Health & Hygiene	Occupational Health and Safety	
CCMA	Mr Cameron	Director	Collective Bargaining / Dispute resolution	
Public Service Coordinating Bargaining Council	Frikkie De Bruin	General Secretary	Collective Bargaining	
National Department of Social Development	Ms Brenda Sibeko	Deputy Director General	Social Security reform	
	Mr. Anthony Makwiramiti	Acting Chief Director: Social Insurance	Social Security reform	Interviewed: Anthony Makwiramiti
	Mr Brenton Van Vrede	Chief Director: Social Assistance	Social Security reform	
National Department of Public Works and Infrastructure – EPWP	Ms Carmen-Joy Abrahams	Acting Deputy director General	Expanded Public Works Programme	Interviewed: Mr Sibanda
	Ms Kgomotso Zantsi		Expanded Public Works Programme	No response
National Department of	Mr. ZC Mvalo	Deputy Director General: Skills Development		

Partner	Focal person	Designation	Work area	Interview outcome
Higher Education & Training				
National Department of Environment, Forestry and Fisheries	Mr. Jongikhaya Witi	Chief Director – Climate Change Monitoring & Evaluation	Just Transition – green policy – linked to contributions by the PAGE project	No response
Productivity SA	Mothiba Mothunye	Director	Productivity – enterprise resilience –	Interviewed:
National Planning Commission	Miriam Altman	Commissioner – The National Development Plan	Review of the implementation of the NDP	Responded but failed to attend meeting
National Department of Communications and Digital Technologies	Nozipho Sihlahla		Digital Skills training for youth – enhancing youth employability	Interviewed:
National Department of Communications and Digital Technologies	Mr. Lwazi Ndzena	Chief Director: ISAD Coordination		No response
National Department of Small Business Development	Mr. Vukile Nkabinde	Director: Enterprise and Supplier Development (ESD)	Informal Economy – facilitating transition to formalization	
	Stephen Umlaw	Director	Informal Economy – facilitating transition to formalization	
Institute for Economic Justice	Mr Neil Coleman	Co-Director	Socio-economic Impact of COVID-19 in South Africa	
Employment Equity Commission	Ms Tabea Kabinde	Chairperson of Employment Equity	Employment Equity legislative reform and policy reform	
Business Unity South Africa (BUSA)	Mr. Cas Coovadia	CEO of BUSA		
	Bev Jack-Member of SC			Interviewed:
	Jahni De Villiers - Member of SC		Promoting sensitization of Convention 190 and its accompanying Recommendation	Interviewed: 09/03/2023 Jahni De Villiers
	Sanelisiwe Jantjies	Social Policy and Transformation Coordinator		No response

Partner	Focal person	Designation	Work area	Interview outcome
COSATU	Ms. Zingiswa Losi	President		No response
	Mr Solly Phetoe	Secretary General		
	Gertrude Mtsweni - Member of SC	National Gender Coordinator	Mainstreaming gender within the organizational structures and policies of COSATU	
	Thabo Mahlangu - Member of SC	Campaigns Co-ordinator		Interviewed: Transcript available
	Sonia Mabunda -Kaziboni	International Secretary	Cosatu Migration Policy	No response
COSATU	Jan Mahlangu	Retirement Funds Coordinator	Social security	Interviewed: Jan Mahlangu Transcript available
FEDUSA	Riefdah Ajam	Secretary General	ILO support to Workers	
	Brenda Modise - Member of SC	Social Policy and Gender Officer	Very critical for purposes of understanding provided to FEDUSA	
	Boni Mbewana	Training Officer		
NACTU	Narius Moloto			
Community Constituency	Pat Horn - Member of SC	Collective Bargaining Project focal point		Interviewed 20/02: Transcript available
	Conti Matlakala - Member of SC			Interviewed: 08/03/2023 Transcript available
NEDLAC	Lisa Seftel Tsholo Lelaka Nobuntu Sibisi			Interviewed: Transcript available
ILO Specialists	Alice Voza	Skills and Lifelong Learning Specialist	Employment and enterprise development	Interviewed: 21/06/2023
	Limpho Mandoro	Social Dialogue and Labour	Social dialogue	21/07/2023

Partner	Focal person	Designation	Work area	Interview outcome
		Administration Expert		
	Jens Dyring	Senior Specialist	Enterprise Development & Job Creation	Interviewed: 07/07/2023
	Maria Machailo-Molebatse	Senior Specialist Employers Activities	Business sector	Interviewed: 25/07/2023

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