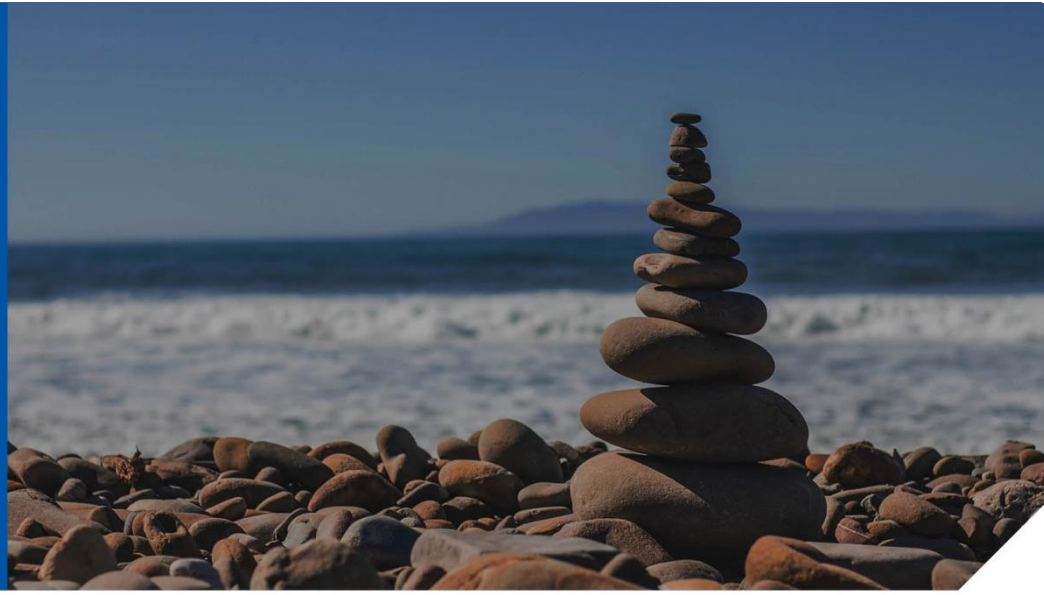
International Labour Organization

Evaluation Office

i-eval Discovery



ILO Technical Assistance to the EPWP (National Department of Public Works and Infrastructure and the Limpopo Department of Public Works Roads and Infrastructure)

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List of Acronym

CETA	Construction Education and Training Authority
CO	Country Office
CTA	Chief Technical Advisor
DAC	OECD's Development Assistance Committee
DEL	Department of Employment and Labour
DHET	Department of Higher Education and Training
DPWI	Department of Public Works and Infrastructure
DSD	Department of Social Development
DWCP	Decent Work Country Programme
DWT	Decent Work Team
EI	Employment Intensive
EIA	Employment Intensive Approach
EIIP	Employment Intensive Investment Programme
EPWP	Expanded Public Works Programme
EVAL	ILO Evaluation Office
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit/German Cooperation
GSA	Government of South Africa
HQ	Headquarter
ILO	International Labour Organization
LDPWRI	Limpopo Department of Public Works Roads and Infrastructure
LIC	Labour Intensive Construction
LITC	Labour Intensive Training Centre
MTSF	Medium Term Strategic Framework
NDP	National Development Plan
NDPWI	National Department of Public Works and Infrastructure
NEDLAC	National Economic Development and Labour Council
NSSD	National Strategy for Sustainable Development
NYDA	National Youth Development Agency
OECD	Organisation for Economic Cooperation and Development
PEP	Public Employment Programmes
QCTO	Quality Council for Trades & Occupations
ROAF	Regional Office for Africa
SDG	Sustainable Development Goal(s)
SEDA	Small Enterprise Development Agency
SMME	Small Micro and Medium Enterprise(s)
TA	Technical Assistance
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNSDCF	Nations Sustainable Development Cooperation Framework

Executive summary

The EPWP is implemented in phases of five-years each and is currently in its fourth phase. Within the framework of the EPWP, and the South Africa Decent Work Country Programme (DWCP), the project's objective is *to strengthen the capacity of National and Limpopo Provincial Government in the implementation and coordination of the EPWP through mainstreaming pro-employment and climate resilient development approaches aligned to the future of work*.

The International Labour Organization (ILO) is providing the Technical Assistance (TA) to the Government of the South Africa, through the Department of Public works and Infrastructure (NDPWI) in the coordination and implementation of the EPWP at the national and provincial levels. The project has two components, National and Limpopo Province, each with its Technical Advisory team and type of support rendered. Furthermore, the two projects are funded by different Government of South Africa sources: NDPWI for the National Component and LDPWRI for the Limpopo Component.

Limpopo component

The Limpopo Province is currently implementing EPWP in four sectors namely: Infrastructure, Environmental & Culture, Social and Non-state sectors. The outcomes of the project in the current period (January 2020 – December 2024) are:

1) Inclusive and pro-employment investments policies/strategies mainstreamed in LDPWRI to create an enabling environment for job creation in the infrastructure value chains.
2) Capability of public implementing bodies and Service Providers to plan, manage and implement EI programmes/projects enhanced.
3) Increased productivity and effectiveness of EPWP implementation through targeted skills development

National component

The outcomes for the National component in the current period (January 2020 – December 2024) are:

- Outcome 1: Inclusive and pro-employment investment policies/strategies mainstreamed in DPWI to create an enabling environment for job creation in the infrastructure value chains.
- Outcome 2: Increase capability of public implementing bodies and Service Providers to plan, manage and implement EI programmes/projects.

Based on joint strategic review and planning by NDPWI and ILO, it was agreed that ILO technical assistance to the EPWP is under the following thematic areas:

1) Policy Development

DPWI assisted in the development of appropriate policies for Public Investment and Employment Programmes.

2) Advocacy & Partnerships

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

3) Research & Innovation.

Research and studies that contribute to optimization and mainstreaming of the labour- intensive approaches carried out.

4) Skills/Capacity Development

Knowledge, skills, and technical capacity of EPWP Stakeholders in labour-intensive approaches enhanced.

5) Project Management Technical Support.

The projects are **coordinated** and technically backstopped by the ILO Decent Work Team & CO – Pretoria with the support from the ILO DEV/INVEST in Geneva. The projects are managed by two separated international Chief Technical Advisors (CTAs) based in the DPWI offices in Pretoria and LDPWRI Offices in Polokwane, Limpopo Province, respectively and report to the Director of the ILO DWT Pretoria. The CTAs are the principally responsible for the administrative, operational, and technical supervision and implementation of all project interventions. Both ILO teams (CTA and Team Leader) are embedded in the Government Offices, where office space and other facilities are provided.

The **midterm independent evaluation** is expected to contribute to generate learning that can be integrated in the strategy in development. The evaluation took into consideration the last Independent Evaluation conducted in April 2019. It took place in three evaluation stages: Inception, Data Collection, and Reporting, from September to November 2023.

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

1) Assess the relevance of the projects design and implementation strategies in relation to the South Africa Government ILO and UN policy frameworks.
2) Assess the extent to which the two projects have achieved or are on track to achieve their stated objectives and expected results regarding the targets groups (men and women; youth, people with disabilities, etc.)
3) Identify the supporting factors and constraints that have led to them, including implementation modalities chosen.
4) Identify unexpected positive and negative results of the projects.
5) Assess the extent to which the projects outcomes will be sustainable.
6) Assess the implementation efficiency.
7) Provide recommendations to projects stakeholders to promote sustainability and support further development of the project outcomes.
8) Identify lessons learned and good practices to inform the key stakeholders for future similar interventions in South Africa in particular and other countries in Africa.

Regarding its **scope**, the evaluation focussed on Phase IV of the projects, namely from January 2020 to the end of December 2024, and the geographical scope will be in line with the Limpopo province and the national components of the project.

The evaluation integrates **equality and as cross-cutting** concerns throughout its deliverables and process. Key evaluation dimensions also include Human rights, the SDGs and the principle of 'no one left behind', and ILO's cross-cutting themes such Gender and non-discrimination, Social dialogue and tripartism, Just transition to environmental sustainability and International Labour Standards.

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

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

a) Relevance.
b) Coherence.
c) Effectiveness.
d) Efficiency.
e) Impact orientation.
f) Sustainability.
g) Gender equality and non-discrimination.

The evaluation adopted a Theory-Based Evaluation **approach**, seeking to understand what works and why it works by examining the program theory and causal chain from inputs to outcomes and impact. It used both empirical and document review information and embraced principles of a utilisation-focused evaluation. In line with this, it focussed on identifying and analysing results through addressing **key questions** related to the evaluation criteria and the achievement of the outcomes/objectives of the project (Appendix 2. Evaluation Matrix).

The evaluation was implemented through a consultative and transparent approach making use of the following methods and tools:

a) Desk literature review.
b) Semi-structured interviews with key informants and stakeholders.
c) Direct observation during field visits.
d) Validation workshop on preliminary findings, conclusions, and recommendations.

A purposive non-random **sampling** was employed to select the interviewees, based on their availability and full understanding of the project. **Interviews** conducted during the field mission in-country (9-20 October) and online were 24, including with ILO staff, DPWI and LDPWRI and other stakeholders (Appendix 4. List of Interviewees). The evaluation team undertook **visits** to agreed sites to interview implementing partners and key stakeholders. The team visited Polokwane and the EPWP offices, meeting both government beneficiaries and participants in the EPWP programme. A validation workshop (31 October) was held to discuss preliminary findings after the field missions.

There are some methodological and logistical **limitations** to the mid-term evaluation: the small sample size of the key informants interviewed, the slow response rate during the time of fieldwork, unavailability of ILO's offices in Pretoria and the access to all the documentation requested before the start of the mission. While the number of stakeholders participating in the evaluation process was beyond the expected, it was considered satisfactory in terms of the quality of the information they have provided.

Findings and Conclusions

The evaluation **findings** are presented according to the evaluation questions. They are grouped in evaluation criteria of Relevance, Coherence, Effectiveness, Efficiency, Impact orientation, Sustainability, and Gender equality and non-discrimination. The description of findings starts with the general evaluation question regarding the follow-up of the recommendations of the last evaluation. The evaluation has also drawn Lessons Learned and Emerging Good Practices.

Relevance

Conclusion 1 – The support to Limpopo and National EPWP was found to be relevant, and the technical assistance of the ILO has contributed to achievements of the outputs as set in the

PRODOCs, as well as captured by the bi-annual reports. ILO's TA is long-term and perceived as a continued relevant technical support that will last for the coming years, adapting to contexts and needs based on in-depth knowledge of the country contexts and needs. The inclusion of gender and vulnerability-oriented actions and options and respective indicators in the activities of the projects resulted in increased relevance. Despite working in a politically sensitive area/programme, ILO's normative competences are highly demanded by the government. Continued relevance is sought, namely through expansion of areas of work, targeted beneficiaries, or geographical scope. Impact is sought and adaptations to increased impact are regularly made through working closely to the government. The expansion of the TA beyond Infrastructure opened potential areas for the integration of women and other vulnerable cohorts, namely social services. ILO's support to the continuity of the EPWP is seen as crucial, namely for the preparation of Phase V.

Coherence and impact orientation

Conclusion 2 – The evaluation found that while addressing the same broad national-level issues, the ToCs and Logframes have been built differently and Outcomes and Outputs stated differently. This will somehow condition the expansion of the TA to other provinces and lead to increased unalignment in the future and less comparability of results across regions. Overall, the reporting system is not harmonised, and budgets are not defined based on outputs and outcomes. Gender equality, inclusion and vulnerable groups' targeting is critical to the projects. Nonetheless, reporting in the bi-annual reports does reveal the extent to which these vulnerable groups are benefiting but rather the report adopts a 'blanket' approach without disaggregation. M&E systems and indicators have not been operating on a gender data disaggregation basis or informing of results achieved with the work with persons with disabilities.

Effectiveness and impact orientation

Conclusion 3 – The evaluation found that outputs are on track and some overachieved. The last reports clearly show good performance for the national project (average 84% of results achieved in September 2023), while the latest reports for the Limpopo project (of end of 2022) describe lower rates of achievements (30%) at that stage. Financially, both projects have reached high execution rates (+87%) at the end of September 2023. However, the results of the projects are not widely communicated and assessing the use of resources for each activity (and effectiveness of execution) is not possible. More visibility and communication of achievements is necessary for increased relevance, namely using online platforms and media. The projects have prepared communication materials, like newsletters and videos, but only recently. Visibility of ILO's contribution is also weak in terms of the in-kind contribution to the achievements of the EPWP, which is not calculated as a financial contribution. ILO's contribution in staff and effort is not sufficiently clear to all stakeholders. Moreover, the results of the activities conducted or, for example, the number of those who benefited from ILO's supported trainings is not easily assessed, both internally and at a broader level.

Efficiency

Conclusion 4 – Bureaucratic procedures, unalignment of calendars and reporting systems; and high staff turnover and changing demands to the ILO TA have conditioned efficiency and output delivery. The COVID-19 pandemic affected delivery of the outputs especially those that required face-to-face engagements. However, time resources' management and efficiency are improved through increased online and virtual events and meetings. The foreseen expansion of activities to other provinces is dependent on more human resources' allocation but the projects have not been able to reach the planned number of staff allocated to the projects: the national project has not hired two staffs and the Limpopo project has only recently (three months ago) completed the

team. The ILO staff needs to be accredited by the professional bodies of the country and should have the right mix of competencies and application and these processes have been prolonged. On the other hand, the financial calendars of projects and government are discrepant in time, but this fact is every year not taken into consideration or anticipated. At national level, the project activities are aligned with the Government financial year, but the challenge is delays by ILO in issuing financial statements at the end of the Government financial year, on 31st of March.

Notes as per ILO guidance on project evaluation

Gender issues assessment

A summary assessment of gender issues points to projects increasingly integrating gender approaches, activities and monitoring of gender-related results in the projects and the TA. A pertinent budgetary dedication regarding gender data should be taken into consideration for Phase V, to use EPWP gender generated data in ILO's TA reporting in a more visible way.

Tripartite issues assessment

A summary assessment of tripartite issues points to a strong embeddedness of ILO's work and TA within government work and implementation of the EPWP but less engagement of unions in this joint work. National level tensions between workers' unions and government concern the EPWP. The evaluation team was not able to contact unions as they were not mapped as relevant stakeholders for the midterm evaluation.

International Labour Standards Assessment

A summary assessment of international labour standard (ILS) issues relevant to the project and its evaluation points to no further indications to be made beyond the mentioned alignment of the projects to ILO's DWCP and Decent Work principles.

Environmental sustainability

A summary assessment on how environmental sustainability is built into ILO's work under review points to a relevant expansion of the EPWP to environmental areas and concomitantly of further alignment of ILO's TA to these.

Capacity Development

Capacity development at individual, organisational and system level is a core guiding principle of ILO's TA and the midterm evaluation found that improved capabilities are due to the intervention.

Lessons learned and good practice.

LL1. The model of bringing in institutions like NYDA and SEDA to create appetite for youths to start their own enterprises has potential, as part of an exit strategy. Where such enterprises flourish, there is a trickle effect of creating employment opportunities.

LL2. The ILO has room to sharpen its focus on creating and disseminating knowledge goods. Bi-annual reports indicate few to no knowledge products disseminated for wide usage, indicating the limited optimal learning from what is working and not working.

GP 1. The EPWP online reporting system is increasingly integrating gender and vulnerability disaggregated data, which can be explored and potentialized for ILO's communication and visibility purposes.

Recommendations

Relevance and sustainability

Recommendation 1 – Continue to follow recommendations for improvement and use updated knowledge and information, as well as partner feedback for better and continuous adaptation to changing contexts and needs. The gender sensitive approach is resulting in increased relevance of the projects. Another area that has already started to be strengthened is targeting youth, especially through innovative areas of work more linked to digital and new technologies. Green energy, green jobs or digital knowledge are also new areas to further explore. The learnings from this work should be used to further develop youth targeting, combining them with the existing knowledge at local level of the existing needs in terms of capacities at the technical level. Both province level plans and national should continue to inform ILO's TA for the design of activities that are relevant, namely taking into consideration local realities and local plans and budgets. The results of the experiences with new construction materials like fly ash are also potentially scalable and can be standardised, as well as those related to private sector involvement in the EPWP.

Coherence and impact orientation

Recommendation 2 – Despite the challenges posed by the different donors and priorities of both projects, **a single ToC should be prepared for the national and province levels** in Phase V. First, the projects will profit from this alignment of objectives and outcomes to prepare eventually for an expansion of the TA to more provinces. Secondly, the projects need to develop a comprehensive ToC which explicitly demonstrates a logical interaction/ linkage from interventions (in this case, the technical assistance rendered by ILO) to outputs, outcomes, and the desired impact. Assumptions should be constituted at different results' levels, not only as shown in the logical frameworks of the PRODOCs. Also, **logical frameworks, outcomes and outputs should be harmonised** for improved alignment between the national and province level activities and for reporting**.** This will also be crucial for programme and TA expansion to other provinces. Finally, **t**he projects' budgets should be activity-based to allow assessing the level and use of resources for each output and outcome.

Sustainability and impact orientation

Recommendation 3 – Communicate and make more visible the positive results achieved with the help of ILO's TA. More information about ILO's TA and achievements over the two decades should be published both in social platforms and the ILO website. How the results of capacity building activities, namely trainings held abroad are being implemented also needs to be better described and publicised, internally at TA level and to broader audiences. Also, include in the communication strategy ILO's in-kind contributions to the project and make them visible to partners and relevant stakeholders. Moreover, sensitive aspects of the intervention (and consequently the TA) need to be identified upfront and strategies for safeguarding ILO's role and contribution need to be prepared, which requires communication and public relations' efforts. More visibility of the impacts can be achieved, namely by using public events like the Indaba of October 2023 to showcase the positive results and effects, as narrated by beneficiaries. On the other hand, the preparation of communication materials like the newsletters and promotional videos is also potentially leading to more effective dissemination of the projects and of ILO's support but needs to be further disseminated in the last year of the TA.

Efficiency

Recommendation 4 – Administrative processes like disbursements and reporting need to be revised or at least prepared in advance for increased efficiency. Acknowledging calendars' discrepancies and preparing in advance the needed adjustments can be more efficient and lead to better results. In terms of **human resources**, a re-assessment of the needs must be made very rapidly, taking into consideration the remaining 12 months of the TA and especially in the context of the preparation of Phase V and if the expansion of the programme/of the TA is to be made. For increased efficiency, the TA should also consider increased use of **online** platforms for exchanges and meetings, including when preparing Phase V, as they have proven to efficiently allow for more participation and exchanges. The enhanced use of digital means for communication and visibility is also recommended.

Effectiveness

Recommendation 5 – Reporting of results by Outcome needs to be done alongside a financial reporting by Outcome. This will not only allow identifying where more resources need to be allocated for better performances but also more clearly assess what is working and not, in which areas and towards which results. While financially, both projects have reached high execution rates (+87%) at the end of September 2023, expenditure reports are not presented by project Outcome but rather describe expenses in operational category areas like staff expenses, expenses with consultants, travel, training, etc. Changing the reporting methods will allow better attributing effectiveness or efficiency (or impact) of the resources used in relation to the objectives and indicators of the projects.

Gender equality and non-discrimination

Recommendation 6 – The results of a strengthened gender-sensitive approach should expand to a more robust vulnerability and discrimination-sensitive approach. The Gender Impact Study should be used as an entry point for increased relevance for gender equality. While some scattered gender and inclusion data is collected, the projects should prepare Phase V programming for gender disaggregated/sensitive data collection and analysis. The projects should continue to include in reporting until the end of Phase IV qualitative appraisals of the gender equality and inclusion progresses but also prepare for more robust reporting in Phase V. The identification of vulnerable cohorts to be more actively integrated in the programmes needs to proceed more effectively for increased relevance of the programme that has its focus on the poor and those left behind.

1 Project background

1.1 Brief outline of the economic, political, social, cultural, historical context for the country

South Africa is presently dealing with unemployment, which is a significant issue affecting millions of its citizens. South Africa's unemployment rate has been a source of concern for decades, and despite different efforts to alleviate it, it remains a persistent burden. There are several factors that contribute to the status of unemployment, including but not limited to: i) first, structural unemployment – defined as a mismatch between the skills of the available workforce and the demands of the labour market; many job seekers lack the requisite qualifications or skills required by the modern economy (Fouksman 2020); ii) second, inequalities have adversely affected South Africa's educational system; apartheid's legacy is still leaving an everlasting mark, with many pupils in historically underprivileged communities obtaining inadequate schooling and as a result, a sizable section of the population lacks the skills and information required to compete in a globalised employment market (Masinire 2020); iii) third, stagnant economic growth, as a result of the pandemic, which affected jobs and the high levels of corruption and state capture in the recent years have reduced the number of potential investors. Overall, the consequences of insufficient jobs are increased criminal activities, harrowing poverty and social unrests.

According to Statistics South Africa, in the first quarter of 2021, the overall **unemployment** rate in South Africa was 32.6%. When disaggregated by gender, the unemployment rate for males was 31.7% in the same period, while the unemployment rate for females was 34.0%. Among youth aged 15-24, the unemployment rate was 58.8%, while the unemployment rate for persons with disabilities was much higher at 55.8%. These figures show that South Africa is still facing a very high unemployment rate, especially among its most vulnerable populations.

1.2 Summary of the projects' purpose, logic, structure and objectives

To respond to unemployment concerns, the Government of South Africa is working with the ILO to create jobs through the Expanded Public Works Programme.

The **Expanded Public Works Programme** is a nationwide programme which makes systematic use of public expenditure to boost productive employment and to develop marketable skills among the historically disadvantaged communities thereby contributing towards the national goal of alleviating poverty. The programme covers all spheres of government (national, provincial and local) as well as state-owned enterprises.

EPWP is implemented in phases of five-years each and is currently in its fourth phase.

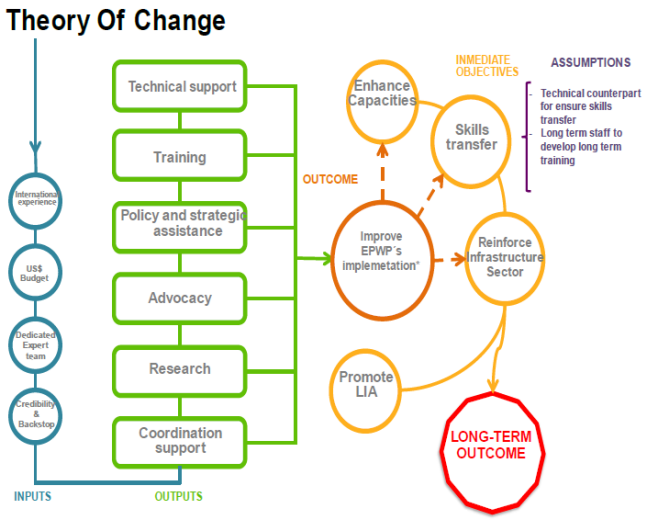
Table 1 – project phases since 2005 – 2024

Phase	Period	Objectives	Achievements
First	2005-2009		1,000,000 job opportunities, one year ahead of schedule
Second	April 2009 to March 2014	Up-scaling and creating 4.5 million jobs (or 2 million Full Time Equivalent)	
Third	1 April 2014 to 31 of March 2019	6 million work opportunities	
Fourth	1 April 2019 – 31 December 2024	5 million work opportunities	

Within the framework of the EPWP, and the South Africa Decent Work Country Programme (DWCP), the project's **objective** is *To strengthen the capacity of National and Limpopo Provincial Government in the implementation and coordination of the EPWP through mainstreaming pro-employment and climate resilient development approaches aligned to the future of work*.

The project's Theory of Change (ToC) was reconstructed during the last final evaluation of 2019. This reconstruction was based on the projects' documents (PRODOCs), progress reports, and on the findings resulting from the different perspectives of the interviewees about what and how the project is working. The ToC was agreed with the Chief Technical Advisor (CTA) and the Director of EPWP.

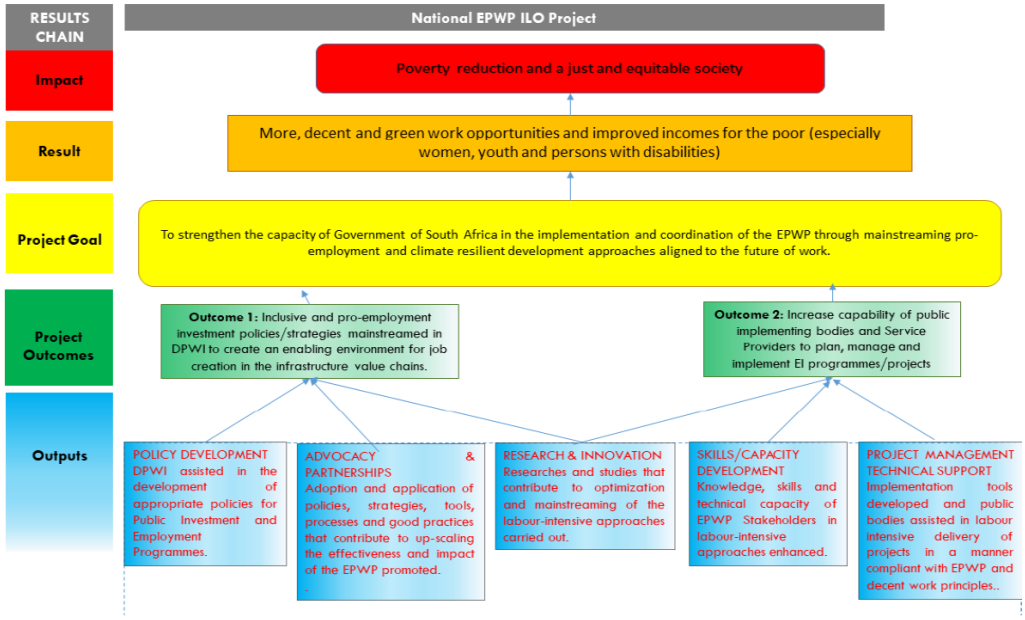
Figure 1- Project's reconstructed Theory of Change (2019)



Source: Independent Final Evaluation, 2019.

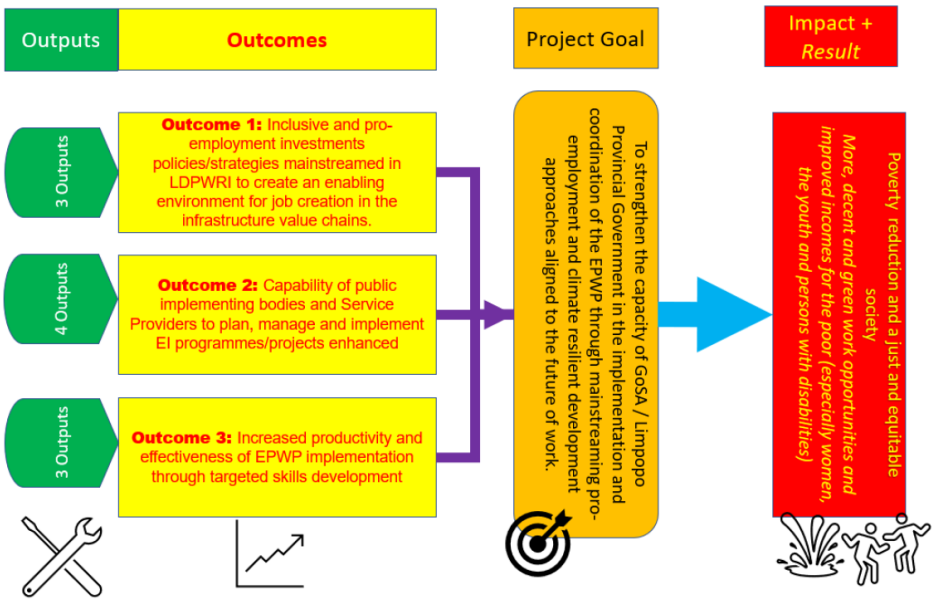
The current ToC's for the projects, as designed in the PRODOCs are as follows:

Figure 2 – National project theory of change



Source: National PRODOC, 2020.

Figure 3 – Limpopo project theory of change



Source: Limpopo PRODOC, 2020.

1.3 Overview of the present situation of the project and brief description of the contributions, role of ILO, project partners and other stakeholders

The International Labour Organization (ILO) is providing the Technical Assistance (TA) to the Government of South Africa, through the National Department of Public works and Infrastructure (NDPWI) in the

coordination and implementation of the EPWP at the national and provincial levels. The collaboration between the Parties was affirmed in a Tripartite Agreement signed between the NDPWI, Limpopo Department of Public Works Roads and Infrastructure (LDPWRI) and ILO in January 2005 at the beginning of the project. Subsequent Amendments have been made with latest amendments covering the project period of January 2020 to December 2024 being No. 7 for the Limpopo Component and No. 8 for the National Component.

The project's scope and focus has evolved in terms of priorities and objectives of various phases of the EPWP. The project has **two components**, National and Limpopo Province, each with its Technical Advisory team and type of support rendered.

Limpopo component

The Limpopo Province, with an estimated population of 5.6 million, is currently implementing EPWP in **four sectors** namely: Infrastructure, Environmental & Culture, Social and Non-state sectors. The Limpopo Department of Public Works Roads and Infrastructure is tasked with the responsibility of the overall coordination of EPWP in the Province. Its **mandates** include, amongst others, the following:

1) the coordination of training and skills development activities
2) assist in the realigning of Government funded infrastructure projects to EPWP principles.
3) monitor the implementation of EPWP projects.
4) provide technical backstopping to implementing agencies in relation to EPWP and Labour-Intensive Construction (LIC) principles and procedures.
5) creation of awareness among the Policy Makers, Programme/Project Managers, Local Leaders and the General Public on the principles and objectives of EPWP and LIC

The **outcomes** of the project in the current period (January 2020 – December 2024) are:

4) Inclusive and pro-employment investments policies/strategies mainstreamed in LDPWRI to create an enabling environment for job creation in the infrastructure value chains.
5) Capability of public implementing bodies and Service Providers to plan, manage and implement Employment Intensive (EI) programmes/projects enhanced.
6) Increased productivity and effectiveness of EPWP implementation through targeted skills development

National component

The **outcomes** for the National component in the current period (January 2020 – December 2024) are:

- Outcome 1: Inclusive and pro-employment investment policies/strategies mainstreamed in the Department of Public Works and Infrastructure (DPWI) to create an enabling environment for job creation in the infrastructure value chains.
- Outcome 2: Increase capability of public implementing bodies and Service Providers to plan, manage and implement EI programmes/projects.

Based on joint strategic review and planning by NDPW and the ILO, it was agreed that ILO technical assistance to the EPWP is under the following **thematic areas**:

1) Policy Development

DPWI assisted in the development of appropriate policies for Public Investment and Employment Programmes.

2) Advocacy & Partnerships

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

3) Research & Innovation

Research and studies that contribute to optimization and mainstreaming of the labour- intensive approaches carried out.

4) Skills/Capacity Development

Knowledge, skills, and technical capacity of EPWP Stakeholders in labour-intensive approaches enhanced.

5) Project Management Technical Support

Implementation tools developed and public bodies assisted in labour intensive delivery of projects in a manner compliant with EPWP and decent work principles.

Project management

The projects are coordinated and technically backstopped by the ILO Decent Work Team & Country Office (CO) – Pretoria with the support from the ILO DEV/INVEST in Geneva. The projects are managed by two separated international Chief Technical Advisors (CTAs) based in the DPWI offices in **Pretoria** and LDPWRI Offices in **Polokwane**, Limpopo Province, respectively and report to the Director of the ILO Decent Work Team (DWT) Pretoria. The CTAs are the principally responsible for the administrative, operational, and technical supervision and implementation of all project interventions.

Both ILO teams (CTA and Team Leader) are embedded in the Government Offices, where office space and other facilities are provided. The National Team is at the NDPWI Offices in Pretoria whilst the Limpopo is based at the LDPWRI Offices in Polokwane. They also work closely and are part of many of the coordination and technical committees established by the government for the purpose of improving EPWP implementation.

The **TA Limpopo** project team is composed of three ILO Technical Advisers (TAs) and four National Professional Officers (NPOs) that are providing technical support to the implementation of programmes and projects in the infrastructure, social and environment & culture sector of the EPWP. The Team is supported by two Administrative Staff.

The **TA National** project team comprises two specialists: a Chief Technical Adviser and a Team Leader, two Technical Advisers and a Training Adviser. The CTA and Training Adviser are based in the Department of Public Works (National) EPWP Infrastructure Sector Directorate in Pretoria. The Tas are stationed in provincial offices responsible for provincial roads. One is based in **Pietermaritzburg** in KwaZulu Natal Province whilst another is in **Bhisho** in the Eastern Cape Province. In addition to working as a team, the individual members are assigned specific provinces to technically support in order to cover the whole country.

2 Evaluation background

2.1 Purpose and scope of the evaluation

The Employment Intensive Investment Programme (EIIP) in ILO Africa is developing a regional strategy 2023-2033 to renew the current EIIP strategy. This evaluation is expected to contribute to generate learning that can be integrated in the strategy in development.

The evaluation for ILO is for the **purpose** of accountability, learning and planning and building knowledge. It is conducted in the context of criteria and approaches for international development assistance as established by the OECD/DAC Evaluation Quality Standard; the UNEG Code of Conduct for Evaluation in the United Nations (UN) System; the UNEG Ethical Guidelines for Evaluation; and the OECD/DAC Glossary of key terms in evaluation and results-based management. In particular, this evaluation will follow the ILO policy guidelines for results-based evaluation; and the Checklist 3 Preparing the inception report; Checklist 4 Validating methodologies; and Checklist 5 Preparing the evaluation report.

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

9) Assess the relevance of the projects design and implementation strategies in relation to the South Africa Government ILO and UN policy frameworks.
10) Assess the extent to which the two projects have achieved or are on track to achieve their stated objectives and expected results regarding the targets groups (men and women; youth, people with disabilities, etc.)
11) Identify the supporting factors and constraints that have led to them, including implementation modalities chosen.
12) Identify unexpected positive and negative results of the projects.
13) Assess the extent to which the projects outcomes will be sustainable.
14) Assess the implementation efficiency.
15) Provide recommendations to projects stakeholders to promote sustainability and support further development of the project outcomes.
16) Identify lessons learned and good practices to inform the key stakeholders for future similar interventions in South Africa in particular and other countries in Africa.

The evaluation's Terms of Reference (ToR) and ILO Evaluation policies and guidelines define the overall scope of this evaluation. Recommendations, emerging from the evaluation, will be strongly linked to the findings of the evaluation and will provide clear guidance to stakeholders on how they can address them.

It should be noted that the National and Limpopo Components are separate but complementary projects. They have been planned and are implemented jointly and are closely interrelated. They share the same Impact, Result and Project Goal. However, they have different Outcomes and Outputs. Furthermore, the **two projects** are funded by different Government of South Africa sources: NDPWI for the National Component and LDPWRI for the Limpopo Component. Specific sections on each project will allow for specific assessment of each project objectives and outputs, while joint conclusion and recommendations will be considered when this makes more sense.

The evaluation took into consideration previous evaluations and reports. The last Independent Evaluation was conducted in April 2019.

Regarding its **scope**, the evaluation focusses on Phase IV of the projects, namely from January 2020 to the end of December 2024, assessing all the results and key outputs that have been produced in this

period. The geographical scope will be in line with the Limpopo province and the national components of the project.

2.2 Clients of the evaluation and/or who will use the evaluation findings

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

2.3 Dates, events, and operation sequence of the evaluation

The evaluation **timeline** describes the activities and outputs of the three evaluation phases: Inception, Data Collection, and Reporting (Appendix 3. Timeline).

Interviews conducted during the field mission in-country (9-20 October) and online were 24, including with ILO staff, DPWI and LDPWRI and other stakeholders (Appendix 4. List of Interviewees). The evaluation team undertook **visits** to agreed sites to interview implementing partners and key stakeholders. The team visited Polokwane and the EPWP offices, meeting both government beneficiaries and participants in the EPWP programme (data capturers, researchers, cleaners).

The team has also organised a **stakeholders' discussion meeting** on October 31. The meeting was organised online at the end of the fieldwork to validate preliminary findings and complete data gaps with key stakeholders, ILO staff and representatives of the donor. The discussion session involved the participation of both DPWI and LDPWRI stakeholders.

3 Evaluation criteria and questions

The evaluation covers the following evaluation criteria, in line with the OECD/DAC criteria, UNEG guidelines and ILO evaluation policy guidelines:

h) Relevance
i) Coherence
j) Effectiveness
k) Efficiency
l) Impact orientation
m) Sustainability
n) Gender equality and non-discrimination

3.1 Evaluation questions

In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analysing results through addressing **key questions** related to the evaluation criteria and the achievement of the outcomes/objectives of the project using the mainly, but not only, indicators in the logical framework of the projects. The list of questions, indicators and methods is presented in the data collection worksheet (Appendix 2. Evaluation Matrix). The evaluation questions are the following:

Relevance

To what extend have the recommendations of the last evaluation been taken into account and implemented, if not why?

1. Have the projects taken into account the needs and priorities of stakeholders (including the ILO constituents) and different types of beneficiaries identified in the project document?

2. Was the planned ILO support relevant and realistic to the achievements of the Limpopo and National EPWP as well as to situation on the ground?

3. Were the projects design (implicit or explicit Theory of Change, implementation modalities, resource allocation, etc.,) realistic and purposeful towards achieving its objectives? Were the projects design logical?

4. Have the projects been able to leverage the ILO contributions, through its comparative advantages (including tripartism, international labour standards, and ILO Decent Work Team)?

5. Have the projects selected the right partners to achieve the project outcomes and impact?

Coherence

1. Are the projects aligned with national and international development frameworks including the UNSDCF, ILO Country Programme Outcomes (CPOs) and SDGs and their targets?

2. How well does the projects complement and fit with other ongoing ILO, UN agencies and government projects, interventions, and programmes in the country?

3. How well does the projects complement and/or fit with other ongoing ILO programmes in the country, DWCP outcomes and UNSDCF?

Effectiveness

1. To what extent are the projects in process of achieving its objectives (in both the Limpopo and National EPWP components)?

2. What are the specific contributions of the ILO TA/management to the achievements of the EPWP objectives? How effective were the backstopping support provided by the ILO EIIP Senior Specialist in Pretoria and Geneva to the programme?

3. Have the quantity and quality of the outputs produced been satisfactory?

4. What outputs have not been produced and why?

5. In which area (geographic, sectoral, issue) does each project have the greatest achievements? Why and what have been the supporting factors? How can these achievements be scaled-up?

6. What, if any, adverse effects resulting from the projects on stakeholders have been identified or perceived?

7. To what extent did the projects leverage resources to promote gender equality and non-discrimination (i.e. inclusion of youth and people with disability)

Efficiency

1. How efficiently have human and financial resources been allocated and used to provide the necessary support and to achieve the broader projects objectives? Could the same results be attained with fewer resources?

2. Have the projects' activities/operations been implemented on time as defined by the projects' original (and subsequent) work plans?

3. How have the projects addressed the COVID-19 situation?

4. Have the target indicators across the various objectives and outputs been effectively measured and achieved?

Impact orientation

1. Have the projects contributed so far to achieving the proposed impacts? Are the projects strategy and project management steering oriented towards impact?

2. Have the projects contributed to a significant change in practices, perceptions, technical capacity, governance or enabling environment for the final beneficiaries and the government at local and national levels?

3. Did the projects make any significant contribution to gender and inclusion related concerns within the realm of employment intensive programmes (at policy and practice levels)?

4. Have the projects successfully managed and shared any generated knowledge with relevant internal and external stakeholders?

Sustainability

1. Assess whether project outcomes have been achieved in a sustainable manner that will enable continuing benefits beyond the project's lifespan?

2. Are project beneficiaries likely to continue to feel improved conditions after the project closeout?

3. Has an effective and realistic exit strategy been developed and implemented?

Gender equality and non-discrimination

1. What are the key achievements of the projects on gender equality and women's empowerment?

2. Has the use of resources on women's empowerment activities been sufficient to achieve the expected results?

3. To what extent is the M&E data supporting projects' decision making related to gender?

4. Have the projects addressed other vulnerable groups, such as youth and people with disability

3.2 Assessment of gender equality integration into the design, planning, implementation of the intervention and the results achieved

The evaluation integrates **equality and as cross-cutting concerns** throughout its deliverables and process. It is in line with ILO Evaluation Office (EVAL) Guidance note No. 4 and Guidance Note No. 7 to ensure integrating gender equality and non-discrimination in monitoring and evaluation and stakeholder participation. A gender equality perspective implies (i) applying gender analysis by involving both men and women in consultation and evaluation's analysis, (ii) inclusion of data disaggregated by sex and gender in the analysis and justification of project documents; (iii) the formulation of gender-sensitive strategies and objectives and gender-specific indicators; (iv) inclusion of qualitative methods and use of mix of methodologies, (v) forming a gender-balanced team, and (vi) assessing outcomes to improve lives of women and men. Thus, analysis of gender- related concerns will be based on the ILO-EVAL Guidelines on Considering Gender in Monitoring and Evaluation of Projects.

3.3 Cross-cutting themes the evaluation has covered.

Furthermore, the evaluation pays attention to ILO cross-cutting themes related to social dialogue, tripartism, just transition to environmental sustainability and international labour standards. Other key evaluation dimensions include Human Rights (HR), the SDGs (relevant SDGs and indicators and the principle of *no one left behind*). The HR perspective in the evaluation means (i) linking the process to people, (ii) setting tools and approaches appropriate for collecting data; (iii) set-up processes of broader involvement of stakeholders, and (iv) enhance access of the evaluation results and process to all stakeholders.

The evaluation took into consideration key evaluations **dimensions** including Human rights, the SDGs (relevant SDGs and indicators and the principle of 'no one left behind') and ILO cross-cuttingthemes such Gender and non-discrimination, Social dialogue and tripartism, Just transition to environmental sustainability and International Labour Standards.

4 Evaluation methodology

4.1 Evaluation approach

The evaluation of the ILO Technical Assistance to the National Department of Public Works and Infrastructure (NDPWI) and the Limpopo Department of Public Works Roads and Infrastructure (LDPWRI) will adopt a **Theory-Based Evaluation approach**. This approach is chosen because it seeks to understand what works and why it works by examining the program theory and causal chain from inputs to outcomes and impact. Using a theory-based approach, the evaluation aims to uncover the underlying project model and assumptions explaining how the ILO Technical Assistance produced the desired results (at output, outcome, and impact levels).

This evaluation will draw from mixed methods, from both **empirical and document review information**, with the aim to understand ILO Technical Assistance to the EPWP and to analyse its contribution towards the relevance, coherence, efficiency, effectiveness, impact, and sustainability of results achieved. Additionally, the evaluation embraces principles of a **utilisation-focused** evaluation by involving key stakeholders like LDPWRI, ILO, NDPWPI and beneficiaries, ensuring that it meets their needs and facilitates utilisation of the findings.

4.2 Data collection methods

The midterm evaluation was carried out through a desk review, both online and face-to-face interviews with ILO relevant officers in ILO in South Africa, ILO HQs and the donor; and field visits to the project sites in Limpopo Province that will cover consultations with the government, employers and workers organisations, implementing partners, beneficiaries and other key stakeholders.

The evaluation was implemented through a consultative and transparent approach and made use of the following methods, further detailed below:

e) Desk literature review.
f) Semi-structured interviews with key informants and stakeholders.
g) Direct observation during field visits.
h) Validation workshop on preliminary findings, conclusions, and recommendations with all key stakeholders at the end of the fieldwork, including tripartite partners, implementation agencies, ILO relevant officers and donors, in South Africa and a de-briefing with the project team.

4.3 Data sources from each method used.

The **desk review** analysed project and other documentation, including the approved logical framework, implementation plan, annual reports, project deliverables and other relevant documents. The desk review suggested several initial findings that in turn pointed to additional or fine-tuned evaluation questions. The desk review was complemented by briefing interviews with the project team and the donor at the inception phase to prepare the inception report. Further documental reviews will be conducted throughout the evaluation, as needed.

The evaluation team organised **field visits** with project implementers and conducted group and/or individual **interviews** with the ILO staff of technical units and the field technical specialist who are involved with the management and implementation of the two components. Semi-structured interview guideline(s) have been developed in line with the evaluation questions to provide consistency and comparative analysis

Data collection instruments are aligned to ILO/EVAL Checklist 4 Validating methodologies. In total, the evaluation team conducted 24 online and/or in-person interviews (Appendix 4. List of Interviewees).

Field data collection: the interview consultations had two **phases**. The first phase was conducted in Pretoria during the week of 9-13 October. During this phase, the first meetings was held with the ILO Director of DWT Pretoria Office, EIIP Specialist, the evaluation manager, and with the project team. The second phase of consultations (16-20 October) was conducted with the provincial participants, who are directly involved in the implementation of the project. The evaluators interviewed relevant stakeholders such as DPWI and LDPWRI staff, and members of various committees and technical working groups under EPWP, as well as project beneficiaries. A validation workshop and debriefing meeting was held after the fieldwork to discuss the preliminary findings, conclusions and recommendations (October 31).

4.4 Sampling procedures

A purposive non-random **sampling** was employed to select the interviewees. Out of the 24 interviews conducted, 11 were with women. The selection of the participants was based on the availability of the key informant and full understanding of the project. An indicative list of persons sampled for interviews has been developed by the evaluators in consultation with the project management and includes (but not limited to):

The **selection and sampling** of the field visits' locations was based on the following criteria:

i. accessibility – locations next to and not so close to main roads.
ii. success level – locations with successful and less or unsuccessful results (from the perception of inception phase interviews and the progress reports).[1]

4.5 Data analysis

Data collected during field missions and through remote interviews was organised using information tables (Appendix 4. List of , Appendix 5. Site Visits). The analysis which is presented in the evaluation report applied the DAC criteria. The evaluation team synthesised the description of findings, drawn conclusions and recommendations, using a shared data table (Appendix 6. Data Analysis Table). The findings were informed by the empirical evidence that emerges from document reviews, and interviews. The evaluation team used a thematic analysis which was guided by each of the DAC criteria.

4.6 Methodological limitations and potential sources of bias

There are some methodological and logistical limitations to the mid-term evaluation. Firstly, the **sample size of the key informants**, which were interviewed, is relatively small. For instance, evaluators could not reach other stakeholders that are mentioned in the programme document, such as the Waterberg Technical and Vocational Education and Training colleges (TVET), Sector Education and Training Authorities (SETAs), and the Department of Labour, to mention a few. The views of the selected interviewed institutions or departments are then not representative of the entire departments participating in the EPWP. The evaluation team then used as many documental sources as possible to compensate for the limited interview sampling.

[1] The rationale is that extreme cases, at some extent, are more helpful than averages for understanding how process worked and results have been obtained.

Secondly, there was a **slow response rate**. During the time of fieldwork, evaluators experienced difficulties in securing interviews with sampled institutions, and experienced disconnects between the regional and national offices in terms of communication, preparation of the mission and attribution of responsibilities. The study was meant to be a rapid analysis, but it took time to schedule interviews and set an efficient agenda for the data collection in-country. The strategy used to mitigate these limitations was based on re-scheduling of interviews and online meetings.

On the other hand, **ILO's offices in Pretoria** were going through refurbishments and the team was working from home by the time the evaluation team conducted the field mission. Therefore, the foreseen meetings in Pretoria had to be moved to alternative facilities and/or held online. This fact allowed extending data collection for some days to hold online meetings and organising the discussion meeting at the end of the mission online as well, to include more participants.

Consequently, the number of stakeholders participating in the evaluation process was lower than the expected. It was, however, satisfactory in terms of the quality of the information they have provided and allowed the assessment of the TA progress and the formulation of recommendations for improvement.

4.7 Norms, standards and ethical safeguards

In upholding the ethical standards for evaluations, the evaluators have explained the purpose of the evaluation study. A letter of introduction was developed and dispatched to all the sampled interviewees. In reporting the data, confidentiality of information and anonymity is preserved.

The evaluation team finalised and submitted the evaluation report to the evaluation manager in line with EVAL Checklist 4.2 Preparing the evaluation report. The report addresses all comments sent to the draft version and/or provide explanations why comments were not taken into account. A summary of the report, a data annex and the lessons learned and good practices fact sheets from the project are submitted as well. The quality of the report was assessed against ILO/EVAL's Checklist 6 Rating the quality of evaluation reports. The report also follows ILO templates for the Executive summary, Lessons learned and Good practices.

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.

5 Findings

The evaluation findings are presented according to the evaluation questions. They are grouped in evaluation criteria of Relevance, Coherence, Effectiveness, Efficiency, Impact orientation, Sustainability, and Gender equality and non-discrimination. The description of findings starts with the general evaluation question regarding the follow-up of the recommendations of the last evaluation.

General

To what extend have the **recommendations of the last evaluation** been taken into account and implemented, if not why?

The last evaluation conducted in 2019, before the beginning of the current project cycle (which is under evaluation) made 10 recommendations:

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

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

The EPWP programme has opened-up to other areas to include environment and social sector (health, sports, arts and culture). This is epitomised by the Limpopo PRODOC highlighting under Outcome 2, Output 2.2 formulated as: Environment & Culture and Social Sectors' Implementing Bodies supported in development of management tools. This recognises EPWP's operations in four sectors (Infrastructure, Environment & Culture, Social and Non-State Sectors). At the national level, the TA PRODOC identifies other EPWP complementary sectors (Social, Non-State and Environment & Culture) and the respective beneficiaries and partners, who are targeted by and involved in the TA.

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

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

This current evaluation found that both projects (Limpopo and National) have developed their own ToC for the new four years' phase. Both have clear objectives set, outcomes, outputs and activities and causal relations among them.

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

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

ILO's national project continued to be located to Chief Director (CD) under the Infrastructure sector and not the Deputy Director General (DDG) of the EPWP. The PRODOC of the national project indicates that

the ILO team is attached to the EPWP through the National Department of Public Works and the CTA and Training Adviser are based in the Department of Public Works (National) EPWP Infrastructure sector Chief Directorate in Pretoria. In Limpopo (Polokwane), the team is based at the head office of LDPWRI and provide Technical Advisory services to LDPWRI-EPWP unit with the CTA working closely with the EPWP Chief Director. Here, the ILO technical support mainly focuses on infrastructure related components of the programme.

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

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

For both projects, the PRODOCs for the 2020-2024 project cycle have been prepared to include SMART outcomes and outputs. While the indication of targets is clearer in the National document, both documents indicate measurable outputs. However, while the Limpopo PRODOC has not established associated budgets to Outputs and only provides general budget line descriptions (Personnel, Administration, Travel & Mission Costs, Subcontracts, Seminars, Equipment and Miscellaneous Costs), the National document refers to an Output-based budget. Nevertheless, the establishment of SMART indicators, has made M&E easier and more efficient.

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

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

The Limpopo project aimed at productivity and effectiveness of EPWP implementation through training. Moreover, it has determined that LDPWRI would second selected staff who will dedicate a significant proportion of their time to understudy the ILO for increased sustainability. The National project, in turn, aimed to promote sustainability by involving key stakeholders at DPWI and partner Provincial Departments to create a sense of local ownership, buy-in and identity; linking with Provincial Departments, District and Local Municipalities and some communities to ensure employment promotion agenda is grounded within beneficiary groups, particularly the disadvantaged i.e., women, people with disability, and youths. Additionally, developing tools such as technical guides that could be used after the ILO team has left; sharing knowledge and transferring experience and skills to counterparts; encouraging institutionalisation of policies and practices that promote long term application of Employment Intensive Approaches (EIA); and creating synergies with other EPWP beneficiary graduation/exit strategies.

The project has established a suitable skill transfer and training strategy, but needs to be redefined due to contextual changes, expansion beyond infrastructure, and high staff turnover. This mid-term evaluation further reflects on this issue in the section dealing with Sustainability.

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

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

LDPWRI has selected staff to understudy the ILO operations and TA for sustainability, involving key stakeholders and provincial departments, districts and municipalities. The national project aims to provide knowledge and technology transfer through on-the-job training, despite the risk of qualified staff shortages.

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

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

The Limpopo project set as an Output 3.2 under Outcome 3. The output reads: Limpopo Labour Intensive Training Centre (LITC) Establishment. Until the end of 2022, the support to the LITC and Waterberg TVET Governance structures continued.

The DPWI is in the process of establishing the LITC to serve nationally. The ILO support has been the re-alignment matrix for LITC learning material to Quality Council For Trades & Occupations (QCTO)/Construction Education and Training Authority (CETA) requirements; compiling a package of Labour Intensive Construction (LIC) modules for the proposed National Skills Programme. The LITC Steering Committee is operational and held meetings in January 2020 and February 2021. The development of roadmap and accreditation framework for the LITC has been agreed with the Steering Committee in February 2021 and the Labour Intensive Training Curriculum, Training Material and LITC accreditation strategy report was drafted in April 2021. The LITC Project Plan was produced in May 2022. The Education and Training Quality Assurance (ETQA) support framework and revised roadmap for LITC accreditation process was drafted in September 2022. From January to March 2023, ILO drafted a paper in collaboration with the LITC to incorporate LIC courses in the Bachelor of Science (BSc) curricula for universities and compiled draft LIC modules.

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

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

The hiring of the two TA officers has not taken place due to important budget constraints and ongoing discussions on their placement within the provinces where there is no ILO TA. This had implications in the identification and co-opting of local counterparts to work directly with the ILO. However, ILO has been able to appoint skilled technical counterparts at the Limpopo and National offices to work directly with the ILO staff.

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

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

An explicit exit strategy has not been prepared for both projects. In both PRODOCs there is a description of how stakeholders' ownership and sustainability of results has been envisaged, with more details provided for the national level project. One of the mechanisms for exist strategy has been the secondment of eight government officials to work with ILO on part-time basis starting in 2022/23 (40% - 2 days a week), 2023/24 (40-60% - 3 days a week), and 2024/25 (60-100% - 5 days a week).

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

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

The Limpopo project has set Gender mainstreaming in project implementation as a single Output (2.3), together with Climate Change adaptation. More specifically, the PRODOC had foreseen conducting a Gender Review of Limpopo EPWP. The bi-annual progress reports (July – December 2022) indicated that procurement for a service provider for indicator Gender Review of Limpopo EPWP was completed. At the time of this mid-term evaluation, the study has not commenced. Broadly, the project expects that at least 50% of the officials, youths and contractors and technicians to be capacitated will be women (target 5.1).

It is evident that the National PRODOC, in turn, planned for activities that promote adoption and application of good practices, policies, frameworks, norms and standards that enhance gender equity (under Outcome 1, targeting marginalised gender cohorts). Also, to strengthen national and sub-national institutional capacities to promote gender responsive reforms in the regulatory and business environment (Output 1.1.2.), supporting DPWI in developing a gender sensitive EPWP policy (Output 1.1.3.), enhancing the policy environment and national capacity to expand social protection coverage, strengthen resilience, and induce socio-economic recovery from the COVID-19 crisis, targeting in particular children, women, youth and other marginalised gender cohorts (Output 1.2.2); developing entrepreneurship and skills as well as pro-employment investment programmes strengthening, targeting in particular women, youth and other marginalized gender cohorts with a focus on digital and green technological innovations (Output 1.2.3)

5.1 Relevance and strategic fit

This section examined the relevance of the projects' design and implementation strategies in relation to the South Africa Government, ILO and UN policy frameworks. It follows the sequence of the evaluation questions (Appendix 2. Evaluation Matrix).

Alignment with the needs and priorities of stakeholders

When the democratic government took office in 1994, most Black people were disproportionately affected by the country's unequal society, high unemployment, and significant infrastructural backlogs. Despite the early economic boom during the dawn of freedom, the majority of Black people remained underemployed or unemployed due to their low education and inadequate skills. The government launched the EPWP in 2004 to combat unemployment, inequality, and poverty by providing work opportunities. The National and Limpopo-specific projects aim to reduce poverty, contribute to a just society, and create green opportunities for the poor, particularly women, youths, and disabled individuals. This is captured in the project's ToCs (Figure 2 and Figure 3), remain relevant at government and citizenry levels.

The projects align with South Africa's efforts to create jobs and alleviate poverty, as outlined in the National Development Plan (NDP), Medium Term Strategic Framework (MTSF), and National Strategy for Sustainable Development (NSSD), focusing on previously disadvantaged groups.

Both at provincial and national level the project is relevant to the needs and priorities of the DPWI and LDPWRI as it responds to national priorities. Economic transformation and job creation; and education skills and health, to mention a few are part and parcel of the EPWP. DPWI's projects emphasize infrastructure-led economic growth, which is expected to generate more jobs due to foreign direct investment in infrastructure. The DPWI Strategic Plan 2020-2025 outlines seven outcome areas, including Optimised Job Opportunities (Outcome 5). Outcome 5 focuses on restructuring the EPWP to improve infrastructure delivery, contribute to poverty alleviation, and reduce unemployment, making it a unique government policy instrument.

The project activities are aligned with the signed agreement and mandate and areas of expertise of the ILO broadly, given its experience in Public Employment Programmes (PEPs) in developed and developing countries. ILO Technical Assistance enhances EPWP's technical capacity in infrastructure investment and public employment programs, providing orientation training for consultants, contractors, and processes to improve productivity and compliance with EPWP principles.

The needs and priorities of beneficiaries receiving TA from ILO are considered in the project design, notwithstanding the challenges, that include, for instance, staff turnover. The beneficiaries include indirect recipients, namely government officials (at three spheres) responsible for planning and management of projects: EPWP Infrastructure Chief Directorate; other EPWP complementary sectors (social, non-state and environment and culture), Provincial Departments responsible for roads; Metros; District and Local Municipalities; state owned enterprises implementing the EPWP; other national departments involved in policy formulation and decisions on investments (like the Department of Transport), and private consultants and contractors who are responsible for technical design, site supervision, training and construction. Other indirect partners/beneficiaries who are involved in policy formulation and decisions on investments are the Department of Employment and Labour, the Department of Higher Education and Training, the Quality Council for Trades and Occupations, the Private Sector, the Construction Industry (consultants, the Council for the Built Environment and universities).

The ultimate direct beneficiaries are ordinary historically disadvantaged individuals, in particular women, youth, and persons with disabilities in urban and rural areas who are benefiting from EPWP employment opportunities, as well as small-scale contractors/suppliers who execute the projects. The Department of Social Development (DSD) indicated that the EPWP is a 'life changer' given its focus on the marginalised. Although there are controversies about the EPWP merger stipends given to cleaners, data capturers, food handlers or home-based carers, to mention a few, the evaluation findings point to the fact that the EPWP stipend's importance cannot be ignored – although there are no quantitative measures. Data capturers at DSD highlighted that stipend has a small monthly value, if used appropriately, it is helping Limpopo beneficiaries maintain their well-being and take care of some of their essential necessities, such food, clothing, and education. The impact of EPWP stipend therefore depends on the response of the household or individual.

ILO's support to the achievements of the Limpopo and National EPWP

The intended ILO technical support to the EPWP was rendered. ILO was mandated to support implementing bodies in the planning, implementation, and monitoring of EPWP projects. Given the insufficient technical support within the public sector, most of the ILO inputs were channelled to programme meetings and events and to training. This was considered the best approach to render a relevant and realistic technical assistance that could contribute to the achievements of the Limpopo and

National projects. ILO prepared presentations, seminars and facilitated trainings. Between January 2020-September 2023 at National level, ILO organised a number of activities aiming at policy drafting, namely for EPWP Phase V programming or the Framework for Persons with Disability. Several meetings/events were organised and held. Furthermore, the ILO Project team reviewed procurement documents and guidelines. Throughout the implementation, activities and type of support have been adapted to changing needs to ensure continued relevance.

Projects' design relation to objectives

The 2019 evaluation had reconstructed a ToC but both projects (Limpopo and National) have developed their own ToC for the new four years' phase. Both have outputs, outcomes, and causal relations among them. However, both ToCs fall short of clearly depicting the interventions and or activities that the ILO is providing at National and in Limpopo. Resultantly, there is no alignment (or clear pathway of change in a logical way) that explicitly indicates how change happens and why it happens although there is an effort to show how the different outputs are linked to the outcomes. Moreover, both ToCs do not highlight the assumptions at different levels of the results chain. Overall, this renders the ToC more implicit than explicit – calling for revision.

ILO contributions and comparative advantages

The DWCP aimed at assisting and complementing efforts by South Africa Government to address its objectives in achieving decent work imperatives. The ILO and the Government of South Africa have a signed DWCP for the period 2018 to 2023. The TA aims at dovetailing into and supporting efforts by South Africa through linkage to Decent Work Country programme Priorities and Outcomes.

The main value add of the ILO to the EPWP is the learning and sharing of international experience that is contextualised to enhance procedures and processes for application of labour-intensive methods in Public Employment programmes. This ranges from policy formulation, technical advisory, direct training, mentorship, research, advocacy to production of guidelines and manuals.

Although the TA to the EPWP is not explicit in the DWCP (2018-2023), the links to Decent Work Country Programme Priorities and Outcomes are to promote more and better jobs; to broaden social protection coverage; and to promote strong and representative employers' and workers' organizations. This implicitly includes the support provided to the GSA through the TA. Embedded in ILO support are also Decent Work Principles. The projects aim at complementing and supporting the South Africa DWCP's priorities and outcomes in terms of Employment Promotion, Strengthening skills and Youth Development, and Development and improvement of Youth Enterprises.

Partners and project achievements

The projects are found to have selected the rights partners whose mandate coincide with that of ILO – although not in entirety. The ILO's main partners are the DPWI and the LDPWRI. The former has an overall coordination role of the EPWP across all spheres of government.

For the national project, ILO has engaged in partnerships with the EPWP partners – the National Department of Public Works and Infrastructure comprising EPWP Infrastructure Chief Directorate and with other EPWP complementary sectors (Social, Non-State and Environment & Culture). Moreover, the TA established partnerships with other National Departments involved in policy formulation and decisions on investments – the Department of Employment and Labour; the Department of Higher Education and Training (DHET); and the Quality Council for Trades and Occupations. Additionally, the TA partnered with

the Private Sector; Construction Industry – Consultants; the Council for the Built Environment; and Universities. This contributed to a **simultaneously focused engagement with the key government partners and an expanded engagement with relevant partners** who can contribute to project's outcomes and impact.

Through the Limpopo project, beyond the national level engagements with the DPWI, ILO's TA has established partnerships with DHET, Department of Employment and Labour (DEL), SETAs in the areas of training; with Government Implementing Bodies to ensure compliance with regulations and priorities, align budgets, review strategic orientation and follow-up progresses; with the Private Sector to ensure implementation of works and its supervision and capacity building; with Non-Profit Organizations and with Rural Communities to assure **local-level relevance**, participation and engagement. This contributed to engagement with key local-level partners, contributing to project's outcomes and impact.

5.2 Coherence (internal and external)

This section examined the degree of coherence vis-à-vis the national and international development frameworks, including the Nations Sustainable Development Cooperation Framework (UNSDCF), DWCP outcomes, ILO Country Programme Outcomes (CPOs) and SDGs and their targets and whether the projects are aligned to, or consistent with and support of government projects, interventions, and programmes in the country.

Alignment with national and international development frameworks

Both two components (Limpopo and National) alignment and coherence to **national and international development frameworks** were found to be highly satisfactory, as stated in the project documents and corroborated by the interviews conducted at Limpopo and Pretoria.

Key **national** development frameworks highlighted in the project document are the NDP, Vision 2030, which aims at poverty and inequality reduction through inclusive and sustainable growth and development; the MTSF 2014-2019; and the NSSD 2011-2014. The NDP prioritizes employment for young people, extending social protection, reviving rural economies, promoting a green, sustainable, and climate change-resistant economy, and creating jobs. The MTSF is an important planning tool for implementing and delivering the NDP. The development results listed by the MTSF offer an architecture for planning that is applicable to the DWCP priorities, namely promoting decent employment through inclusive growth (Outcome 4); a skilled and capable workforce to support an inclusive growth path (Outcome 5); an inclusive and responsive social protection system (Outcome 13). The NSSD promoted a green economy through a just transition towards resource efficiency, low carbon, and pro-employment growth, providing a crosscutting framework.

Under the **United Nations** Development Framework, two commitments are referred, namely the 2030 Agenda for Sustainable Development and the United Nations Strategic Cooperation Framework (UNSCF). The two projects are aligned to the 2030 Agenda that places decent work at the heart of policies for sustainable and inclusive growth (Sustainable Development Goal (SDG) 8, decent work and inclusive growth). The EPWP at Limpopo and National levels also has several linkages contributing towards the UNSDCF (2020-2025), contributing to Goal 1, Inclusive, just, and sustainable economic growth and related activities[2] and to Goal 4, Climate resilience and sustainably managed natural resources (two activities and one output contributing to this goal).

The projects are linked to **ILO Country Programme Outcomes** (CPOs), particularly outcome ZAF 103: **Decent and Productive Employment promoted through targeted and environmentally responsive**

[2] Annex G of the ILO EPWP National Programme Document.

employment intensive investment programmes in the rural economy. Important to note is that the EIIP/EPWP is reported under Programme and Budget (P&B) outcomes such as P&B Outcome 3 – indicators 3.2: increased capacity of member states to formulate and implement policies and strategies for creating decent work in rural economy; and indicator 3.4: increased capacity of the ILO constituents to promote peaceful, stable, and resilient societies through decent work. Overall, the project supports partners in labour-intensive infrastructure projects, encouraging rural residents to find jobs and enhancing safe work practices in local construction projects.

At **regional** level, the projects are coherent namely with the Southern African Development Community (SADC) decent work programme (2013-2019) and with SADC's Industrialization Strategy and Roadmap (2015-2063). The SADC decent work programme supports member countries (South Africa being no exception) in addressing decent work deficits in the informal economy to facilitate their transition to formalization; youth employment; the adoption of rights-based labour migration policies; and strengthening member states and labour and employer constituency capacity. There is also a discernible linkage between South Africa's NDP, the DWCP and the SADC Industrialization Strategy and Roadmap 2015-2063. The strategy emphasizes SADC member states' need to transform educational systems, increase women and youth involvement in industrialization, and champion policies promoting SMMEs' growth and assimilation into national, regional, and global value chains. At the **continental** level, two important frameworks are noted, the African Union (AU) Declaration on Employment, Poverty Eradication, and Inclusive Development in Africa (2015) and the African Union Agenda 2063. The AU Declaration emphasizes the urgent implementation of priority areas like youth and women's employment, social protection, sustainable growth, inclusive labour market institutions, labour migration, and regional economic integration. The Declaration pledges to uphold basic rights to protect workers and their families from harmful employment practices, especially in informal economies, and accelerate the empowerment of the poor and vulnerable. The two projects are also coherent with the **African Union Agenda 2063**. The Agenda puts emphasis on incomes, jobs and decent work, addressing poverty, inequality and hunger, promoting social security and protection including persons with disability, promoting environmentally sustainable and climate resilient economies and communities.

Complementarity with other ongoing ILO, UN agencies and government projects and with DWCP outcomes and UNSDCF

The National and Limpopo projects are in line with other ILO programmes and projects in South Africa. In line with the provisions of the ILO Declaration on Social Justice for a Fair Globalization, the programmatic approach towards implementing the DWCP takes into account the inseparable, interrelated and mutually supportive nature of the four strategic pillars of decent work. The projects fall within **ILO's areas of work in South Africa**, namely Decent work, Small, medium and microenterprises, Equality and discrimination and Employment promotion. The linkages to the South Africa Decent Work Country programme Priorities and Outcomes are quite direct: i) to promote more and better jobs; ii) to broaden social protection coverage; and iii) to promote strong and representative employers' and workers' organizations. The projects complement and support the South Africa DWCP's priorities and outcomes in the following areas: Employment Promotion, Strengthening skills and Youth Development, Development and improvement of Youth Enterprises.

The projects have direct contribution towards several **SDG** targets, primarily to SDG 8, Decent Work and Economic Growth, through the promotion of pro-employment infrastructure development and maintenance and to critically contribute to deliver skills essential to the restoration of livelihoods and thus having an enormous potential for being catalytic in terms of creating an even bigger number of direct and indirect jobs (targets 8.3, 8.5, 8.6 and 8.8). In terms of SDG 5 Gender equality, support to the EPWP is expected to create employment/work opportunities for women, especially in the construction sector.

The EPWP also has several linkages contributing towards the United Nations Sustainability Development Cooperative Framework (UNSDCF), namely to the UNSDCF goals i) Goal 1: Inclusive, just, and sustainable economic growth; and ii) Goal 4: Climate resilience and sustainably managed natural resources.

These priorities align to the national, sub-regional, continental and global frameworks outlined in section 7 above, namely the NDP 2030, MTSF 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 (SDGs). Regarding the linkages and alignment to the South African National Development Plan, the NDP outlines two key objectives for EPWP, namely: i) contribute to reducing unemployment by creating temporary employment by being responsive to the number of unemployed ('The public employment programmes should target the creation of 2 million opportunities annually by 2020 or earlier, if possible' … 'The main opportunities will lie in community-based services and the roll out of social sector initiatives' (Chapter 3); and ii) contribute to social protection for the unemployed by providing them with income support (Chapter 11).

Finally, the projects' annual plans are prepared according to national-level guidelines, in particular i) the EPWP Branch Annual Strategic Planning (all Senior Managers of EPWP Sectors involved, typically prepared in February), ii) The Infrastructure Branch Strategic Planning (typically prepared in early March) and iii) the ILO National Team Annual Strategic Planning (typically in prepared in mid-March). This alignment makes the projects highly influenced by the priorities of the donor. Consultations and review of documents revealed that ILO's main partner is the DPWI. The department provides overall coordination and oversight of the EPWP across all the spheres of government.

5.3 Effectiveness of projects' implementation and management arrangements

This section assessed the extent to which the two projects have achieved or are on track to achieve their stated objectives and expected results regarding the targets groups (men and women; youth, people with disabilities, etc.) and identified the supporting factors and constraints that have led to them, including implementation modalities chosen.

Achievement of objectives

The dawn of COVID-19 pandemic disrupted the implementation of projects in Limpopo and National during the reporting period of July to December 2020. Country-wide lock-down was implemented from 27 March 2020, movement and gathering of people was restricted to contain the spread of coronavirus disease. Despite these circumstances, a relatively fair achievement was scored under all the three outcome areas. In Limpopo, Outcome 1 – Inclusive and pro-employment investments policies/strategies mainstreamed in LDPWRI to create an enabling environment for job creation in the infrastructure value chains – the projects achieved a weighted average of 13% of completion of activities (compared to 2.4% previously reported for the first half of the year). The main activities were the organisation and conduction of three awareness workshops; support activities to the LDPWRI Roads Chief Directorate's Provincial Roads Maintenance Grant (PRMG); and a Presidential Stimulus Planning Workshop. The ILO team also facilitated the EPWP Technical Workshop for nine Project Managers of Fetakgomo-Tubatse Local Municipality. The ILO team further provided technical support to about six documents including the development of Framework for the Improvement of Household Routine Road Maintenance Projects, and the Draft Terms of Reference for the EIA/SEA study on Alternative Construction Materials for fly ash – a residue from burning coal. Regarding Outcome 2 – Capability of public implementing bodies and Service Providers to plan, manage and implement EI programmes/projects enhanced – the project achieved a weighted average of 23% (5.4% in the previous six months). All its outputs were on schedule, with work

carried from the previous phase ongoing. In the reporting period, support was rendered to the development of the Environment & Culture Phase 4 business plan; technical support was rendered to Programme Meetings, which included preparation and delivery of presentations, quality assurance of selected minutes as well as rendering of technical advisory. During the reporting period of July to December 2020, fourteen procurement documents were reviewed. In partnership with NDPWI and ILO Pretoria EPWP team, Limpopo ILO team further supported the facilitation of the EPWP Technical Online workshop which was attended by twenty-one participants. Finally, within Outcome 3 – Increased productivity and effectiveness of EPWP implementation partners through targeted skills development – the project achieved a weighted average of 43% (7%, previously). Outcome activities were constrained due to the delayed rolling out of the Letsema Ditseleng programme and the engagement of National Staff who work closely with the LITC. Work on the LITC related activities contributed towards the outcome's performance. The Roads Revitalisation Business Plan for Letsema Ditsileng was also completed in the same reporting period. Therefore, output implementation was classified as satisfactory, 60-80% of outputs were on schedule as envisaged in the implementation plan and that the majority (60-80%) of the indicator milestones were achieved. In that regard, the immediate objective achievement classification was found to be highly probable. This is epitomised by almost all (> 80%) reporting period milestones being achieved, signifying that by the end of the project all the immediate objectives would have been achieved, notwithstanding the COVID-19 challenges.

Several outputs were achieved between January to June 2021. Output 1.1 – Awareness, knowledge and buy-in of EIIP increased – continued to be affected by the COVID-19 pandemic. However, there were five virtual and face-to-face advocacy/awareness events that were conducted during the reporting period, namely in sessions conducted in Vhembe DM (relaunch of the EPWP District Forum), in Thulamela, Ba-Phalaborwa, Mogalakwena, Musina and Fetakgomo-Tubatse LMs (EPWP road shows). As part of the ongoing ILO support, eight participants were sponsored to attend an online course on Designing Public Employment Programmes for a Sustainable Recovery. All outputs were on schedule except for 3 out 10 translating to 60-80% of the outputs being on schedule as envisaged in the implementation plan. The immediate objective achievement was found to be probable.

In Limpopo between the period July to December 2021 the project made meaningful progress. Outputs under Outcome 1 – Inclusive and pro-employment investments policies/strategies mainstreamed in LDPWRI to create an enabling environment for job creation in the infrastructure value chains – were both on schedule and delayed. The COVID-19 pandemic was cited as a major reason for delay of outputs. For example, an output related to awareness, knowledge and buy-in of EIIP increased was adversely affected by the COVID-19 lockdown: due to the restrictions, face to face advocacy and training activities were not permitted. Nonetheless, five virtual and face to face advocacy/awareness events were conducted in this reporting period.

Research and Development Initiatives Supported (Materials, Technologies and Value Chains) was another output and although it was on schedule during the reporting period, a survey to establish the relationship between the Municipal Infrastructure Grant (MIG) performance of municipalities vs their EPWP performance was conducted in this reporting period. Due to poor response rate, the study was re-opened and could be concluded in 2022. Nonetheless, progress was recorded for other outputs for example: Policy coherence, coordination, and management of EPWP at provincial level strengthened. In that light, a total of five strategic documents were developed namely, Business Plans for the Trainings Targeting persons with disabilities and youths and the completion and adoption of the 2021/22 EPWP Infrastructure Sector Operation/Business Plan. Outputs (2.1 to 2.4 respectively) under Outcome 2 – Capability of public implementing bodies and Service Providers to plan, manage and implement EI programmes/projects enhanced – were reported to be on schedule during the reporting time. It is worthy to indicate that under Output 2.3, strides were made in ensuring that the EPWP socioeconomic targets were mainstreamed in the programme. This is epitomised by eight tender documents being aligned and

demographic targets included. Further to that, four business plans on trainings targeting the People with Disabilities and the Youth were formulated and submitted to funders (mostly SETAs) for possible funding. Outputs (3.1 to 3.3 respectively) under Outcome 3 – Increased productivity and effectiveness of EPWP implementation Partners through targeted skills development – were on schedule, except for 3.3 which has not started during the reporting period. Under Output 3.2 (LITC Establishment supported), the ILO team supported the LITC Working Committee in the revitalisation of the activities, for example the recruitment of the Training Advisor, the formulation of the Limpopo Province Training and Enterprise Forum Terms of Reference and the review of the LITC Training Implementation Plan. Overall, it was found during this evaluation that the implementation of the majority of outputs was on schedule as envisaged in the implementation plan and the majority (60-80%) of indicator milestones were met.

During the January to June 2022 reporting period, it was reported that output delivery was satisfactory. The implementation of the majority (60-80%) of outputs was on schedule as envisaged in the implementation plan and most of the indicator milestones were met. The ILO provided support in the organisation, coordination, and conduction of the 4th Provincial EPWP Summit held in Bela Bela. A total of six road sessions (road shows/district forum support/trainings and other engagement sessions) were conducted in the following municipalities in the reporting period: Bela Bela, Lephalale, Elias Motsoaledi, Mokopane, Waterberg and Thabazimbi. As part of the employment intensive advocacy, the following activities were undertaken: EIIP/EPWP Advocacy Presentation to the Capricorn District Strategic Planning and District Lekgotla, Limpopo EPWP Presentation to the National Economic Development and Labour Council (NEDLAC). NEDLAC was preparing for a visit to Limpopo EPWP Projects. The majority (60-80%) of reporting period milestones were also met. Based on the indicators, it is probable that most immediate objectives will be achieved. At outcome level, Outcome 1 was weighted 47% compared to 27% in the last reporting period. As for Outcome 2, technical support was rendered to approximately 62 meetings and events, which included preparation and delivery of presentations, quality assurance of selected minutes as well as rendering of technical advice. Seventeen procurement documents were also reviewed. Outcome 3 saw 27 contractors trained to Improve Your Business (IYB). The Letsema Ditseleng Implementation Plan development was initiated towards the end of the reporting period. Support to the LITC and Waterberg TVET Governance structures also continued.

During the July to December 2022 reporting period, output delivery continued to be satisfactory with the majority (60-80%) of outputs being on schedule as envisaged in the implementation plan and the majority (60-80%) of the indicator milestones being met. In that light, specific activities contributing to Output 1.1 included a total of two sessions (road shows/district forum support/trainings and other engagement sessions) conducted in Mokopane Local Municipality and Polokwane through the Department of Transport and Community Safety. Under indicator 1.1.4, the ILO organized and conducted a total of six EPWP Technical Training Workshops benefitting 123 project managers, contractors and other EPWP practitioners/stakeholders. Five of the trainings were conducted for CoGHSTA contractors and project managers for all the five districts in the province, while one training was for project managers of the provincial departments that are implementing EPWP.

With regards to implementing bodies being supported in planning, implementation, and monitoring of EPWP projects, there is evidence of a cumulative total of 61 procurement documents that have been aligned to EPWP requirements under Addendum No. 7 in the reporting period. At outcome level, Outcome 1 achieved an average of 56% compared to 47% in the previous period. The ILO team led the development of the draft EPWP Human Settlements Value Chain Concept Note and Limpopo Province Flood Vulnerability Desk Study. Additionally, ILO provided technical assistance to EPWP Progress NCC Reports/Presentations. During this reporting period, evidence points out that Outcome 2 did not perform well, achieving a weighted average of 41%. This was because the outputs were not on schedule. Outcome 3 achieved a weighted average of 70% (previously, 49%). The Letsema Ditseleng Implementation Plan development was concluded during this reporting period. Support to the Labour-

Intensive Training Centre (LITC) and Waterberg Technical and Vocational Education and Training (TVET) governance structures continued. However, due to the COVID-19 challenges, which slowed down project implementation activities, the partners were unable to remit funds to the ILO as per the current agreement. This has resulted in a shortfall of $2.49 million, which makes it highly unlikely that all outcomes will be achieved by the end of the project in December 2024, according to the report.

Table 2 – Latest reports on achievements (cumulative)

		% complete	Output status[3]
National	Output 1. Policy Development: DPWI assisted in the development of appropriate policies for Public Investment and Employment Programmes.	95%	Highly Satisfactory
	Output 2. Advocacy And Partnerships: Adoption and application of policies, strategies, tools, processes and good practices that contribute to up-scaling the effectiveness and impact of the EPWP promoted.	85%	Highly Satisfactory
	Output 3. Research And Innovation: Research and studies that contribute to optimization and mainstreaming of the labour-intensive approaches carried out.	78%	Satisfactory
	Output 4. Skills/Capacity Development: Knowledge, skills and technical capacity of EPWP Stakeholders in labour-intensive approaches enhanced.	90%	Highly Satisfactory
	Output 5. Project Management and Technical Support: Implementation tools developed, and public bodies assisted in labour intensive delivery of projects in a manner compliant with EPWP and decent work principles.	73%	Satisfactory
Limpopo	Output 1.1 Awareness, know and buy-in of EIIP increased	40%	Satisfactory
	Output 1.2 Policy coherence, Coordination, and management of EPWP at provincial level strengthened and aligned to COVID-19 response	30%	Under-achieved
	Output 1.3 Research and Development Initiatives Supported (Materials, Technologies and Value Chains)	30%	Under-achieved
	Output 2.1. Knowledge Products Developed	40%	Satisfactory
	Output 2.2 E&C and Social Sectors' Implementing Bodies supported in development of management tools	20%	Under-achieved
	Output 2.3 Cross cutting issues mainstreamed in project implementation	20%	Under-achieved
	Output 2.4 Implementing Bodies supported in the planning, implementation and monitoring of EPWP projects	20%	Under-achieved
	Output 3.1 Contractor Development supported	20%	Under-achieved
	Output 3.2 LITC Establishment supported	40%	Satisfactory
	Output 3.3 EI capacity Enhanced through targeted youth training	40%	Satisfactory

Source: Technical Cooperation Progress Reports (TCPR): National (September 2023) and Limpopo (December 2022).

The last reports clearly show good performance for the national project (average 84% of results achieved in September 2023), while the latest reports for the Limpopo project (of end of 2022) describe lower rates of achievements (30%) at that stage.

Financially, both projects have reached high execution rates (+87%) at the end of September 2023. Section Efficiency of Resource use provides further details for the financial management.

Contributions of the ILO TA/management to the achievements of the EPWP objectives

The contributions of the ILO based on its experience in many countries gives it a comparative advantage in assisting the Government of South Africa to develop job friendly policies without disrupting the economy. ILO has over 40 years of experience in over 70 countries implementing EIIP. This provides

[3] At National level, self-assessed. For the Limpopo project, Evaluation assessment.

edge to ILO to provide necessary expertise for governments to implement similar programs at macro, meso, and micro levels. At the macro level, the ILO advised the Government of South Africa (GSA) to design national employment intensive strategies, programmes and assessments of their employment impact, develop appropriate procurement procedures and wage setting, improve targeting of youth, women, indigenous people and disadvantaged groups. In 2020 (July- December), the ILO team helped to develop Business Plan for the Letsema Ditsileng (Road Revitalisation) Programme.

At meso level, the ILO provided **institutional development and capacity building** for National and decentralised Governments, training of programme/project managers, communities, consultants and small, medium and micro enterprises (SMMEs) to develop the private sector and the local construction industry, and skills enhancement for long-term employability. During the same reporting period, the ILO team assisted with the 2020/21 Waterberg District Municipality EPWP Infrastructure Sector Business Plan and the 2020/21 EPWP Infrastructure Sector Business Plan, to mention a few.

At project level, the ILO provided technical assistance to optimize the labour content of investments, ensuring quality and timely delivery, promote decent working conditions and setting up monitoring and evaluation systems. One important enabler that makes the contributions of ILO to EPWP objectives unique is the **learning and sharing of international experience** that is contextualised to enhance procedures and processes for application of labour-intensive methods in Public Employment Programmes (PEP). This ranges from policy formulation, technical advisory, direct training, mentorship, research, advocacy to the production of guidelines and manuals. This support is provided to the EPWP implementers, including public bodies, private sector consultants and contractors. The testament to that is their technical assistance to policy formulation, technical advisory, direct training, mentorship, research, advocacy to the production of guidelines and manuals. The finalisation of the concept note for coding and application development is a significant shift from traditionally known infrastructure support to technology.

Backstopping support provided by the ILO EIIP Senior Specialist

The backstopping support provided by the ILO EIIP Senior Specialist in Pretoria and Geneva to the programme is considered very important to achieving the results as it not only contributes to continued alignment of the EPWP to international/ILO standards but also to continued adaptation of procedures and systems for improved efficiency. Communication is considered easy and flexible

Quantity and quality of the outputs produced

The outputs produced in Limpopo and within the National project were found to be satisfactory. This is despite the challenges such as the COVID-19 and the failure of the partners to remit funds to the ILO as per the current agreement. The latter has implications on implementing the various activities constituted in the plan. So, it raises a critical question as to whether the outputs planned for the time period will be implemented with the right dosage (quantity) and fidelity (quality). This evaluation could not ascertain further the implications, therefore. Nonetheless, there seem to be consensus among beneficiaries receiving TA from Limpopo to Pretoria that the technical assistance provided by ILO is paramount and has taken the projects to high levels – many achievements reached as alluded in the preceding sections.

Outputs not produced

There were three outputs that were not produced in the July-December 2020 reporting period. Output 1.1 (Awareness, knowledge and buy-in of EIIP increased) was behind schedule as a result of the COVID-

19 lockdown. However, three advocacy/awareness events were conducted, for example a Technical EPWP Awareness virtual Workshop for Municipal Infrastructure Support Agents (MISA) on 25 July 2020 with 21 participants, which was supported together with the ILO Team based in Pretoria. Other outputs, Output 2.1 (Knowledge products developed) and 3.3 (EI capacity enhanced through targeted youth training) were behind schedule. No reasons were provided in the ILO Technical Cooperation Progress Report. It is, however, important to note that of the 10 outputs, only three were behind schedule.

Areas of greatest achievements

Globally, the areas where the projects have greatest achievements are policy development and skills development, according not only to the mentioned quantitative reporting but also to the stakeholders consulted. The main supporting factors of these achievements are ILO's expertise in the areas where it is working within the TA and the long-term normative work and support provide to the South African institutions in matters related to work. The possibilities for achievement scaling-up highlighted by the consulted stakeholders are related to an expansion of the work and TA to the remaining/more provinces; and increased and improved policy and advocacy directed to vulnerable cohorts, including gender equity-targeted activities.

Adverse effects resulting from the projects

Sparse indications of capacity building volatility have been pointed out by stakeholders consulted. While the section on Sustainability discusses these issues in more detail – namely referring staff turnover as a reason for a certain instability for the permanence of skills in institutions – the indications collected mention that some skills do not stay in institutions and that new trainings must be conducted recurrently. Moreover, some interviews have referred that ILO's TA is often used as additional staff effort and not as a support that is leading to autonomy of the EPWP staff in the areas of assistance. Finally, the results of some trainings, in particular those conducted abroad, are not clear to some of the stakeholders consulted, who mention that the implementation of learnings and skills obtained do not always translate into changes in the functioning and implementation of the project.

Gender equality and non-discrimination

The projects have made **significant contributions** to addressing gender and inclusion-related concerns within the realm of employment-intensive programs, both at the policy and practice levels. Women's participation in public works projects has been encouraged by the projects, which actively promotes gender inclusiveness. The projects aimed at including about 65% of women in its operations. The intentions are clearly visible in the National PRODOC where Outcome 2, Output 2.3 highlights Output 2.3: Cross cutting issues (including Gender and Climate Change adaptation) mainstreamed in project implementation. The EPWP has developed guidelines and best practices for promoting inclusivity and diversity in public works programs.

5.4 Efficiency of resource use

This section assessed the implementation efficiency, how resources have been used and reported and how these resources were managed during the COVID-19 crisis.

Allocation and use of **human and financial resources**

The implementation of the project at Limpopo and National levels remains with each public body. The project in Limpopo suffered from **understaffing**. During the period of July-December 2020, there were unfilled project vacancies which required new staff members and replacement of staff. However, during the same period there were corrective measures that were put in place for example, a National Staff composition was to be agreed with the LDPWRI and recruitment processes to be followed. During January to June 2021, the project in Limpopo had five vacancies in the reporting period, including one professional position (Technical Adviser), three National Officers and one Administration Assistant. The Technical Adviser position was advertised in 2019 and the appointment process had stalled in the first half of 2020, partly due to COVID-19 related challenges. By the time of this evaluation, the Innovation and Empowerment programme had no technical staff. The structure was approved but the post not filled. The ILO's mandate is to provide technical assistance but without this vacancy filled, there is no skills transfer.

At National, the PRODOC highlights that there is Output-based budgeting (see PRODOC section 8.1). In addition to the PRODOC ILO prepare an annual work plan which is informed by the following: EPWP Branch Annual Strategic Planning (All Senior Managers of EPWP Sectors). typically, in February of every year, Infrastructure Branch Strategic Planning, typically in early March and ILO National Team Annual Strategic Planning, typically in mid-March. Therefore, ILO annual budget is influenced by the priorities of the donor (GSA) and the ILO mandate and their PRODOC. A costed annual workplan was availed where staff costs are about 70%. At the time of the evaluation, the two vacant TA positions remained not filled, ILO had to constantly adjust, contracting expertise to conduct research on enhancing the participation of persons with disabilities.

Financially, both projects have reached high execution rates (+87%) at the end of September 2023. However, **expenditure** reports of the projects are not presented by project Outcome but rather describe expenses in operational category areas like staff expenses, expenses with consultants, travel, training, etc. This fact makes it difficult to attribute effectiveness or efficiency (or impact) of the resources used in relation to the objectives and indicators of the projects.

Financial status as of 30 September 2023

Project	Approved Budget	Total income	Total expenditure	Execution rate
SAF/04/01/SAF	39,462,408.33	32,262,635.47	31,715,188.67	80.36%
SAF/04/53/SAF	17,332,652.40	15,707,938.78	15,219,194.44	87.80%
SAF/04/54/SAF	18,791,717.64	16,554,696.69	16,495,994.23	87.78%

Source: Financial statements, September 30, 2023.

The successful implementation of the EPWP **requires deployment of additional resources** and continuing re-orientation and capacity building of new staff and partners if the employment creation targets are to be achieved. Public bodies implementing the EPWP require technical support to increase the labour intensity of their projects and also expand the type of projects to new areas. It is therefore highly unliked that the projects could achieve same results with fewer resources, despite ILO's flexibility to hire additional capacity via consultants.

Implementation on time

The projects activities at Limpopo and National were fairly **implemented on time.** Like any other project, there were unforeseen circumstances that hindered implementation on time as per design. This evaluation found that the COVID-19 pandemic is one among factors that hindered the implementation of projects on time. To reduce the impact of the Pandemic the GSA introduced strict movement restrictions and lockdown the economic activities, adversely affecting the progress in 2020 – 2021 reporting periods. Level 5 (full lockdown) was introduced from the 27th of March, followed by Level 4 from the 1st to the 31st of May and Level 3 from the 1st of June. Output 1.1 on Awareness, knowledge and buy-in of EIIP increased was mainly affected, during the reporting periods of January to June 2020 and July to December 2020 recording a completion rate of between 6% 8.3% (behind schedule). Compounded by the reduced capacity due to vacancies of five project staff including one Technical Adviser (Professional Staff), three National Officers and one Administration Assistant, it was difficult to always stay on the course. However, the ILO is commended for corrective actions taken regarding implementation challenges, delayed delivery, and the low probability of achieving immediate objectives. Teleworking arrangements were adopted, contact was through mostly Online/Virtual meetings. For example, A Technical EPWP Awareness virtual Workshop for Municipal Infrastructure Support Agent (MISA) on 25 July 2020 was supported in together with the ILO Team based in Pretoria. The total number of participants was twenty-one. Support to the LITC also continued during this period. The second EPWP Awareness Workshop (virtual) was conducted for the Managers of Fetakgomo-Tubatse LM on 7 September 2020.

Addressing the COVID-19 situation

The description of how the COVID-19 pandemic affected the projects is made above: COVID affected the implementation since 2020, conditioning meetings and trainings but allowing for policies/strategies mainstreaming, production and revision of documents, business plans, among others. The projects have addressed these constraints by directing efforts to normative work and outputs and engaging in online activity more recurrently. As in-person activities were possible again by around 2022, the projects have resumed trainings and meetings, while at the same time continued to organise **online meetings and sessions** to allow for increased participation, access of more stakeholders to trainings and a more generalised adoption of virtual work, as highlighted above.

Target indicators measured and achieved.

As described above (Table 2), the projects have adopted **SMART indicators** from the onset and have been reporting accordingly. The performances so far are quite high, as measured by the results reported and the appraisal made in the reports, although the performance of the Limpopo project was lower based on the latest report of 2022. The Statement of Income and Expenditure (30-Sep-23) for South Africa, National Department of Public Works for Agreement SAF/04/01/SAF (50321), the Statement of Income and Expenditure (30-Sep-23) for South Africa, National Department of Public Works for Project SAF/04/53/SAF (100010) - Agreement SAF/04/01/SAF (50321), and the Statement of Income and Expenditure (30-Sep-23) for South Africa, National Department of Public Works for Project SAF/04/54/SAF (100079) - Agreement SAF/04/01/SAF (50321) show that **expenditures** are very high, with projects having used the available resources at 87.8% (USD 31,715,188).

However, the projects' **budgets are not activity-based** – rather, distributed by human resources and salaries – which makes it extremely difficult to measure the use of resources for each output and outcome.

5.5 Impact orientation

This section identifies the expected impact of the project as well as unexpected positive and negative results of the projects.

Contributions to achieving the proposed impacts.

The projects contribution cannot be underestimated. The EPWP is as a government initiative aimed at addressing unemployment and poverty by providing temporary work opportunities to marginalised and unemployed South Africans. The project has **produced millions of temporary job opportunities** for unemployed people, notably for women, youths, and people with disability. This has directly impacted on lowering the unemployment rates (despite its temporary nature) and income generation for many households. In Limpopo, it was highlighted that the expansion of the programme into to social sector opened opportunities. For example, through the EPWP – community health care workers, food handlers at schools, cleaners (at government complex), data capturers, and researchers are getting a monthly income. A majority of these were met at the government complex and are within the category of youth. As it can be argued that the project has been particularly effective in providing employment opportunities for youths, addressing the high rates of youth unemployment in the country, ILO's TA can be assumed to have contributed to these results.

The project has contributed to poverty reduction through offering people and their families with a source of income by providing employment to those who would otherwise be unemployed. Perhaps more than anything at beneficiary level, EPWP has been successful in promoting the social and economic inclusion of historically marginalized groups, including women, youth, and people with disabilities, by providing them with opportunities to participate in the workforce. This is in line with ILO's PRODOC theories of change for both Limpopo and National that spells out the ultimate impact of poverty reduction, just and equitable society.

At government level, the National Department of Public Works and Infrastructure comprising EPWP Infrastructure Chief Directorate and with other EPWP complementary sectors (Social, Non-State and Environment & Culture) were provided with TA. **Testimonies of skills transfer, knowledge strengthening and building** were a reported across all the consultations conducted for this evaluation. For example, the study tours to countries of Rwanda, Ethiopia, Benin, Italy and Uganda helped with cross pollination of knowledge and skills from different countries who are implementing EIIP. This evidence about increased productivity and effectiveness of the EPWP implementation through targeted skills development. The knowledge and skills gained are also in line with the Limpopo Outcome 1, 2 and at National with Outcome 1 and 2. The impact of the skills development was extended other implementing stakeholders for example Training of National Youth Service (NYS) Project Managers (in association with the ILO EPWP Team supporting DPWI) in 2020 and Technical Workshops benefiting 46 and 32 Project Managers/Engineers of Cape Town and Ekurhuleni Metros in 2021. In that regard, these newly gained abilities boosted individuals' employability in the long run, contributing to their future economic prospects.

The EPWP has had many beneficial effects, but it also has **drawbacks**, including the need for more long-term employment options and the possibility that participants will lose their temporary jobs and go back to the job market. Unemployment remains a major challenge and there is a pressing need for the creation of employment – both by the government and the private sector, and access to rural areas and that this contributes to continued rural isolation and poverty. To overcome these obstacles and optimize its beneficial effects on communities the program keeps changing and adapting.

Contributions to change in practices, perceptions, technical capacity, governance or enabling environment.

The EPWP has significantly imp**roved governance, practices, attitudes, technical capability, and the supportive environment** at the local and national levels. The DPWI and the LDPWRI are the main partners, while the National Department of Public Works and Infrastructure comprising EPWP Infrastructure Chief Directorate and with other EPWP complementary sectors (Social, Non-State and Environment & Culture) are benefiting from TA. All these stakeholders have had access to technical training and chances for skill

development through the EPWP. This has improved people's technical proficiency and knowledge across a range of industries, including environmental management, agriculture, and construction. By giving government workers and officials in charge of program administration training and experience, the EPWP has assisted in the development of government capacity. This improves their capacity to oversee and carry out related projects in the future – paramount for sustainability purposes.

In Limpopo, Output 1.1: Awareness, knowledge and buy-in of EIIP increased has been a major drive to changing perceptions and attitudes. The EPWP historically has not been seen a viable project at political and community levels. However, Output 1.1, has assisted in transforming attitudes and beliefs regarding labour and employment, notably among previously disadvantaged and marginalised people. By giving them employment opportunities, it has assisted individuals in developing an internal sense of respect for their worth. Beneficiaries feel more confident and motivated to look for more steady work as a result of the project. Furthermore, the EPWP summit has shown buy-in from communities and its usefulness has been accentuated – is seen as approach advocacy tool.

Output 1.3: Policy coherence, Coordination and management of EPWP at provincial level strengthened and aligned to responses to socioeconomic shocks has been a critical enabler for better governance of the project. The TA provided by ILO to the LDPWRI in the development of the EPWP Infrastructure Sector COVID-19 Operational Plan to LDPWRI in the development of the 2020/21 EPWP Infrastructure Sector Business Plan as well as a similar plan for Waterberg District Municipality were aimed at better governance of the projects and many other plans produced in the preceding sections. Despite the controversies surrounding the project, national frameworks and policies pertaining to social development, employment creation, and poverty reduction has been impacted by the EPWP's success and is seen as a template for other initiatives.

More visibility of the impacts can, however, be achieved, namely by using public events like the Indaba of October 2023 to showcase the positive effects narrated by beneficiaries. On the other hand, the preparation of communication materials like the newsletters and promotional videos is also potentially leading to more effective dissemination of the projects and of ILO's support.

Contributions to gender and inclusion within employment intensive programmes

The mid-term evaluation suggests that the project has made significant contributions to addressing gender and inclusion-related concerns within the realm of employment-intensive programs, both at the policy and practice levels. Women's participation in public works projects has been aggressively encouraged by the projects, which actively promotes gender inclusiveness. The projects aimed at including about 65% of women in its operations. To an extent, public works has been mainly dominated by male, however the gender inclusiveness has helped to dispel myths and conventional gender norms while also advancing the economic empowerment of women. Infrastructure is dominated by women in KwaZulu Natal province and the National Youth service has seen good participation of women who qualified as plumbers. The intention is clearly visible in the National PRODOC where Outcome 2, Output 2.3 highlights Output 2.3: Cross cutting issues (including Gender and Climate Change adaptation) mainstreamed in project implementation. The EPWP has developed guidelines and best practices for promoting inclusivity and diversity in public works programs.

Although no data was availed from the departments, there is an agreement that the EPWP reporting system emphasises on the collection and reporting of gender-disaggregated data, which helps to track progress and identify areas for improvement in terms of gender and inclusion. This intentionality is a testimony of the prioritisation of gender and inclusion issues. The extent to which this has been successfully integrated is not yet known, perhaps the Gender Review of Limpopo EPWP will be critical piece of research to corroborate this mid-term evaluation finding.

Although the project has generally achieved progress in raising awareness of issues pertaining to gender and inclusion, difficulties and inequalities nevertheless persist. It will take ongoing work to guarantee that

inclusivity stays at the forefront and that everyone can benefit from the program, regardless of gender, age, or disability status.

Management and sharing of generated knowledge.

The project made **efforts to manage and share generated knowledge** with relevant internal and external stakeholders i.e., policymakers, tripartite constituents, private sector investors, donors, development implementers, and researchers. A wide range of program material, including reports (Technical Cooperation Progress Report (TCPR) which are bi-annual, training manuals (LIC training manual), guidelines (ILO guidelines on inclusion of people with disabilities, COVID-19 guideline for Employment intensive projects), and newsletter (Limpopo EPWP newsletter 1st Edition 2022), have been created and maintained by the EPWP. Relevant internal and external stakeholders have access to these resources, which offer information on the program's design, execution, and results. These reports are shared with various stakeholders, offering transparency and accountability. The project **workshops and trainings** share best practices and information with program implementers, government officials, and community people. ILO's experience in many countries gives it a comparative advantage of over 40 years in EIIP in assisting Governments at macro, meso and microlevels in the implementation of similar programmes. The trainings and workshops serve as capacity development initiatives.

The expertise and experience acquired from the program have impacted the establishment of more comprehensive national policies to promote human development, employment, and poverty alleviation. The bi-annual reporting at Limpopo and National identifies and captures lessons discovered within the project, therefore such knowledge has fostered institutional learning, which has improved program management and execution over time.

5.6 Sustainability

This section assesses the extent to which the projects outcomes will be sustainable, and the results potentially replicated over time.

Continuity of benefits beyond the project's lifespan

The sustainability of outcomes achieved through the project varies depending on the specific initiatives of the TA provided by ILO. Although there is little doubt that the project has had a large beneficial impact, maintaining the benefits of a project after it has ended can be difficult. There are some key factors that need to be considered which the stakeholders who received TA from ILO mentioned. ILO's technical assistance and capacity building and or strengthening to LDPWRI and other stakeholders mentioned in the **PRODOC** to adopt and use labour-intensive techniques in infrastructure projects, training and upskilling participants have improved their employability and help them secure long-term employment opportunities – a testament to sustainability. However, if the participants take long to secure employment, they may lose the knowledge gained – hence need for better absorption of the beneficiaries into the labour market. The socio-economic climate of South Africa currently does not seem to increase job opportunities, however if it was, increased job opportunities can lead to a smoother transition for EPWP participants into more stable employment.

The National and Provincial **Governments have given full support** to the initiative, as is demonstrated by the constant demand for ILO technical assistance and capacity building. Change in municipal staff and LDPWRI presents a challenge for sustainability – this is facilitated by upskilling of employees because of

trainings that increase their employability (unintended consequence). Partnerships with the private sector can be a vehicle in creating sustainable employment opportunities for EPWP beneficiaries. The involvement of private sector can lead to job placements and skills transfer.

The efficacy in terms of the long-term viability of project activities has remained somewhat difficult to determine at mid-term. However, collaboration among all those responsible for the project enhances ownership. The ILO TA has so far made an enormous contribution to sustainability through means such as developing expertise as well as capacity building by means of training, seminars, and workshops, as recurrently referred by the stakeholders. Moreover, new partnerships, namely with the GIZ to prepare exit strategies that include employment opportunities for the participants in the EPWP and business/entrepreneurship opportunities are considered key to sustain the results achieved so far.

Continued improved conditions for beneficiaries after the project closeout

In Limpopo, consultation with data capturers for the social sector (Health, Education, Sports Arts and Culture) expressed without doubt that the EPWP programme has improved their individual and household well-being. There are many other stories of improved conditions, but to data capturers who at the time of this mid-term evaluation are completing their Bachelor of Education at the University of Venda applauded the opportunity that this programme has afforded them to attain a tertiary qualification necessary for formal employment sector. Researchers (dealing with Information Technology, Social Work services and Legal services) did not only emphasise earning a stipend, but vehemently echoed to have acquired research, IT, and legal skills – critical for future employability.

Exit strategy developed and implemented

The issue about the need for realistic and effective exist strategy is well acknowledged and valued among the ILO team at Limpopo and National to ensure that the achieved impacts and outcomes are sustained and that participants can transition into more stable employment or opportunities Findings point to the fact that exist plans vary from project to project. The projects, however, lack a robust exist strategy. A sustainability strategy was recommended in the last review of 2019 – the extent to which this recommendation was actioned is not clear as its neither adequately documented nor told with confidence. However, despite the lack of the strategy, skills development has made strides to ensure sustainability of trainings, for example LIC training manual, and eLearning platform which has existed since 2015 are part of the mechanism that could ensure sustainability. Moreover, new partnerships, namely with the GIZ to prepare exit strategies that include employment opportunities for the participants in the EPWP and business/entrepreneurship opportunities are considered key to sustain the results achieved so far.

5.7 Gender equality and non-discrimination

This section analysed projects' achievements and follow-up of results vis-à-vis gender equality, women empowerment and inclusion of vulnerable groups.

Key achievements on gender equality and women's empowerment

The PRODOC pronounces that the project will have direct contribution towards several SDG targets. Under SDG 5 Gender equality, it is expected that at least 50% of the officials, youths and contractors and technicians to be capacitated will be women (target 5.1).

The mid-term evaluation suggests that the project has made **significant contributions to addressing gender and inclusion-related concerns** within the realm of employment-intensive programs, both at the policy and practice levels.

Resources used on women's empowerment activities

Women's participation in public works projects has been encouraged by the projects, which actively promotes gender inclusiveness. The projects aimed at including about 65% of women in its operations. To an extent, public works has been mainly dominated by male, however the gender inclusiveness has helped to dispel myths and conventional gender norms while also advancing the economic empowerment of women. Infrastructure is dominated by women in KwaZulu Natal province and the National Youth service has seen good participation of women who qualified as plumbers. The intention is clearly visible in the National PRODOC where Outcome 2, Output 2.3 highlights Output 2.3: Cross cutting issues (including Gender and Climate Change adaptation) mainstreamed in project implementation. The EPWP has developed guidelines and best practices for promoting inclusivity and diversity in public works programs.

Although the project has **generally achieved progress in raising awareness** of issues pertaining to gender and inclusion, difficulties and inequalities nevertheless persist. It will take ongoing work to guarantee that inclusivity stays at the forefront and that everyone can benefit from the program, regardless of gender, age, or disability status.

M&E data supporting projects' decision making related to gender

The bi-annual reports received for review mention do not mention gender equality and women's empowerment except for anecdotal evidence collected empirically. Although monitoring of the project is happening frequently, there seem to be no recording of disaggregated data for women beneficiaries by age, and geographical location.

The PRODOC and the bi-annual reports indicated the need to Conduct a Gender Review of Limpopo EPWP, the study has not been conducted. Although no data was availed from the departments, there is an agreement that the **EPWP reporting system emphasises on the collection and reporting of gender-disaggregated data**, which helps to track progress and identify areas for improvement in terms of gender and inclusion. This intentionality is a testimony of the prioritisation of gender and inclusion issues. The extent to which this has been successfully integrated is not yet known, perhaps the Gender Review of Limpopo EPWP will be critical piece of research to corroborate this mid-term evaluation finding.

Addressing other vulnerable groups

The projects have made **significant contributions** to addressing gender and inclusion-related concerns within the realm of employment-intensive programs, both at the policy and practice levels. Women's participation in public works projects has been encouraged by the projects, which actively promotes gender inclusiveness. The projects aimed at including about 65% of women in its operations. The intentions are clearly visible in the National PRODOC where Outcome 2, Output 2.3 highlights Output 2.3: Cross cutting issues (including Gender and Climate Change adaptation) mainstreamed in project implementation. The EPWP has developed guidelines and best practices for promoting inclusivity and diversity in public works programs with the support of ILO and ILO has recently (2020-2023) funded a study on targeting and reaching disability affected persons within the EPWP.

6 Conclusions

Relevance

Conclusion 1 – The support to Limpopo and National EPWP was found to be relevant, and the technical assistance of the ILO has contributed to achievements of the outputs as set in the PRODOCs, as well as captured by the bi-annual reports. ILO's TA is long-term and perceived as a continued relevant technical support that will last for the coming years, adapting to contexts and needs based on in-depth knowledge of the country contexts and needs. The inclusion of gender and vulnerability-oriented actions and options and respective indicators in the activities of the projects resulted in increased relevance. Despite working in a politically sensitive area/programme, ILO's normative competences are highly demanded by the government. Continued relevance is sought, namely through expansion of areas of work, targeted beneficiaries, or geographical scope. Impact is sought and adaptations to increased impact are regularly made through working closely to the government. The expansion of the TA beyond Infrastructure opened potential areas for the integration of women and other vulnerable cohorts, namely social services. ILO's support to the continuity of the EPWP is seen as crucial, namely for the preparation of Phase V.

Coherence and impact orientation

Conclusion 2 – The evaluation found that while addressing the same broad national-level issues, the ToCs and Logframes have been built differently and Outcomes and Outputs stated differently. This will somehow condition the expansion of the TA to other provinces and lead to increased unalignment in the future and less comparability of results across regions. Overall, the reporting system is not harmonised, and budgets are not defined based on outputs and outcomes. Gender equality, inclusion and vulnerable groups' targeting is critical to the projects. Nonetheless, reporting in the bi-annual reports does reveal the extent to which these vulnerable groups are benefiting but rather the report adopts a 'blanket' approach without disaggregation. M&E systems and indicators have not been operating on a gender data disaggregation basis or informing of results achieved with the work with persons with disabilities.

Effectiveness and impact orientation

Conclusion 3 – The evaluation found that outputs are on track and some overachieved. The last reports clearly show good performance for the national project, while the latest reports for the Limpopo project (of end of 2022) describe lower rates of achievements at that stage. However, the results of the projects are not widely communicated and assessing the use of resources for each activity (and effectiveness of execution) is not possible. More visibility and communication of achievements is necessary for increased relevance, namely using online platforms and media. The projects have prepared communication materials, like newsletters and videos, but only recently. Visibility of ILO's contribution is also weak in terms of the in-kind contribution to the achievements of the EPWP, which is not calculated as a financial contribution. ILO's contribution in staff and effort is not sufficiently clear to all stakeholders. Moreover, the results of the activities conducted or, for example, the number of those who benefited from ILO's supported trainings is not easily assessed, both internally and at a broader level.

Conclusion 4 – Bureaucratic procedures, unalignment of calendars and reporting systems; and high staff turnover and changing demands to the ILO TA have conditioned efficiency and output delivery. The COVID-19 pandemic affected delivery of the outputs especially those that required face-to-face engagements. However, time resources' management and efficiency are improved through increased online and virtual events and meetings. The foreseen expansion of activities to other provinces is dependent on more human resources' allocation but the projects have not been able to reach the planned number of staff allocated to the projects: the national project has not hired two staffs and the Limpopo project has only recently (three months ago) completed the team. The ILO staff needs to be accredited by the professional bodies of the country and should have the right mix of competencies and application

and these processes have been prolonged. On the other hand, the financial calendars of projects and government are discrepant in time, but this fact is every year not taken into consideration or anticipated. At national level, the project activities are aligned with the Government financial year, but the challenge is delays by ILO in issuing financial statements at the end of the Government financial year, on 31st of March.

Notes as per ILO guidance on project evaluation

Gender issues assessment

A summary assessment of gender issues points to projects increasingly integrating gender approaches, activities and monitoring of gender-related results in the projects and the TA. A pertinent budgetary dedication regarding gender data should be taken into consideration for Phase V, to use EPWP gender generated data in ILO's TA reporting in a more visible way.

Tripartite issues assessment

A summary assessment of tripartite issues points to a strong embeddedness of ILO's work and TA within government work and implementation of the EPWP but less engagement of unions in this joint work. National level tensions between workers' unions and government concern the EPWP. The evaluation team was not able to contact unions as they were not mapped as relevant stakeholders for the midterm evaluation.

International Labour Standards Assessment

A summary assessment of international labour standard (ILS) issues relevant to the project and its evaluation points to no further indications to be made beyond the mentioned alignment of the projects to ILO's DWCP and Decent Work principles.

Environmental sustainability

A summary assessment on how environmental sustainability is built into ILO's work under review points to a relevant expansion of the EPWP to environmental areas and concomitantly of further alignment of ILO's TA to these.

Capacity Development

Capacity development at individual, organisational and system level is a core guiding principle of ILO's TA and the midterm evaluation found that improved capabilities are due to the intervention.

7 Lessons learned and emerging good practices.

LL1. The model of bringing in institutions like NYDA and SEDA to create appetite for youths to start their own enterprises has potential, as part of an exit strategy. Where such enterprises flourish, there is a trickle effect of creating employment opportunities. In general, there is limited 'after care' when beneficiaries exit the programme. This approach targets the youth beneficiaries in particular. It is, however, limited to those who have an interest/vocation for entrepreneurship and, moreover, is challenged by a high mortality rate of SMMEs and limited access to credit. Overall, these partnerships generate employment opportunities and ILO can play an important role in future ones by ensuring dialogue with the agencies is foreseen in projects.

LL2. The ILO has room to sharpen its focus on creating and disseminating knowledge goods. Bi-annual reports indicate few to no knowledge products disseminated for wide usage, indicating the limited optimal learning from what is working and not working. The targeted users and beneficiaries are both stakeholders involved in the project and beneficiaries. This improvement will depend on ILO's online platform accessibility and the capacity to collect and compile communication materials. A positive development is that there is already a newsletter and promotional videos have been produced. ILO's human resources, namely communication and knowledge staff are key elements to expand dissemination.

GP 1. The EPWP online reporting system is increasingly integrating gender and vulnerability disaggregated data, which can be explored and potentialized for ILO's communication and visibility purposes. Gender and vulnerability data is available, although data sharing conditions and agreements need to be established. Gender and vulnerability data showcase ILO's work and relevance in these areas. Impacts are on ILO's mandate and visibility of its work, namely among donors and beneficiaries who can also replicate the system and data among other UN, other international development actors. Showcasing ILO's relevance and performance contributes to ILO's higher goals and to DWP and country programme. Close communication with government is necessary to continue improving this practice.

8 Recommendations

Relevance and sustainability

Recommendation 1 – Continue to follow recommendations for improvement and use updated knowledge and information, as well as partner feedback for better and continuous adaptation to changing contexts and needs. The gender sensitive approach is resulting in increased relevance of the projects. Another area that has already started to be strengthened is targeting youth, especially through innovative areas of work more linked to digital and new technologies. Green energy, green jobs or digital knowledge are also new areas to further explore. The learnings from this work should be used to further develop youth targeting, combining them with the existing knowledge at local level of the existing needs in terms of capacities at the technical level. Both province level plans and national should continue to inform ILO's TA for the design of activities that are relevant, namely taking into consideration local realities and local plans and budgets. The results of the experiences with new construction materials like fly ash are also potentially scalable and can be standardised, as well as those related to private sector involvement in the EPWP.

Addressed to	Priority	Resource	Timing
ILO Country Office ILO Regional Office ILO Project Management	High	Medium	Short-term

Coherence and impact orientation

Recommendation 2 – Despite the challenges posed by the different donors and priorities of both projects, **a single ToC should be prepared for the national and province levels** in Phase V. First, the projects will profit from this alignment of objectives and outcomes to prepare eventually for an expansion of the TA to more provinces. Secondly, the projects need to develop a comprehensive ToC which explicitly demonstrates a logical interaction/ linkage from interventions (in this case, the technical assistance rendered by ILO) to outputs, outcomes, and the desired impact. Assumptions should be constituted at different results' levels, not only as shown in the logical frameworks of the PRODOCs. Also, **logical frameworks, outcomes and outputs should be harmonised** for improved alignment between the national and province level activities and for reporting. This will also be crucial for programme and TA expansion to other provinces. Finally, the projects' budgets should be activity-based to allow assessing the level and use of resources for each output and outcome.

Addressed to	Priority	Resource	Timing
ILO Country Office ILO Regional Office ILO HQ Technical Unit ILO Project Management	High	Medium	Short-term

Sustainability and impact orientation

Recommendation 3 – Communicate and make more visible the positive results achieved with the help of ILO's TA. More information about ILO's TA and achievements over the two decades should be published both in social platforms and the ILO website. How the results of capacity building activities, namely trainings held abroad are being implemented also needs to be better described and publicised, internally at TA level and to broader audiences. Also, include in the communication strategy ILO's in-kind contributions to the project and make them visible to partners and relevant stakeholders. Moreover, sensitive aspects of the intervention (and consequently the TA) need to be identified upfront and

strategies for safeguarding ILO's role and contribution need to be prepared, which requires communication and public relations' efforts. More visibility of the impacts can be achieved, namely by using public events like the Indaba of October 2023 to showcase the positive results and effects, as narrated by beneficiaries. On the other hand, the preparation of communication materials like the newsletters and promotional videos is also potentially leading to more effective dissemination of the projects and of ILO's support but needs to be further disseminated in the last year of the TA.

Addressed to	Priority	Resource	Timing
ILO Country Office ILO Regional Office ILO HQ Technical Unit ILO Project Management	High	High	Short-term

Efficiency

Recommendation 4 – Administrative processes like disbursements and reporting need to be revised or at least prepared in advance for increased efficiency. Acknowledging calendars' discrepancies and preparing in advance the needed adjustments can be more efficient and lead to better results. In terms of human resources, a re-assessment of the needs must be made very rapidly, taking into consideration the remaining 12 months of the TA and especially in the context of the preparation of Phase V and if the expansion of the programme/of the TA is to be made. For increased efficiency, the TA should also consider increased use of online platforms for exchanges and meetings, including when preparing Phase V, as they have proven to efficiently allow for more participation and exchanges. The enhanced use of digital means for communication and visibility is also recommended.

Addressed to	Priority	Resource	Timing
ILO Country Office ILO Regional Office ILO HQ Technical Unit ILO Project Management	High	Medium	Short-term

Effectiveness

Recommendation 5 – Reporting of results by Outcome needs to be done alongside a financial reporting by Outcome. This will not only allow identifying where more resources need to be allocated for better performances but also more clearly assess what is working and not, in which areas and towards which results. While financially, both projects have reached high execution rates (+87%) at the end of September 2023, expenditure reports are not presented by project Outcome but rather describe expenses in operational category areas like staff expenses, expenses with consultants, travel, training, etc. Changing the reporting methods will allow better attributing effectiveness or efficiency (or impact) of the resources used in relation to the objectives and indicators of the projects.

Addressed to	Priority	Resource	Timing
ILO Country Office ILO Regional Office ILO HQ Technical Unit ILO Project Management	High	Medium	Short-term

Gender equality and non-discrimination

Recommendation 6 – The results of a strengthened gender-sensitive approach should expand to a more robust vulnerability and discrimination-sensitive approach. The Gender Impact Study should be used as an entry point for increased relevance for gender equality. While some scattered gender and inclusion data is collected, the projects should prepare Phase V programming for gender disaggregated/sensitive data collection and analysis. The projects should continue to include in reporting until the end of Phase

IV qualitative appraisals of the gender equality and inclusion progresses but also prepare for more robust reporting in Phase V. The identification of vulnerable cohorts to be more actively integrated in the programmes needs to proceed more effectively for increased relevance of the programme that has its focus on the poor and those left behind.

Addressed to	Priority	Resource	Timing
ILO Country Office ILO Project Management	Medium	Medium	Short-term

9 Appendix 1. Terms of Reference

Terms of Reference

Independent Midterm Evaluation of the Project "Technical Assistance (TA) on the Implementation of Expanded Public Works Programme (EPWP)
to the National Department of Public Works and Infrastructure and the Limpopo Department of Public Works Roads and Infrastructure"

Title of projects to be evaluated	ILO Technical Assistance to the EPWP (National Department of Public Works and Infrastructure and the Limpopo Department of Public Works Roads and Infrastructure)
TC Code	SAF/04/01/SAF covering sub-projects SAF/04/53/SAF and SAF/04/54/SAF
Project Period	January 2020 to December 2024
Period under evaluation	January 2020 to March 2023
Evaluation Period	June - July 2023
Administrative Unit responsible for administrating the project	ILO DWT & Country Office Pretoria
ILO Technical Unit(s) responsible for backstopping the project	DWT & Country office Pretoria EMP/INVEST, Geneva
Type of evaluation	Independent Mid Term Evaluation
Evaluation Manager	Pacome Dessero
Geographical coverage	South Africa
Donor	South African Government(NDPWI) Limpopo Provincial Government (LDPWRI)
Budget	Project 1 (National): USD 8.47 million Project 2 (Limpopo): USD 6.95 million Total: USD 15,42 million

CTA	Chief Technical Advisor
DAC	Development Assistance Committee
DPW	Department of Public Works
DWCP	Decent Work Country Programme
DWT	Decent Work Team
EIIP	Employment Intensive Investment Programme
EPWP	Expanded Public Works Programme
EVAL	ILO Evaluation Office
ILO	International Labour Organization
LDPWRI	Limpopo Department of Public Works Roads and Infrastructure
NDPWI	National Department of Public Works and Infrastructure
OECD	Organisation for Economic Cooperation and Development
ROAF	Regional Office for Africa
UNSDCF	Nations Sustainable Development Cooperation Framework

1 Project context

According to Statistics South Africa, in the first quarter of 2021, the overall unemployment rate in South Africa was 32.6%. When disaggregated by gender, the unemployment rate for males was 31.7% in the first quarter of 2021, while the unemployment rate for females was 34.0%. Among youth aged 15-24, the unemployment rate was 58.8%, while the unemployment rate for persons with disabilities was much higher at 55.8%. These figures show that South Africa is still facing a very high unemployment rate, especially among its most vulnerable populations.

The Expanded Public Works Programme (EPWP) is a nationwide programme which makes systematic use of public expenditure to boostproductive employment and to develop marketable skills among the historically disadvantaged communities thereby contributing towards the national goal of alleviating poverty. The programme covers all spheres of government (National, Provincial and Local) aswell as state-owned enterprises.

EPWP is implemented in phases of five-years each and is currently in its third phase. The first phase of EPWP ran in 2005-2009 and has been successfully completed achieving its targetof 1,000,000 job opportunities one year ahead of schedule. A second phase was implemented from April 2009 to March 2014 with an overall national objective of up-scaling and creating 4.5 million jobs (or 2 million Full Time Equivalent). The third Phase commenced on 1 April 2014 with a target of 6 million work opportunities and ran to the end of March 2019. The fourth Phase commenced on 1 April 2019 with a target of 5 million work opportunities and will run to the end of December 2024.

Within the framework of the EPWP, and the South Africa Decent Work Country Programme (DWCP), the project's objective is "To strengthen the capacity of National and Limpopo Provincial Government in the implementation and coordination of the EPWP through mainstreaming pro-employment and climate resilient development approaches aligned to the future of work".

The International Labour Organization (ILO) is providing the technical assistance to the Government of the South Africa, through the Department of Public works and Infrastructure (NDPWI), in the coordination and implementation of the EPWP at the national and provincial levels. The collaboration between the Parties was affirmed in a Tripartite Agreement signed between the NDPWI, Limpopo Department of Public Works Roads and Infrastructure (LDPWRI) and ILO in January 2005. Subsequent Amendments have been made with latest amendments covering the Project period of January 2020 to December 2024 being No. 7 for the Limpopo Component and No. 8 for the National Component.

2 ILO Technical Assistance project

The ILO Technical Assistance on the Implementation of Expanded Public Works Programme (EPWP) to the National Department of Public Works and Infrastructure and the & Limpopo Department of Public Works Roads and Infrastructure" project (herein TA project) started in 2005 although its scope and focus has evolved in terms of priorities and objectives of various

phases of the EPWP. The project has two components, National and Limpopo Province, each with its Technical Advisory team. The support rendered is described herein below.

2.1 LIMPOPO Component

The Limpopo Province, with an estimated population of 5.6 million, is currently implementing EPWP in four sectors namely: Infrastructure, Environmental & Culture, Social and Non-state sectors.

The Limpopo Department of Public Works Roads and Infrastructure (LDPWRI) is tasked with the responsibility of the overall coordination of EPWP in the Province. Its mandates include, amongst others, the following:

a) the coordination of training and skills development activities,
b) assist in the realigning of Government funded infrastructure projects to EPWP principles,
c) monitor the implementation of EPWP projects,
d) provide technical backstopping to implementing agencies in relation to EPWP and Labour-Intensive Construction (LIC) principles and procedures,
e) as well as creation of awareness among the Policy Makers,
f) Programme/Project Managers, Local Leaders and the General Public on the principles and objectives of EPWP and LIC.

The outcomes of the project in the current period (January 2020 - December 2024) are:

1) Inclusive and pro-employment investments policies/strategies mainstreamed in LDPWRI to create an enabling environment for job creation in the infrastructure value chains.
2) Capability of public implementing bodies and Service Providers to plan, manage and implement EI programmes/projects enhanced.
3) Increased productivity and effectiveness of EPWP implementation through targeted skills development

2.2 NATIONAL_Component

The Outcomes for the National component in the current period (January 2020 - December 2024) are:

Outcome 1: Inclusive and pro-employment investment policies/strategies mainstreamed in DPWI to create an enabling environment for job creation in the infrastructure value chains.

Outcome 2: Increase capability of public implementing bodies and Service Providers to plan, manage and implement EI programmes/projects.

Based on joint strategic review and planning by NDPW and ILO, it was agreed that ILO technical assistance to the EPWP is under the following thematic areas:

1) **Policy Development**

DPWI assisted in the development of appropriate policies for Public Investment and Employment Programmes.

2) Advocacy & Partnerships

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

3) Research & Innovation

Research and studies that contribute to optimization and mainstreaming of the labour-intensive approaches carried out.

4) Skills/Capacity Development

Knowledge, skills, and technical capacity of EPWP Stakeholders in labour-intensive approaches enhanced.

5) Project Management Technical Support

Implementation tools developed and public bodies assisted in labour intensive delivery of projects in a manner compliant with EPWP and decent work principles.

2.3 National and Limpopo key reported results reported by February 2023

For the National Component

POLICY DEVELOPMENT

- Draft EPWP Policy and drafted proposed revisions and amendments to the EPWP Policy and contributed technical input.

ADVOCACY AND PARTNERSHIPS

- Provided insights on alternative construction materials with UCT Department of Construction Management.
- Integration of ILO proposals for Labour-intensive methods and climate-resilient infrastructure.
- Partnership with the Institute for the Future of Knowledge, at the University of Johannesburg.
- 7 mini documentaries and 1 main documentary profiling EPWP projects.

RESEARCH AND INNOVATION

- Revised Draft Framework to Enhance the Participation of Persons with Disability in the EPWP.
- Revised the EPWP Draft Social Audit Framework and prepared an accompanying presentation in July 2022.

SKILLS /CAPACITY DEVELOPMENT

- 1,399 national, provincial, and municipal government officials trained in Labour Intensive Methods.
- The development of LIC training manuals.

- Professional Development Validation Certificate.

PROJECT MANAGEMENT AND TECHNICAL SUPPORT

- Developed a strategy to enhance the participation of Youth and Persons with Disabilities.

For the Limpopo Component

INCLUSIVE AND PRO-EMPLOYMENT INVESTMENTS POLICIES/STRATEGIES MAINSTREAMED IN LDPWRI TO CREATE AN ENABLING ENVIRONMENT FOR JOB CREATION IN THE INFRASTRUCTURE VALUE CHAINS.

- Draft EPWP Human Settlements Value Chain Concept Note.
- Limpopo Province Flood Vulnerability Desk Study.

INCREASED PRODUCTIVITY AND EFFECTIVENESS OF EPWP IMPLEMENTATION PARTNERS

- Letsema Ditseleng Implementation Plan development was concluded.
- Co-facilitated of the training of 20 Vukuphile Contractors.
- Support to the LITC and Waterberg TVET Governance structures.

3 Project Management Arrangements

Theprojects are coordinated and technically backstopped by the ILO Decent Work Team & CO - Pretoria with the support from the ILO DEV/INVEST in Geneva.

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

Both ILO teams are embedded in the Government Offices, where office space and other facilities are provided. The National Team at the NDPWI Offices in Pretoria whilst the Limpopo is based at the LDPWRI Offices in Polokwane. They also work closely and are part of many of the coordination and technical committees established by the government for the purpose of improving EPWP implementation.

The TA Limpopo project team is composed of three ILO Technical Advisers (TAs) and four National Professional Officers (NPOs) that are providing technical support to the implementation of programmes and projects in the infrastructure, social and environment & culture sector of the EPWP. The Team is supported by two Administrative Staff. The ILO team is based at the LDPWRI offices in Polokwane, Limpopo Province.

The TA National project team comprises two specialists: a Chief Technical Adviser (CTA) and Team Leader, two Technical Advisers (TAs) and a Training Adviser. The CTA and Training Adviser are based in the Department of Public Works (National) EPWP Infrastructure Sector Directorate in Pretoria. The TA's are stationed in provincial offices responsible for provincial roads. One is based in Pietermaritzburg in KwaZulu Natal Province whilst another is in Bhisho in the Eastern Cape Province. In addition to working as a team, the individual members are assigned specific provinces to technically support in order to cover the whole country.

Contribution to the ILO Africa EIIP strategy

The EIIP in ILO Africa is developing a regional strategy 2023-2033 to renew the current EIIP strategy. This evaluation is expected to contribute to generate learning that can be integrated in the strategy in development.

4 Evaluation background

ILO considers evaluation as an integral part of the implementation of technical cooperation activities. As per ILO evaluation policy and procedures all programmes and projects with budgets above USD 5 million must have to go through two independent evaluations. Both evaluations are managed by an ILO certified evaluation manager and implemented by independent evaluators.

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

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

It should be noted that the National and Limpopo Components are separate but complementary projects. They have been planned and are implemented jointly and are closely interrelated. They share the same Impact, Result and Project Goal. However, they have different Outcomes and Outputs. Furthermore, the two projects are funded by different Government of South Africa sources i.e., NDPWI and LDPWRI for the National and Limpopo Components respectively.

Both projects will be evaluated by one evaluation team. However, specific sections on each project will allow for specific assessment of each project objectives and outputs, while joint conclusion and recommendations will be considered when this makes more sense. The evaluations of previous phases of these projects followed this practice. The last Independent Evaluation was conducted in April 2019[4].

[4] Evaluation report here (use Microsoft Edge to download the report)

5 Evaluation purpose, scope and clients

5.1 Purpose

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

a) Assess the relevance of the projects design and implementation strategies in relation to the South Africa Government ILO and UN policy frameworks;

b) Assess the extent to which the two projects have achieved or are on track to achieve their stated objectives and expected results regarding the targets groups (men and women; youth, people with disabilities, etc.)

c) Identify the supporting factors and constraints that have led to them, including implementation modalities chosen;

d) Identify unexpected positive and negative results of the projects;

e) Assess the extent to which the projects outcomes will be sustainable;

f) Assess the implementation efficiency;

g) Provide recommendations to projects stakeholders to promote sustainability and support further development of the project outcomes;

h) Identify lessons learned and good practices to inform the key stakeholders for future similar interventions in South Africa in particular and other countries in Africa.

5.2 Scope

The evaluation will focus on Phase IV of the projects, namely from January 2020 to the end of December 2024, assessing all the results and key outputs that have been produced in this period. The geographical scope will be in line with the Limpopo province and the national components of the project.

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

The evaluation will integrate gender equality and non-discrimination as cross-cutting concerns throughout its deliverables and process. It should be addressed in line with EVAL Guidance note No. 4 and Guidance Note No. 7 to ensure stakeholder participation. Furthermore, it should pay attentionto issues related to social dialogue, tripartism, international labour standards and fair transition regarding environmental factors.

5.3 Clients

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

6 Evaluation criteria and questions

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

o) Relevance

p) Coherence

q) Effectiveness

r) Efficiency

s) Impact orientation

t) Sustainability

u) Gender equality and non-discrimination

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

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

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

In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation criteria and the achievement of the outcomes/ objectives of the project using the mainly, butnot only, indicators in the logical framework of the projects. The list of questions presented below

should be reviewed and adjusted during the preparation of the Inception report. Any adjustment should be approved as part of the approval of the inception report by the Evaluation manger.

6.1 Key Evaluation Questions

The evaluator shall examine the following key issues:

6.1.1 Relevance and strategic fit

1. Have the projects taken into account the needs and priorities of stakeholders (including the ILO constituents) and different types of beneficiaries identified in the project document?
2. Was the planned ILO support relevant and realistic to the achievements of the Limpopo and National EPWP as well as to situation on the ground?
3. Were the projects design (implicit or explicit Theory of Change, implementation modalities, resource allocation, etc.,) realistic and purposeful towards achieving its objectives? Were the projects design logical?
4. Have the projects been able to leverage the ILO contributions, through its comparative advantages (including tripartism, international labour standards, and ILO Decent Work Team)?
5. Have the projects selected the right partners to achieve the project outcomes and impact?

6.1.2 Coherence (internal and external)

1. Are the project aligned with national and international development frameworks including the UNSDCF, ILO Country Programme Outcomes (CPOs) and SDGs and their targets?
2. How well does the projects complement and fit with other ongoing ILO, UN agencies and government projects, interventions, and programmes in the country?
3. How well does the projects complement and/or fit with other ongoing ILO programmes in the country, DWCP outcomes and UNSDCF?

6.1.3 Effectiveness of projects' implementation and management arrangements

1. To what extent are the projects in process of achieving its objectives (in both the Limpopo and National EPWP components)?
2. What are the specific contributions of the ILO TA/management to the achievements of the EPWP objectives? How effective were the backstopping support provided by the ILO EIIP Senior Specialist in Pretoria and Geneva to the programme?

3. Have the quantity and quality of the outputs produced been satisfactory?
4. What outputs have not been produced and why?

5. In which area (geographic, sectoral, issue) does each project have the greatest achievements? Why and what have been the supporting factors? How can these achievements be scaled-up?
6. What, if any, adverse effects resulting from the projects on stakeholders have been identified or perceived?
7. To what extent did the projects leverage resources to promote gender equality and non-discrimination (i.e. inclusion of youth and people with disability)

6.1.4 Efficiency of resource use

1. How efficiently have human and financial resources been allocated and used to provide the necessary support and to achieve the broader projects objectives? Could the same results be attained with fewer resources?
2. Have the projects' activities/operations been implemented on time as defined by the projects' original (and subsequent) work plans?
3. How have the projects addressed the COVID 19 situation?
4. Have the target indicators across the various objectives and outputs been effectively measured and achieved?

6.1.5 Impact orientation

1. Have the projects contributed so far to achieving the proposed impacts? Are the projects strategy and project management steering oriented towards impact?
2. Have the projects contributed to a significant change in practices, perceptions, technical capacity, governance or enabling environment for the final beneficiaries and the government at local and national levels?
3. Did the projects make any significant contribution to gender and inclusion related concerns within the realm of employment intensive programmes (at policy and practice levels)?
4. Have the projects successfully managed and shared any generated knowledge with relevant internal and external stakeholders?

6.1.6 Sustainability

1. Assess whether project outcomes have been achieved in a sustainable manner that will enable continuing benefits beyond the project's lifespan?
2. Are project beneficiaries likely to continue to feel improved conditions after the project closeout?
3. Has an effective and realistic exit strategy been developed and implemented?

6.1.7 Gender equality and non-discrimination

1. What are the key achievements of the projects on gender equality and women's

empowerment?

2. Has the use of resources on women's empowerment activities been sufficient to achieve the expected results?
3. To what extent is the M&E data supporting projects' decision making related to gender?
4. Have the projects addressed other vulnerable groups, such as youth and people with disability

7 Methodology

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

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

a) Desk literature review;
b) Semi-structured interviews with key informants and stakeholders;
c) Direct observation during field visits;
d) Validation workshop on preliminary findings, conclusions, and recommendations with all key stakeholders at the end of the field work, including tripartite partners, implementation agencies, ILO relevant officers and donors, in South Africa and a de-briefing with the project team.

7.1 Desk review

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

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

7.2 Interviews with ILO, DPWI and LDPWRI staff

The evaluator will undertake group and/or individual interviews with the ILO staff of technicalunits and the field technical specialist who are involved with the management and implementation of the two components. A first meeting will be held with the ILO Director of DWT Pretoria Office, EIIP Specialist, the evaluation manager, and with the Project Team. Afterthat, the evaluator will meet relevant stakeholders including members of various committeesand technical working group under EPWP, as well as project beneficiaries to undertake morein-depth reviews of the respective national strategies and the delivery of outputs of the respective objectives of the

project. An indicative list of persons to be interviewed will be developed by the evaluator in consultation with the project management (CTAs). This will include but not limited to:

a) ILO DWT/CO: Pretoria
b) ILO CO: Pretoria Programming Staff
c) ILO HQ staff: DEV/INVEST
d) ILO technical backstopping staff at Pretoria CO
e) ILO Project Staff
f) Project Technical Advisers and other Staff
g) DPWI and LDPWRI and Stakeholders

7.3 Field Visits

The evaluator should undertake visits to Gauteng, Limpopo, and other agreed sites to interview implementing partners and key stakeholders.

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

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

A Stakeholders workshop will be organized at the end of the field work in Gauteng Province (Pretoria/Johannesburg area) to validate findings and complete data gaps with key stakeholders, ILO staff andrepresentatives of the donor.

The evaluation team will be responsible for organizing the workshop. The identification of the participants of the workshop and logistics will be the responsibility of the project team in consultation with the evaluation team leader. After the workshop, a debriefing to the ILO Director of CO and the project team will take place.

8 Evaluation Deliverables

8.1 Inception report

The Inception Report shall include a refined methodology, detailed work plan and data collection instruments in line ILOEVAL Checklist 3. The report should include:

- Description of the evaluation methodology and instruments to be used in sampling, data collection and analysis and the data collection plan mentioned above;
- Guide questions for questionnaires and focus group discussions;
- Detailed fieldwork plan for the three regions should be developed in consultation

withthe Evaluation Manager and project team;
- Agenda for the stakeholders' workshop;
- The proposed report outline.

8.2 Draft Report

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

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

The draft and final report should develop, as necessary, sub-sections per each project and when males a common analysis. In terms of addressing each project documents achievements by project need to be specified.

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

8.3 Final report

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

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

The draft and a final versions of evaluation report in English (maximum 30 pages plus annexes) shall have the proposed structure:

- Cover page with key project and evaluation data
- Executive Summary
- Acronyms
- Description of the project
- Purpose, scope and clients of the evaluation

- Methodology and limitations
- Analysis
- Clearly identified findings for each criterion or per objective
- Conclusions and Recommendations (i.e. for the different key stakeholders)
- Lessons learned and good practices
- Annexes:
  - TOR
  - Inception report
  - List of people interviewed
  - Schedule of the field work
  - Documents reviewed
  - Data Table on Project targets as per Project logical framework targets

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

9 Management arrangements, work plan & time frame

9.1 Management

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

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

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

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

9.2 Workplan for the Evaluator

The evaluation team will start to work tentatively on early June 2023.

Output	Description	Tentative Dates	No. of evaluators working days	
			Team leader	Team member
Inception phase				
Desk review	Read and review the core set of project documents including previous evaluations of the project. Request any additional documentation required	11-12 September 2023	2	2
Preliminary interviews to understand evaluation expectations from key ILO and national and provincial stakeholders	Virtual based meetings with the project team, government national and local key stakeholders ILO HQs in Geneva to understand evaluation expectations	13-14 September 2023	2	2
Inception Report	An operational workplan which indicates the phases of the evaluation, finalises the set of evaluation questions, the approach, development of data collection tools, the timing, key deliverables and milestones, aligned with this TOR	15 to 19 September 2023	4	2
	Review of the inception report by EM	20 to 22 September		
	Review and approval of the inception report	23 September	1	0
Data collection				
Field work and interviews with national and local stakeholders and ILOL HQ including target population	Visits to project sites and interview government officers, implementers, groups of target population, etc.	25 September to 6 October 2023	10	10
Stakeholder workshop	Presentation of preliminary findings and debriefing to all key stakeholders	9 October 2023	1	1
Development of the evaluation report				

Draft report	A report (no more than 30 pages excluding executive summary and annexes) addressing the evaluation questions.	10 to 17 October 2023	7	4
Evaluation manager methodological review	Methodological review and finalization	18 to 20 September 2023	1	0
Draft report circulated to stakeholders for comments by the Evaluation Manager	Evaluation manager consolidates the feedback of the stakeholders and shared with the evaluator	23 October to 5 November 2023	0	0
Finalize evaluation	Evaluator address received comments	6 to 7 November 2023	2	0
Approval of the evaluation report	Regional evaluation officer and EVAL review and approves the report	8 to 19 November 2023	0	0
Total			30	21

9.3 Evaluation team

The evaluation team will consist of one team leader and one team member. The evaluation team will agree on the distribution of work and schedule for the evaluation.

Qualifications
Team Leader

The team leader will be selected based on proven evaluation experience and meeting the following independence criteria:

- A Master's degree in Social sciences, Development studies, Civil Engineering, Economics or related graduate qualifications;
- A minimum of 7 years of professional experience specifically in evaluating international development initiatives, including UN projects, in particular theory of change based, with policy level, decent work, gender and non-discrimination, and institutional building;
- Experience in qualitative and quantitative data collection and analysis, including survey design;
- A good understanding of ILO mandate and tripartite structure;
- Experience in facilitating workshops for evaluation findings;
- Knowledge and previous experience on the project thematic area and South Africa or similar countries will be an asset;
- Fluent in spoken and written English, local languages are an asset;
- Have no previous or current involvement – or offers of prospective employment – with the ILO project or programme being evaluated;
- Have no personal links to the people involved in managing the project/programme (not a family member, friend or close former colleague);
- The evaluator can be based in South Africa or abroad.

Women are encouraged to apply.

Team member

- A master's degree in social sciences, Development studies, Civil Engineering, Economics or related graduate qualifications
- A minimum of 5 years of professional experience specifically in evaluating international multi-country development initiatives, including UN projects, in particular theory of change based with policy level work, gender and institutional building
- Proven skills and experience in undertaking evaluations of similar projects as evaluation team member
- Strong background in development issues; preferable in themes and geographical related to the project (national and/or Limpopo).
- A good understanding of ILO mandate and tripartite structure will be an asset
- Knowledge and/or experience in applying, qualitative and quantitative research methodologies
- Experience in direct and participatory community-based observation, and experience in participative evaluation techniques would be an asset
- Excellent analytical skills and communication skills
- Knowledge and previous experience on the project thematic area and South Africa or similar countries will be an asset
- Fluent in spoken and written English, local languages are an asset
- Have no previous or current involvement – or offers of prospective employment – with the ILO project or programme being evaluated
- Have no personal links to the people involved in managing the project/programme (not a family member, friend or close former colleague)
- The evaluator can be based in South Africa or abroad.

9.4 Budget

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

a) Fees for the evaluator for 30 days for the Team Leaders and 21 days for the team member ;
b) Cost of international and national travel as per ILO travel policy
c) Daily Subsistence Allowance (DSA) during the mission.
d) Local transportation in the project areas;
e) Cost of the stakeholders' workshop defined by the TOR.

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

9.5 Relevant Policies and guidelines

Website EVAL portal on manging and conducting evaluation (all guidance notes, checklist, templates, etc.)

https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_853289.pdf

Specially :
- The ILO Policy Guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 4th ed.
Sections 3 and 4:
- Template 3.1 Code of conduct form (To be signed by the evaluators)
- Guidance note 3.1. on integrating gender equality in the monitoring and evaluation of projects
-Guidance note 3.2. on adapting evaluation methods to the ILO's normative and tripartite mandate
- 4.4. Guidance note on stakeholders engagement in the ILO evaluation
-Checklists:
    4.1 Preparing the evaluation report
    4.2 Filing in the evaluation title page
    4.3 Writing the evaluation report summary
    4.4 Documents for project evaluators
    4.6 Writing the inception report
    4.7 Rating the quality of evaluation reports
- Templates
    4.1 Lessons learned
    4.2 Good practices
    4.3 Evaluation summary (version pour l'évaluation interne va être donné par la gestionnaire)
    4.4 Evaluation title page (version pour l'évaluation interne va être donné par la gestionnaire)

UNEG Ethical Guidelines for Evaluation
http://www.unevaluation.org/document/download/548

10 Appendix 2. Evaluation Matrix

Criteria	Evaluation question	Indicators	Sources of data	Means of verification/methods	Who will collect	How often	Who will analyse
General	To what extend have the recommendations of the last evaluation been taken into account and implemented, if not why?	Level of incorporation and implementation of recommendations	Project managers/offices ILO Implementing partners Other actors	DR KII	Obs. The evaluation team will collect all data, with the support of the evaluation office	Obs. The evaluation team will dedicate the inception phase to Desk Review and the data collection phase to Key Informant Interviews and visits	Obs. The evaluation team will analyse all data
Relevance and strategic fit	1. Have the projects taken into account the needs and priorities of stakeholders (including the ILO constituents) and different types of beneficiaries identified in the project document?	Extent of project design alignment to needs and priorities and different types of beneficiaries.	Project managers/offices ILO Government officials Implementing partners Beneficiaries	DR KII			
	2. Was the planned ILO support relevant and realistic to the achievements of the Limpopo and National EPWP as well as to situation on the ground?	Contribution of ILO support to achievements Contribution of ILO support to situations on the ground	Project managers/offices Government officials Implementing partners Beneficiaries	DR KII			
	3. Were the projects design (implicit or explicit Theory of Change, implementation modalities, resource allocation, etc.,) realistic and purposeful	Level of realistic and logical design of the projects	Project managers/offices ILO Government officials	DR KII			

	towards achieving its objectives? Were the projects design logical?						
	4. Have the projects been able to leverage the ILO contributions, through its comparative advantages (including tripartism, international labour standards, and ILO Decent Work Team)?	Extent to which projects were able to leverage ILO's contributions	Project managers/offices ILO Government officials	DR KII			
	5. Have the projects selected the right partners to achieve the project outcomes and impact?	Extent to which the right partners were selected	Project managers/offices ILO Government officials Implementing partners	DR KII Visits/observation			
Coherence (internal and external)	1. Are the projects aligned with national and international development frameworks including the UNSDCF, ILO Country Programme Outcomes (CPOs) and SDGs and their targets?	Level of alignment to national and international development frameworks	Project managers/offices ILO Government officials	DR KII			
	2. How well does the projects complement and fit with other ongoing ILO, UN agencies and government projects, interventions, and programmes in the country?	Level of complementarity to other ongoing ILO, UN and government projects, interventions and programmes	Project managers/offices ILO Government officials	DR KII			
	3. How well does the projects complement and/or fit with other ongoing ILO programmes in the country, DWCP outcomes and UNSDCF?	Level of complementarity to other ILO programmes in the country, DWCP outcomes and UNSDCF	Project managers/offices ILO Government officials	DR KII			
Effectiveness of projects' implementation and management arrangements	1. To what extent are the projects in process of achieving its objectives (in both the Limpopo and National EPWP components)?	Extent to which projects are progressing towards achieving the objectives	Project managers/offices ILO Government officials Implementing partners	DR KII Visits/observation			

	2. What are the specific contributions of the ILO TA/management to the achievements of the EPWP objectives? How effective were the backstopping support provided by the ILO EIIP Senior Specialist in Pretoria and Geneva to the programme?	Level of contributions of the ILO TA/management Extent of the support provided by ILO Pretoria and Geneva	Project managers/offices ILO Government officials Implementing partners	DR KII			
	3. Have the quantity and quality of the outputs produced been satisfactory?	Number and quality of the outputs produced	Project managers/offices ILO Government officials Implementing partners Beneficiaries	DR KII Visits/observation			
	4. What outputs have not been produced and why?	Proportion of outputs not produced Reasons for outputs not produced	Project managers/offices ILO Implementing partners	DR KII			
	5. In which area (geographic, sectoral, issue) does each project have the greatest achievements? Why and what have been the supporting factors? How can these achievements be scaled-up?	Areas where projects have greatest achievements Supporting factors of achievements Possibilities for achievement scaling-up	Project managers/offices ILO Government officials Implementing partners Beneficiaries	DR KII Visits/observation			
	6. What, if any, adverse effects resulting from the projects on stakeholders have been identified or perceived?	Number and type of adverse effects identified or perceived	Project managers/offices ILO Government officials Implementing partners Beneficiaries	DR KII Visits/observation			
	7. To what extent did the projects leverage resources to promote	Extent of resource leveraging for gender	Project managers/offices	DR			

	gender equality and non-discrimination (i.e. inclusion of youth and people with disability)	equality and non-discrimination	ILO Government officials	KII			
Efficiency of resource use	1. How efficiently have human and financial resources been allocated and used to provide the necessary support and to achieve the broader projects objectives? Could the same results be attained with fewer resources?	Level of resources allocated to achieving objectives Extent of possibilities for using fewer resources not explored	Project managers/offices ILO Government officials Implementing partners	DR KII			
	2. Have the projects' activities/operations been implemented on time as defined by the projects' original (and subsequent) work plans?	Extent to which the activities/operations were implemented on time	Project managers/offices ILO	DR KII			
	3. How have the projects addressed the COVID-19 situation?	Level of adaptation and response to COVID-19 situation	Project managers/offices ILO Government officials	DR KII			
	4. Have the target indicators across the various objectives and outputs been effectively measured and achieved?	Level of objectives and outputs measured Level of achievement of objectives and outputs	Project managers/offices ILO	DR KII			
Impact orientation	1. Have the projects contributed so far to achieving the proposed impacts? Are the projects strategy and project management steering oriented towards impact?	Level of impact Level of alignment of the project towards impact	Project managers/offices ILO Government officials Implementing partners	DR KII Visits/observation			
	2. Have the projects contributed to a significant change in practices, perceptions, technical capacity, governance or enabling environment for the final beneficiaries and the government at local and national levels?	Extent to which the projects contributed to change	Project managers/offices ILO Government officials Implementing partners Beneficiaries	DR KII Visits/observation			

	3. Did the projects make any significant contribution to gender and inclusion related concerns within the realm of employment intensive programmes (at policy and practice levels)?	Level of contribution to gender and inclusion	Project managers/offices ILO Government officials Implementing partners Beneficiaries	DR KII Visits/observation			
	4. Have the projects successfully managed and shared any generated knowledge with relevant internal and external stakeholders?	Extent to which the projects managed and shared generated knowledge	Project managers/offices ILO Government officials Implementing partners	DR KII			
Sustainability	1. Assess whether project outcomes have been achieved in a sustainable manner that will enable continuing benefits beyond the project's lifespan?	Level of likelihood of continued benefits beyond the project lifespan	Project managers/offices ILO Government officials Implementing partners Beneficiaries	DR KII Visits/observation			
	2. Are project beneficiaries likely to continue to feel improved conditions after the project closeout?	Level of likelihood of project beneficiaries continued perception of improved conditions	Project managers/offices ILO Government officials Implementing partners Beneficiaries	DR KII Visits/observation			
	3. Has an effective and realistic exit strategy been developed and implemented?	Extent to which an exit strategy was developed and implemented	Project managers/offices ILO Government officials	DR KII			
Gender equality and non-discrimination	1. What are the key achievements of the projects on gender equality and women's empowerment?	Number and type of achievements regarding gender equality and women's empowerment	Project managers/offices ILO Government officials	DR KII Visits/observation			

			Implementing partners Beneficiaries				
	2. Has the use of resources on women's empowerment activities been sufficient to achieve the expected results?	Level of adequacy and use of resources to conduct women's empowerment activities	Project managers/offices ILO Government officials Implementing partners	DR KII			
	3. To what extent is the M&E data supporting projects' decision making related to gender?	Extent to which M&E data supports decision making related to gender	Project managers/offices ILO Implementing partners	DR KII			
	4. Have the projects addressed other vulnerable groups, such as youth and people with disability	Extent to which the projects addressed other vulnerable groups	Project managers/offices ILO Government officials Implementing partners	DR KII			

DR – Desk Review
KII – Key Informant Interview

11 Appendix 3. Timeline

Week / Activities and deliverables	1	2	3	4	5	6	7	8	9	10	11	12	13	14
Desk review	11-13 Sept													
Preliminary interviews	13-15 Sept													
Inception Report		22 Sept												
Review of IR EM			25-29 Sept											
Review of IR ET				2-6 Oct										
Fieldwork					9-13 Oct	16-20 Oct								
Stakeholder workshop						23 Oct								
Draft report							24-27 Oct	6 Nov						
EM methodological review								6-10 Nov						
Circulation of draft report									6-10 Nov	13-17 Nov				
Address comments											20-22 Nov			
Approval of the evaluation report											23-24 Nov	23 Nov-	27-1 Dec	4-6 Dec

Inception Phase	
Data Collection Phase	

	Development of the Evaluation Report Phase

12 Appendix 4. List of Interviewees

#	Name	Sex	Organization	Position/Role	Email	Date	Online/in-person
1	Joseph Odongo	M	ILO	Roads specialist	odongoj@ilo.org	111/10	In-person
2	Emilie Dimbi Olamiju	F	LDPWRI	Director for Innovation and Empowerment		11/10	In-person
3	Maureen Delekisa	F	LDPWRI	Director Department of Social Development		12/10	In-person
4	Avheani Madzhiya	F	LDPWRI	Coordinator of the EPWP project, Department of Social Development		12/10	In-person
5	Gamelihle Sibanda	M	ILO	Chief Technical Adviser	gama@ilo.org	12/10 16/10 19/10	Online In-person In-person
6	Sindile Moitse	F	ILO	Programme Officer	moitse@ilo.org	13/10	Online
7	Dingilizwe Tshabalala	M	ILO	Chief Technical Adviser – Limpopo	tshabalala@ilo.org	16/10 20/10	Online In-person
8	Tony Nyakiori	M	ILO	Training Adviser	nyakiori@ilo.org	16/10	Online
9	Asfaw Kidanu	M	ILO	Technical Backstopping Specialist	kidanu@ilo.org	17/10 20/10	Online In-person
10	Thembani Mackaukau	M	DPWI	Vuk'uphile Learnership Programme	thembani.mackaukau@dpw.gov.za	17/10	In-person
11	Carmen-Joy Abrahams	F	DPWI	Deputy Director-general of EPWP	Carmen-Joy.Abrahams@dpw.gov.za	17/10	In-person
12	Ignatius Aryo	M	DPWI	Chief Director Infrastructure	ignatius.ariyo@dpw.gov.za	18/10	In-person
13	Malusi Hadebe	F	DPWI	Director Enterprise Development	malusi.hadebe@dpw.gov.za	18/10	In-person
14	Lindiwe Nkuna	F	DPWI	Director Sustainable Livelihoods, Convergence and Compliance	lindiwe.nkuna@dpw.gov.za	18/10	In-person

#	Name	Sex	Organization	Position/Role	Email	Date	Online/in-person
15	Lindelani Malaudzi	F	DPWI	Director EPWP Provincial Roads	lindelani.mulaudzi@dpw.gov.za	18/10	In-person
16	Odwa Tiya	M	DPWI	Director EPWP Technical Support to Infrastructure	odwa.tiya@dpw.gov.za	19/10	Online
17	Lefense Ratsela	M	DPWI	Director National Youth Service	lefentse.ratsela@dpw.gov.za	19/10	Online
18	Joni Musabayana	M	ILO	Pretoria Office Director	musabayana@ilo.org	20/10	Online
19	Kgomotso Zantsi	F	DPWI	Director EPWP Monitoring & Evaluation	kgomotso.zantsi@dpw.gov.za	20/10	Online
20	Pearl Lukwago-Mugerwa	F	DPWI	Director EPWP Operations Unit	pearl.mugerwa@dpw.gov.za	23/10	Online
21	Richard Selemela	M	LDPWRI	Department of Social Development	selemela.matsobaner@limpopo.gov.za	25/10	Online
22	Eunice Ramuthivheli	F	LDPWRI	Modimolle-Mookgophong	eunice.yuyuu@gmail.com	25/10	Online
23	Chris Donnges	M	ILO	Senior Economist, EMPINVEST / Job Creation through Public Investments (JCPI), Employment-Intensive Investment Programmes (EIIP), Geneva	donnges@ilo.org	30/10	Online
24	Abram Chego	M	LDPWRI	Director LPWI	abram.chego@yahoo.com; chegoak@dpw.limpopo.gov.za	1/11	Online

13 Appendix 5. Site Visits

Project/activity name	Location	Type of activity	Number of beneficiaries		Number of staff	Observation
			M	F		
1 LPDWI	Polokwane	Group meeting – EPWP Cleaners	1	7		
2 LPDWI	Polokwane	Group meeting – EPWP Researchers	1	2		
3 LPDWI	Polokwane	Group meeting – EPWP Data Capturers	1	2		
5 LPDWI	Polokwane	Project implementers			8	Partly online
4 DPWI	Pretoria	Project implementers			15	Partly online

14 Appendix 6. Data Analysis Table

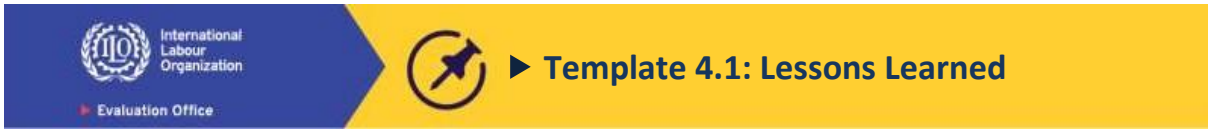
(to be inserted in the final report)

Evaluation criteria	Conclusions	Recommendations and Specific Actions	Priority level of recommendation	Who	When
Relevance	Conclusion 1 – The support to Limpopo and National EPWP was found to be relevant, and the technical assistance of the ILO has contributed to achievements of the outputs	Recommendation 1 – Continue to follow recommendations for improvement and use updated knowledge and information, as well as partner feedback for better and continuous adaptation to changing contexts and needs.	High	ILO Country Office ILO Regional Office ILO Project Management	Short-term
Coherence	Conclusion 2 – While addressing the same broad national-level issues, the ToCs and Logframes have been built differently and Outcomes and Outputs stated differently.	Recommendation 2 – A single ToC should be prepared for the national and province levels and logical frameworks, outcomes and outputs should be harmonised.	High	ILO Country Office ILO Regional Office ILO HQ Technical Unit ILO Project Management	Short-term
Effectiveness	Conclusion 2 – While addressing the same broad national-level issues, the ToCs and Logframes have been built differently and Outcomes and Outputs stated differently.	Recommendation 5 – Reporting of results by Outcome needs to be done alongside a financial reporting by Outcome.	High	ILO Country Office ILO Regional Office ILO HQ Technical Unit ILO Project Management	Short-term
	Conclusion 3 – Outputs are on track and some overachieved.				
Efficiency	Conclusion 4 – Bureaucratic procedures, unalignment of	Recommendation 4 – Administrative processes like disbursements and reporting	High	ILO Country Office ILO Regional Office	Short-term

	calendars and reporting systems; and high staff turnover and changing demands to the ILO TA have conditioned efficiency and output delivery.	need to be revised or at least prepared in advance for increased efficiency.		ILO HQ Technical Unit ILO Project Management	
Impact orientation	Conclusion 2 – While addressing the same broad national-level issues, the ToCs and Logframes have been built differently and Outcomes and Outputs stated differently.	Recommendation 2 – A single ToC should be prepared for the national and province levels and logical frameworks, outcomes and outputs should be harmonised.	High	ILO Country Office ILO Regional Office ILO HQ Technical Unit ILO Project Management	Short-term
	Conclusion 3 – Outputs are on track and some overachieved.	Recommendation 3 – Communicate and make more visible the positive results achieved with the help of ILO's TA.	High	ILO Country Office ILO Regional Office ILO HQ Technical Unit ILO Project Management	Short-term
Sustainability	Conclusion 1 – The support to Limpopo and National EPWP was found to be relevant, and the technical assistance of the ILO has contributed to achievements of the outputs	Recommendation 1 – Continue to follow recommendations for improvement and use updated knowledge and information, as well as partner feedback for better and continuous adaptation to changing contexts and needs.	High	ILO Country Office ILO Regional Office ILO Project Management	Short-term
	Conclusion 4 – Bureaucratic procedures, unalignment of calendars and reporting systems; and high staff turnover and changing demands to the ILO TA have	Recommendation 3 – Communicate and make more visible the positive results achieved with the help of ILO's TA.	High	ILO Country Office ILO Regional Office ILO HQ Technical Unit ILO Project Management	Short-term

	conditioned efficiency and output delivery				
Gender equality and non-discrimination	Conclusion 1 – The support to Limpopo and National EPWP was found to be relevant, and the technical assistance of the ILO has contributed to achievements of the outputs	Recommendation 6 – The results of a strengthened gender-sensitive approach should expand to a more robust vulnerability and discrimination-sensitive approach	Medium	ILO Country Office ILO Project Management	Short-term
	Conclusion 2 – While addressing the same broad national-level issues, the ToCs and Logframes have been built differently and Outcomes and Outputs stated differently.		High	ILO Country Office ILO Regional Office ILO HQ Technical Unit ILO Project Management	Short-term

15 Appendix 7 – Lessons learned and good practice.



ILO Technical Assistance to the EPWP (National Department of Public Works and Infrastructure and the Limpopo Department of Public Works Roads and Infrastructure)

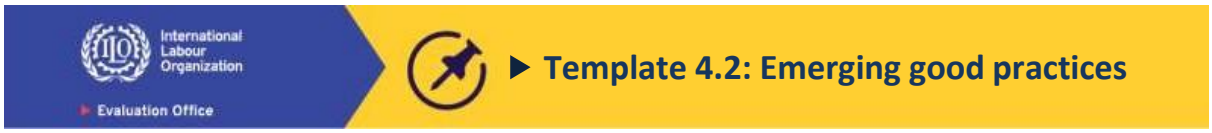
Project DC/SYMBOL: SAF/04/01/SAF covering sub-projects SAF/04/53/SAF and SAF/04/54/SAF

Name of Evaluator: Cristina Rodrigues (Lead) and Takunda Chirau (Member)
Date: 6 November 2023

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

LESSON LEARNED ELEMENT	TEXT
Brief description of lessons learned (link to specific action or task)	The model of bringing in institutions like NYDA and SEDA to create appetite for youths to start their own enterprises has potential, as part of an exit strategy. Where such enterprises flourish, there is a trickle effect of creating employment opportunities. In general, there is limited 'after care' when beneficiaries exit the programme
Context and any related preconditions	Lack of interest/vocation for entrepreneurship
Targeted users /Beneficiaries	Youths
Challenges /negative lessons - Causal factors	High mortality rate of SMMEs, access to credit
Success / Positive Issues - Causal factors	Employment opportunities
ILO Administrative Issues (staff, resources, design, implementation)	Dialogue with the agencies to be foreseen in projects

LESSON LEARNED ELEMENT	TEXT
Brief description of lessons learned (link to specific action or task)	The ILO has room to sharpen its focus on creating and disseminating knowledge goods. Bi-annual reports indicate few to no knowledge products disseminated for wide usage, indicating the limited optimal learning from what is working and not working
Context and any related preconditions	ILO's online platform accessibility
Targeted users /Beneficiaries	Stakeholders and beneficiaries
Challenges /negative lessons - Causal factors	Collection and compilation of communication materials



ILO Technical Assistance to the EPWP (National Department of Public Works and Infrastructure and the Limpopo Department of Public Works Roads and Infrastructure)

Project DC/SYMBOL:SAF/04/01/SAF covering sub-projects SAF/04/53/SAF and SAF/04/54/SAF

Name of Evaluator: Cristina Rodrigues (Lead) and Takunda Chirau (Member)
Date: 6 November 2023

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

GOOD PRACTICE ELEMENT	TEXT
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The EPWP online reporting system is increasingly integrating gender and vulnerability disaggregated data, which can be explored and potentialized for ILO's communication and visibility purposes.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Available gender and vulnerability data; data sharing conditions and agreements need to be established
Establish a clear cause- effect relationship	Gender and vulnerability data showcase ILO's work and relevance in these areas
Indicate measurable impact and targeted beneficiaries	ILO's mandate and visibility of its work, namely among donors and beneficiaries
Potential for replication and by whom	Other UN, other international development actors
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Showcasing ILO's relevance and performance; and contributions to DWP and country programme
Other documents or relevant comments	Close communication with government is necessary

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