



INTERNATIONAL LABOUR ORGANIZATION  
TECHNICAL COOPERATION

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

1	<b>Project title</b>	Support to the National Department of Public Works on the implementation of the Expanded Public Works Programme (EPWP)
2	<b>Country</b>	Republic of South Africa
3	<b>Project number</b>	SAF/04/M54/SAF and SAF/04/M51/UKM
4	<b>Donor</b>	Government of South Africa & DFID
5	<b>Project start</b>	January 2005
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## List of Acronyms and Abbreviations

ASIST /ILO	-	Advisory Support and Information Services of the ILO
CBPWP	-	Community Based Public Works Programme
CETA	-	Construction Education and Training Authority
CIDB	-	Construction Industry Development Board
CTA	-	Chief Technical Adviser
DaO	-	Delivering as One
DoL	-	Department of Labour
DoT	-	Department of Transport
DoRT	-	Department of Roads and Transport
DPW	-	Department of Public Works
DDG	-	Deputy Director General
DFID	-	Department for International Development (of the UK)
DPE	-	Department of Public Enterprise
EIIP/ ILO	-	Employment Intensive Investment Programme of the ILO
EPWP	-	Expanded Public Works Programme
GSA	-	Government of South Africa
EI	-	Employment Intensive
ILO	-	International Labour Organization
KZN	-	KwaZulu Natal (Province of South Africa)
LDPW	-	Limpopo Department of Public Works
LEPWP	-	Limpopo Expanded Public Works Programme
LI	-	Labour Intensive
MEC	-	Member of the Executive Council
MIG	-	Municipal Infrastructure Grant
MoU	-	Memorandum of Understanding
NDPW	-	National Department of Public Works
NPWP	-	National Public Works Programme
PIG	-	Provincial Infrastructure Grant
PIU	-	Programme Implementation Unit
PSC	-	Project Steering Committee
RAL	-	Roads Agency Limpopo
RDP	-	Reconstruction and Development Programme
TA	-	Technical Assistance/Technical Advisor
TOR	-	Terms of Reference
UNCT	-	United Nations Country Team
UNDAF	-	United Nations Development Assistance Framework

## **1. Brief background on the project and its logic**

Following the political transition in 1994, the Government of South Africa adopted the Reconstruction and Development Programme (RDP) as the basis for policy development in government, anchored on the principle of meeting the 'basic needs' of poor people, majority of them Black, including jobs, land, housing, water, electricity, telecommunications, transport, nutrition, a clean and healthy environment, health care and social welfare. Reviews of Government performance since then seem to suggest that unemployment is at the root of poverty in the country. Government in response has since been making efforts, in terms of policies and programme implementation, to addressing poverty reduction through employment creation. To this end, Government has promoted the increased use of employment intensive approaches as a tool to address poverty and unemployment so as to improve livelihoods among the poor. Government initiatives in this regard include, among others, National Public Works Programme (NPWP), Community Based Public Works Programme (CBPWP), etc.

The ILO has demonstrated in many countries that labour-based methods can potentially create as much as six times more jobs per unit amount of investment compared to equipment based methods. Furthermore, the labour-based approach results in more economic benefits such as stimulating the local economy and a more equitable distribution of wealth. Given the persistently high unemployment situation in South Africa, in 2004, the Government launched the Expanded Public Works Programme (EPWP) with main objective to provide essential services and infrastructure to disadvantaged communities, develop skills of the unemployed and create the much needed employment through the application of appropriate technology.

Based on the Memorandum of Understanding (MoU) between the Government of South Africa (GSA) signed by the two parties (2005), it was agreed that the ILO will provide technical support to: a) GSA in the Implementation of the Expanded Public Works Programme (EPWP) at national level (under the umbrella code: SAF/04/M01/SAF); b) the National Department of Public Works (NDPW) - SAF/04/M54/SAF and; c) Limpopo Department of Public Works (LDPW) - SAF/04/M53/SAF. The MoU in reference was formulated to supplement and to be applied in conjunction with the agreement signed between DFID and the ILO under the umbrella project code SAF/04/M03/UKM to strengthen the implementation of EPWP at both national level and Limpopo province level, and is supposed to have similar objectives, outputs and identical programme documents, as per the attachments to the MoU (Annex 1 - National, and Annex 2 - Limpopo Province).

Since 2005, ILO in collaboration with GSA, has been implementing the project at national level: *Support to the National Department of Public Works on the implementation of the Expanded Public Works Programme (2005-2010)* through the

fielding of a Technical Assistance (TA) Team of three specialists comprising a Senior Technical Adviser (CTA and Team Leader) and two Labour Intensive specialists. The ILO TA team was attached to the Programme Implementing Unit (PIU) of the National Department of Works, Pretoria to support the implementation of the infrastructure component of the EPWP. By mid-2009, the CTA departed on expiry of his contract while the two ILO Labour Intensive specialists were deployed from NDPW to the provinces - one to Eastern Cape (also to cover Eastern Cape, Free State and Northern Cape), and the other to KwaZulu Natal (with additional responsibility to cover Mpumalanga and Western Cape) 2009. A new CTA employed and assigned to NDPW in Pretoria, assumed duty on 1<sup>st</sup> April 2010. The project was designed to support the implementation of the EPWP through technical support to the National Department of Public Works in the areas related to capacity building, development of network mechanisms between government agencies and other stakeholders, advocacy and research (ILO 2005). Under the MoU (2005), the Government of South Africa (GSA), represented by the National Department of Public Works (NDPW) and in collaboration with the Limpopo Department of Public Works (LDPW) committed to make available to the ILO, a sum of US\$3,941,986 representing Government's contribution for the support to be provided by the ILO in the implementation of the EPWP at national level.

## **2. Purpose and scope of evaluation**

### *2.1 Purpose*

The evaluation has been based on the norms and standards of the ILO and ethical safeguards. According to the Terms of Reference (TOR) for this exercise, the main purpose of the evaluation is "to provide independent assessment of the Technical assistance input provided by the ILO to the implementation of EPWP, assess the appropriateness of design as it relates to strategic and policy framework and to give directions for effectively utilizing ILO's inputs in the second phase of EPWP".

### *2.2 Objectives*

The specific objectives of this evaluation include the following:

- a) Assess whether the objectives of the Technical assistance support to the implementation of the EPWP phase 1 were achieved
- b) Assess the role of the ILO Technical Assistance in relation to the requirements of EPWP Phase II;
- c) Review the project design (for the separate ILO projects) and make recommendations on how these objectives could be realized in the newly signed agreements;
- d) Make recommendations for the necessary realignment of TA activities to the requirements of EPWP Phase II;
- e) Make recommendations on future direction, viability, and necessity of similar TA activities in the country based on availability of local capacity and expertise related to employment intensive technology and inform current discussions within ILO on whether a similar services could be replicated wider in South Africa; and

- f) Ascertain to what extent EPWP links to the Decent Work Country Programme and explore the implications of the programme for the wider national development agenda.

In order to address these specific and general objectives, the TOR specifies in detail the evaluation questions that should be asked in the course of field work: they revolve around the following critical programme implementation issues: Relevance and strategic fit; Validity of the design; Project effectiveness; Effectiveness of management arrangements; Efficiency of resource use; Impact orientation and sustainability; Lessons Learned and good practices. Project managers in the ILO and in Government were requested at meetings to provide answers to questions framed around these issues, and their analyzed responses together with data from official records of the implementing agencies provided the basis for addressing the purpose and objectives of the exercise.

### *2.3 Scope of work*

The evaluation, which was carried out between 25 October and 09 December 2010, covered all the technical and management support provided by the ILO to the EPWP at national level since 2005 based on the original and the revised collaboration agreements and project documents. The consultancy service involved, among others: desk study of all relevant project documents and Memoranda of Understanding, EPWP policy and implementation guidelines, Business Plans, Sector Plans, technical manuals, progress reports and work plans and; assessment of the effectiveness and efficiency of the ILO Technical Assistance input into the national EPWP through meetings with the relevant authorities at National, provinces hosting the TAs and Provincial Roads Authorities.

### *2.4 Clients*

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

## **3. Methodology and limitations**

### *3.1 Data sources*

This is a detailed evaluation and review of activities, outputs and outcomes of the EPWP based on agreed key performance indicators. Information for the evaluation utilized data and information derived from both primary and secondary sources; it was a combination of desk review of relevant literature and documents (published and unpublished) and collection of primary data through interview of selected programme implementers and managers from the ILO office in Pretoria and the Government of South Africa, as well as two provinces, KwaZulu Natal and Eastern Cape.

The desk study covered all relevant project documents and Memoranda of Understanding, EPWP policy and implementation guidelines, Business Plans,

Sector Plans, technical manuals, progress reports, workshop and seminar reports, ILO mission reports, and work plans. The ILO office provided link to relevant websites where additional general background information was obtained: [www.ilo.org](http://www.ilo.org), [www.epwp.gov.za](http://www.epwp.gov.za) and [www.limpopo.gov.za](http://www.limpopo.gov.za).

The consultant held meetings with the ILO staff of technical units and the field technical specialists who have been involved with the management and implementation of the project, in order to assess the capacity of the Office itself to deliver on the promises in the project document.

#### *Limitations*

One major limitation of the exercise is that it combined two evaluations (the ILO National project and the Limpopo Province project) into one, and within a very limited time and both requiring extensive travels in the country to attend meetings and conduct interviews (see list of persons met in Annex 1 of this report). According to the Terms of reference and its work schedule, the ILO evaluation management allowed only two days for data analysis and preparation of the two draft reports, this one and the other on the Limpopo EPWP project. Following discussions with the ILO project management, it was agreed to extend the contract period for 01 December to 09 December 2010 so as to allow 7 working days for the preparation and finalization of the two reports.

## **4. Findings**

Based on the data and information collected from this study, the findings are presented in this section focusing on the relevance and strategic fit of the project; the validity of the design; project effectiveness; effectiveness of the management arrangements; efficiency of resource use and; project impact orientation and sustainability.

### **4.1 Project relevance and strategic fit**

EPWP had a target of providing employment opportunities and training to at least one million targeted unemployed people in its first five years (2005-2009). The plan identified four major sectors in the economy and devised strategy to create employment opportunities in the following ways: i) Infrastructure sector - Increasing the labour intensity of government-funded infrastructure projects; ii) Environmental sector - Creating work opportunities in public environmental programmes (e.g. Working for Water); iii) Social sector - Creating work opportunities in public social programmes (e.g. community-based health and social welfare care and early childhood development) and iv) Economic sector: Developing small businesses and cooperatives, including utilizing general government expenditure on goods and services to provide the work experience component of small enterprise learnership/incubation programmes. [President Thabo Mbeki. State of the Nation Address in February 2003].

The ILO project titled: *Support to the National Department of Public Works On the implementation of the Expanded Public Works Programme (2005-2010)*, was designed

to support the implementation of the EPWP in South Africa through technical support to the National Public Works Programme in the areas related to capacity building, development of network mechanisms between government agencies and other stakeholders, and research (ILO 2005). In the context of the EPWP initiative by GSA, this project addresses the 'Infrastructure Sector' of EPWP as conceived by the Government, with the strategy of increasing the labour intensity of government infrastructure projects. The use of employment intensive methods of work during the delivery and maintenance of infrastructure has been identified as tools that will stimulate the creation of employment opportunities. To achieve this, the ILO project places emphasis on training for capacity building and sustainability of project activities, such as project identification, project management and sectoral coordination. In addition, the ILO project focuses on sensitization and advocacy to achieve a re-orientation of all the collaborating groups (Government technocrats, trainers, contractors, project implementers, mentors, etc) to accepting the importance and relevance of labour intensive strategies. It is thus expected that emerging contractors and all the major actors who have benefited from the ILO technical interventions will partner with the government in the delivery process of the EPWP. Therefore, there is no doubt about the relevance of this project to the EPWP in South Africa.

## **4.2 Validity of the design**

### *4.2.1 Objective*

In terms of objective, the ILO project document does not contain a clear statement of objective. The first CTA in his final report (2009) on the project "summarized" the project objective as follows: *"Support the EPWP Infrastructure Unit in its task of assisting Public Bodies implement EPWP in accordance with, and following the EPWP Guidelines and in accordance with the principles of effective use of Labour Intensive Technologies"* [Tseggai Elias, Project Terminal Report, March 2009]. Also, in the Inception and Progress Report (June 2009-May 2010) prepared by the successor CTA the objective of the project is re-defined as follows: *"To enhance the capacity of the EPWP infrastructure sector to deliberately optimise the creation of decent work opportunities in a manner that enhances labour intensity of government-funded infrastructure projects"*. In the ILO Work Plan (01 April 2010 - 31 March 2011) designed for the continuation of the project, the immediate objective of the 'ILO Technical Team' is defined as follows: *"The capacity of the EPWP Phase 2 infrastructure sector component enhanced to optimise the creation of decent work opportunities in a manner that increases labour intensity"*. (ILO Work Plan 1 April 2010 to 31 March 2011). This is more a statement of output rather than objective.

It is clear from the above that the ILO project under review has no single operational definition of objective, although when analyzed, the different definitions seem to be addressing the same issue. Taken together, the statements of definition of project objective are relevant to this evaluation because they reflect the objectives of EPWP Phases 1 and 2. Given that unemployment has



remained a persistent problem in South Africa, the stated objectives, which are basically the same, remain valid.

#### *4.2.2 Strategy*

The overall strategy for addressing this project was anchored on providing support to the implementation of the infrastructure component of EPWP, particularly providing technical advice in the delivery of infrastructure using employment intensive approaches, support and quality control of the learnership programme. To this end, the ILO appointed a TA team to support the PIU in the implementation of the infrastructure component of the EPWP at national level and specifically the implementation of the labour intensive learnership programme. The project document (Annex 1 of the MoU on EPWP) identifies some of the support (areas) strategies that the ILO TA team will focus on as follows:

- Coordinating programme activities between the various stakeholders in the programme such as DPW, CETA, IDT, Department of Labour, banks, learner contractors, mentors and participating provinces and municipalities
- Chairing the management committees for the various regional programmes
- Assisting participating public bodies with the selection of appropriate projects for learner contractors
- Assisting public bodies with ensuring that the relevant project documents are completed as required and that the projects are designed in accordance with DPW EPWP Guidelines
- Reporting on progress of the programme
- Ensuring that all parties meet their commitments as agreed in the Management Plan and agreed upon implementation plans
- Managing the mentors assigned to the learner contractors by the DPW
- Carrying out researches and studies that contribute to the optimization and mainstreaming of the use EI approaches in the construction sector
- Ensuring that application of appropriate labour standards in view of creating a decent working environment and improved productivity

A few of the 'areas' identified in the project document are stated as activities; but the evaluation has modified them to read as strategies. The 2010 Work Plan specifies strategies and the logical framework of the Plan has outputs and indicators from which strategies can be deduced. However, the indicators have no stated baselines and targets against which progress in implementation could be objectively analysed. It is therefore, problematic to trace progress in project implementation from Phase 1 to Phase 2 due to the lack of comparability in their strategies and output indicators.

#### *4.2.3 Project outputs*

The project outputs, have been defined in the project document as follows: a) 750 learnerships provided that meet the qualification standards set by CETA; b) No

of registered training providers increased and their delivery capacity and ability strengthened; c) About 750,000 employment opportunities created during the full Programme period; d) The number of emerging contractors that are using employment intensive approaches increased and are actively participating in the delivery process in all provinces; e) Support provided to the overall achievement of the infrastructure component of EPWP.

In real terms, the stated outputs (except the last one) are output indicators for the EPWP rather than outputs of the ILO EPWP support project. ILO outputs should be defined in relation to its strategies, and not the overall impact of combined efforts and inputs of all the stakeholders (Government Departments, private sector, local and international agencies, etc) in the implementation of EPWP. In essence, only one of the above outputs is ILO project specific; the others relate to the EPWP as a national Government programme supported by numerous agencies, including the ILO. The project document correctly makes reference to Annex 1, which contains “the full EPWP logical framework” (MoU 2005). However, only output 5: “Public Sector capacity to implement labour intensive service delivery programmes to standard developed” is relevant to the ILO project being evaluated. Based on the logical framework, output 5 spans the four sectors and correctly defines project output indicators as follows for infrastructure sector as: 1,000 number of local and provincial government officials acquire skills in labour intensive project management for the delivery of low-volume roads, trenching, storm water and sidewalks. Three other sectors are jointly defined in relation to infrastructure under output 5 as follows: i) Environmental - Officials capacitated to manage labour intensive contracts; ii) Social - Officials equipped to manage labour intensive contracts and Provincial NGO/CBO coordination units established and institutionalized in each province and iii) Economic - Public sector officials exposed to labour intensive approaches to service provision and officials equipped to manage labour intensive tendering procedures.

The ILO team realized that the logical framework (LogFrame) attached to the MoU was inappropriate for the ILO project, but the ‘new’ LogFrame of April 2010 addressing the project is not much of an improvement. The immediate objective is not clarified; the outputs are pitched at high level (above the capacity of the ILO project); and the indicators, where relevant, are not supported by baselines and targets. However, the ILO team work plan attached to the LogFrame shows an improvement; but the EPWP Phase 1 ILO terminal report of March 2009 (Attachment 3) shows “EPWP global achievements” rather than those of the ILO. For some of the indicators, it might be safe to set the baseline at zero. And for the sake of efficient project management, the LogFrame should focus on the ILO project rather than the EPWP LogFrame which was designed by Government and ILO for the programme before the support project was formulated.

Following the exit of the project CTA in 2009, a new CTA was recruited 01 April 2010. The new CTA prepared an inception report detailing the challenges faced by the project including the confusion between the ILO project and EPWP in terms of project outputs and their indicators. As an initial solution, the CTA and the two TAs worked with the DPW and produced a project Logframe covering the EPWP Phase 2 and based on the same developed a Work Plan covering the period from 1 April 2010 to March 2011. The Work Plan has a project logical framework with defined outputs and indicators but lacking in baselines and targets for the indicators. The 'new' outputs are based on "Key Results Areas" rather than the four EPWP sectors which form the basis of the project strategies. The Key Result Areas and their corresponding outputs are stated in the Work Plan (01 April 2010 to 31 March 2011) in the following areas: Policy development and promotion; Skills/Capacity development; Project management and technical support; Research and; Advocacy.

Since the priorities for ILO support to the NDPW, from where these outputs were drawn, was designed jointly by ILO TA team and NDPW, it is safe to assume that these will guide project implementation till the end of EPWP Phase 2. In order to complete the LogFrame in the work plan, it is suggested that the concerned parties agree to baseline measures for all the output indicators and their corresponding targets to provide a sound basis for monitoring and future evaluation. Without a new project document which addresses all the limitations of Phase 1 project document, there will be no basis for the Phase 2 project Work Plan. In addition, it is the project document that should provide the reference point for any future evaluation of this project. Both Government and the ILO should commit to the authenticity of the Phase 2 project document as the Annex to the latest amended MoU.

Considering the results that were achieved, the project design was not realistic. This should not be surprising because project outputs have been set at the national level of the Government EPWP, rather than at the level of the ILO project. In reality, since the activities were carried out (2005-2009) without well specified outputs and indicators, the extent to which those activities were geared toward achieving any particular output is misty; and in the absence of indicator baselines and targets, progress can only be described rather than measured and analyzed.

In terms of sustainability, the project makes provision for on-the-job training of national counterparts in the NDPW in Pretoria who are expected to work closely with the ILO Technical Advisory team. When the project strategy was modified in 2008, the TA team was decentralized, also with the objective of skills transfer to national counterparts at provincial level. If national counterparts had been deployed in adequate number and quality, sustainability of the project activities should not pose a challenge. However, both at the national level in the NDPW and in the two provinces where the other two TAs have been located, deploying counterparts to work with and understudy the ILO team remained a challenge to

date, particularly in the two provinces. Although efforts were made at national level to deploy a counterpart to the CTA, the ILO project management should encourage the Government to ensure adequacy in terms of number and relevance of professional background. Government is aware of this challenge and plans to correct the situation to the extent possible during the 2<sup>nd</sup> Phase of EPWP. In essence for now, the ILO project activities under the national EPWP are unsustainable.

In the case of KwaZulu Natal where national support strategy is being implemented, the ILO Advisor there is working on a concept note for the institutionalization of LI approaches through strengthening the Training Center in the Department of Transport, Pietermaritzburg. The Department is willing to consider the concept paper and subsequently develop a project document for its implementation. In this regard, the ILO team should support the process in Pietermaritzburg, from concept paper to project design and eventual implementation.

### ***Recommendation***

In view of the shortcomings of the design of the ILO project document on which the Work Plan for Phase 2 has been based (Annex 1 to the MoU 2005), it is suggested that a new project document for Phase 2 should be formulated, guided by an approved structure by the ILO and GSA which addresses the following:

- i) Background
- ii) Goal, objectives and strategies of EPWP
- iii) Project objective
- iv) Project strategies
- v) Project outputs and indicators
- vi) ILO and Government inputs, capacities and their roles
- vii) Project assumptions and risks
- viii) Project implementation arrangements
- ix) Sustainability of project activities
- x) Cooperation and collaboration (UNCT Delivering as 'One')
- xi) Monitoring and evaluation
- xii) Budget summary and budget justification
- xiii) Logical Framework for the project

### **4.3 Analysis of project implementation**

During the 1<sup>st</sup> phase of EPWP (2005-2009), the ILO provided support to the programme at national level through the fielding of a Technical Assistance (TA) Team of three specialists comprising a Senior Technical Adviser (CTA and Team Leader) and two Labour Intensive specialists. The ILO TA team was attached to the Programme Implementing Unit (PIU) of the National Department of Works, Pretoria to support the implementation of the infrastructure component of the EPWP. In order to respond to the rising demand for technical support to EPWP implementation by the provincial governments (apart from Limpopo which started a parallel programme with ILO support since 2005), and also due to

changes in the ILO TA situation, the ILO support structure was changed by management.

The change was effected in 2009, marked by the exit of the CTA and re-deployment of the other two Labour Intensive specialists to the provinces - one to Eastern Cape (also to cover Eastern Cape, Free State and Northern Cape), and the other to KwaZulu Natal (with additional responsibility to cover Mpumalanga and Western Cape) 2009. These staff changes define the strategy for ILO's support to the national EPWP Phase 2 (2010-2014), ostensibly to ensure that the ILO technical support has a wider reach in the country. While this strategy is not inherently poor, the manner in which the ILO TAs were sent to their respective Departments in KwaZulu Natal and Eastern Cape left much to be desired. Their host Departments noted that the ILO TAs were sent in without any official ILO/Government protocol, which should have addressed their status as ILO Technical Advisors. In the circumstance, the TAs have struggled for recognition over time, with adverse effect on their ability to truly provide technical advice. The ILO project management should correct this administrative lapse sooner than later.

In phase 1, the ILO deployed its team of three technical advisors (TAs) to the National Department of Public Works (NDPW) in Pretoria, to strengthen its delivery capacity through training and the development of various tools and methodologies appropriate to labour intensity. The focus of the project has been on the infrastructure component of the EPWP and is aimed at strengthening the capacity of the Programme Implementation Unit (PIU) of the NDPW in its tasks of providing practical technical inputs to actual project implementing partners. The ILO TA interventions were expected to help create an effective technical support capacity within the NDPW for achieving the goals and objectives of the EPWP. To this end, the ILO team was initially deployed to the NDPW. Although based in Pretoria, it was expected that the inputs and services of the team would be available to all implementing partner institutions and would therefore be extended to cover practically the whole country.

Project reporting by the TA team from 2005 to 2009 was fragmentary; the project team, together and individually, produced monthly, bi-annual and annual project reports at national, and later and at provincial levels without an agreed structure for reporting. Since the indicators employed refer to outputs at national as well as provincial levels and without set targets, it is difficult to determine progress achieved during the period in reference beyond a mere listing of activities carried out.

#### **4.4 Project effectiveness**

The work of the TA team during the First Phase of EPWP was supported by a detailed Annual Work Plan as well as Individual Performance Plan for each Technical Advisor. Since there are no project indicator baselines and targets to work with, reliance can only be placed on the amount and quality of activities

carried out by the team. Based on the available project reports and field consultations, the objective of the project has been achieved to some extent through direct and intensive interaction with key national actors, training of target groups and provision of technical support to implementing partners in the field including Provinces.

### *TA inputs*

In support of capacity building, the ILO team provided technical advice to EPWP management at two levels: at national level to counterparts; and at Local Government levels -Provincial to EPWP implementing partners. The team supported the EPWP Implementation Unit in coordinating and providing guidance and advice to implementing bodies. This was achieved through participation in Workshops, Planning meetings and working sessions, review of proposals, draft reports, project write-ups and review of tender and contract documents for compliance to EPWP conditions, etc.

The development of practical tools was one major area where the ILO could have made significant impact and assured sustainability of programme activities. However, not much was accomplished in developing appropriate tools for labour intensive contracting and project implementation. The team prepared a document titled: *EPWP Infrastructure Implementation Manual: a Practical Guide* which focuses on the major steps of EPWP Infrastructure Implementation Processes. It was the only manual published under this project and is being distributed. This manual is a handy reference book that is targeted at policy decision makers, planners and managers of EPWP implementation. However, project management may wish to consider peer reviewing the document and if found to be of good quality publish and disseminate it for wider use. There are other references in the reports available to “Technical Guidance Series being drafted”, but no concrete proof was found during this evaluation. Considering the strength of the ILO team, this aspect of capacity building has been poorly addressed and should be better handled during EPWP Phase 2.

Following their deployment to the provinces, the two TAs have worked in collaboration with the TAs in Limpopo province in the drafting of a number of documents on EPWP, which project management may wish to review. The KwaZulu Natal based TA has three such documents drafted: i) Curriculum for the training of Mentors involved in the Vuk’uphile Programme in Labour-intensive Methods of Construction; ii) Generic labour intensive bidding for use by the public bodies implementing EPWP and; iii) Manual for implementation of the construction of roads Labour-intensively. On his part, the TA in Eastern Cape has had his hands on a number of draft documents as well; namely, i) Guide for design of EPWP Projects: To achieve more than 4.28 FTEs per Million Rands of project costs, Bisho, Eastern Cape, (10 Sept. 2009); ii) Concept Note on Generation of appropriate local capacity to handle EPWP/LIC projects and road works, Bisho, Eastern Cape, (July 2009); iii) Contractor development - Discussion Paper (November 2009); iv) Establishment of local construction industry and capacity

building (undated); v) A tool to guide the process of planning, implementation, monitoring and evaluation of EPWP projects with the intention to generate appropriate EPWP reports. Their records also show a number of project ideas for developing guidelines for EPWP training and project implementation at different stages of development. Taken together, the TAs should be encouraged to engage in collaborative work, between them and with the Limpopo team so as to finalize these draft documents and publish and disseminate them for wider application.

Although the details are sketchy, the EPWP Phase 2 LogFrame from which the April 2010- March 2011 project Work Plan is based indicates a focus on an output indicator in this direction. The team should learn from the experience of the Limpopo project which has made remarkable contributions to the development of such tools. One suggestion is that some of the Limpopo Manuals, Tools and Guidelines produced under a parallel ILO project are relevant to national and provincial situation as well; therefore, the management of both projects should agree to a common strategy for promoting national ownership of these important documents, publish and disseminate them for use throughout the country.

Training is perhaps the strongest point of the ILO project interventions at national level since 2005. The national ILO project team, in collaboration with the Limpopo team and sectoral managers, conducted a number of training activities. These training engagements, based on their typology, level of presentations and length of time allocated, etc., can be grouped into three main categories: i) the EPWP induction of senior Government Officials; ii) the re-orientation course for mentors and; iii) initiation training of Youth and community members. The details of the training activities carried out under this project are presented in the Annex 2 of this report. The output indicators for training can be summarized as follows:

- Over 60 mentors have been given a solid two weeks' hands on re-orientation Technical Training on Labour Based Methods;
- Over 30 consultants have had a one week induction including training in LB methods;
- Over 150 senior government officials at local level have been given 1-2 days orientation on the programme with a good dose on LB Methods;
- Close to 50 Vuk'uphile Learners have been given one week induction in LB methods; and
- Close to 500 youth have been given an induction into the built environment and LB methods.

As training is one of ILO's main tools of engagement and training has responded positively to the project Team Terms of Reference, the team itself is of the view that more could have been done in this area with the staff that was in place and the materials available. This was not to be, mainly because of the manner in which trainings were structured and the formalized approach to such training activities in the country, which is based on outsourcing to vendors who often deliver poorly. It should also be added that, the inability of the team to work

together for most of the time could have been a major contributor to poor performance in this area.

It is not clear from the process followed if the TAs were given any guidance on gender mainstreaming in their work. From the records of training and related activities carried out, reported data were not disaggregated by sex.

The project document places emphasis on research for tools development and application of appropriate technology in LIC; during the review period, the TA team paid insufficient attention to this capacity building strategy. Most of the technical assistance was on providing advice on the ground and gap-filling in routine administrative works. This, according to the CTA's final report (2009) "has resulted in the ultimate deficit with regard to important expected outputs of Reports, Tools and Guidelines based on labour-based good (or bad) practice documentation of experiences throughout South Africa". In an effort to influence the EPWP Managers and Coordinators to be conversant with the Labour Based Technologies and enabled to follow the latest developments in related thinking, the ILO national team introduced the ILO Courses offered at the ILO Training Centre in Turin, Italy to a handful of groups from some Provinces. The extent to which this output was successful is unknown; a direct study tour to Turin, as done under the Limpopo project, is recommended. Also at national level, NDPW is working on a concept paper on EPWP training and would wish to enlist the support of the ILO in developing a National Training Centre of Excellence (possibly on Pilot basis at Giyani, Limpopo province), for replication in other provinces later.

#### *Focus areas for future outputs*

Given the shortcomings of past performance and the challenge of EPWP Phase 2, the ILO CTA in his 'Inception and Progress Report - June 2009 - May 2010' outlined the team outputs in five areas: i) Policy development and promotion - Contribution made to development and promotion of appropriate employment intensive investment policies for the EPWP Phase 2; ii) Skills / Capacity Development - Contribution made to enhance the capacity of institutions implementing the EPWP Phase 2 to execute employment intensive projects as per EPWP principles; iii) Project Management and Technical Support - Project management and technical support provided to institutions implementing the EPWP Phase 2 to execute employment intensive projects as per EPWP principle; iv) Research - Researches and studies that contribute to optimization and mainstreaming of the use of Employment Intensive (EI) methods carried out in collaboration with relevant stakeholders implementing the EPWP Phase 2 and; v) Advocacy - Adoption and application of strategies, processes and tools that contribute to up-scaling of the EPWP promoted to relevant stakeholders. These outputs were discussed and supported by the ILO/GSA project review meeting held 03 November 2010.



While Government is appreciative of the ILO project's contribution towards EPWP implementation in KwaZulu Natal, the Province would expect additional support from the ILO during EPWP Phase 2. The specific areas in which future ILO technical support would be needed include research for project identification; Road safety; Development of relevant policy and program guidelines for LI applications; maintenance of public infrastructure, including buildings and water. Another future support area is training in the different LI levels for all officials, including managers (Fellowships). The training areas identified are Business Plan Formulation, Costing projects, and financial management. Also, the current generation of supervisors is said to be getting old, but without any background training though experienced; they need to be exposed to appropriate training. Government would also appreciate information sharing, particularly documents developed in Limpopo. Government is also interested in the institutionalization of the training programme and has argued that training should be continuous and, better still, carried out in-house for a more effective supervision and quality control; which is why KZN is planning to institutionalize training in LI within the Department of Transport. Lastly, the ILO support would be appreciated in the area of policy and programme formulation to address training, capacity building and implementation of EPWP in the province.

The Provincial Government of Eastern Cape, while also appreciating the good work and inputs by the ILO to the EPWP, has expressed future intervention of a management nature. From their account, it would seem that the TA was sent to the Department of Public Works by the ILO without adequate protocol and this, according to their judgement has compromised the level of recognition accorded the TA. A simple introduction through the Premier's Office as an ILO expert would have been sufficient to place him appropriately within the Department's structure. The ILO management should still consider this as a gap that must be filled sooner than later. Apart from the management gap, the following areas of future technical interventions in the Province have been identified in the course of this evaluation: i) Capacity building for labour-based works; ii) Training programmes for Contractor development; iii) Technical support to the Department of Public Works and the Local Municipality to increase employment and participation of local communities; iv) Support to undertake study tours abroad (including Turin, India, etc.); Development of user-friendly policy documents on EPWP.

### ***Backstopping***

Support by the ILO was critical to the formulation of an effective strategy for implementing EPWP. The ILO Area Office in Pretoria and the ILO Advisory Support, Information Services and Training (ASIST) programme, Harare provided technical support to the Government in 2004 for the formulation of an implementation strategy for the EPWP; thus building upon previous support provided to the Department of Public Works (DPW) in evaluating the Community Employment Programme (CEP), the Community Based Public

Works Programme (CBPWP), and the 'Gundo Lashu' Emerging Contractor Development Programme - all government-funded poverty alleviation programmes addressing infrastructure and employment problems in previously

In the beginning, the ILO/ASIST which was based in Zimbabwe backstopped the project, providing fairly regular technical support at national level and to the Limpopo project. The details are murky, but the available information suggests that the ILO/ASIST official from Harare responsible for backstopping the EPWP in South Africa almost became embroiled in the local wrangling among the TAs and quietly withdrew from the backstopping role after three years into the project. Backstopping mission reports, however, show that during the period 2008 - 2008, the missions were effective. With the deployment of a Senior Specialist to the office in Pretoria, it is assured that both the national and Limpopo projects will receive commensurate backstopping during the EPWP Phase 2.

### *Contribution to the national programme*

The target of the first phase of the Expanded Public Works Programme (EPWP) was to create 1 million work opportunities between 2005 and 2009; the target was achieved a year ahead of schedule. This achievement encouraged the Government to move to Phase 2 of EPWP (2009-2014) with a more ambitious target to create 4.5 million work opportunities for the poor and unemployed in the country. With this, Government is determined to use EPWP to contribute to the achievement of MDG 1 target to halve unemployment by 2014, through the delivery of public and community services. This implies scaling up from 210,000 Full Time Equivalent (FTEs) in Year 1 to 610 000 FTEs in Year 5 or the equivalent to 2 million FTEs over 5 a five-year period. The renewed vigor by Government to up-scale EPWP during Phase 2 of the programme should be a challenge to the ILO.

In terms of efficiency, the reports of evaluations done on the EPWP first phase clearly indicate that there is room for improvement in the performance of the programme. It has been observed that in some EPWP infrastructure projects the EPWP should and could have technically helped implementing partners improve their technical competence and thereby their performance in achieving higher levels of productivity, lower levels of unit cost and better quality of assets. For illustration, analysis of the papers presented at the EPWP National Conference in Johannesburg (27-29 October, 2010) concluded, in part, that due to lack of adherence to the DoRA requirements, insufficient work opportunities have been generated given the amount of expenditure. According to the Conference Report prepared for the Development Policy Research Unit Conference (2010), in relation to the Infrastructure Sector, just over one million work opportunities were generated at a cost R42 billion, instead of a projected 750 000 for the R15 billion budgeted in 2004. In relation to infrastructure, the analysis also noted that the EPWP as currently being managed is not a development programme but rather an ad hoc collection of existing and new projects; and in terms of

implementation, there has been little or no enforcement to date with respect to labour intensity, type of project or component of project, related contractual documentation and training. All these suggest that the ILO project could have played a better role in addressing the fragmentation of activities under the EPWP and enforcement of labour intensity in contract tendering and project management. Part of the challenge lies with the number of Experts deployed to project; it is not feasible for only three TAs to cover the South Africa terrain at national level and in eight (excluding Limpopo) provinces. Even the four TAs in Limpopo province alone have been unable to cover much beyond the infrastructure sector.

The TA in KwaZulu Natal is working on the draft of Labour Intensive Policy, and plans are under way to formalize the draft by the end of 2010/2011 FY. In addition, a provincial EPWP framework is being developed through a stakeholder driven approach facilitated by the ILO CTA supported by the provincially based TA.

Both the National and Limpopo components of the ILO project on EPWP have made contributions to the social and economic aspects of the programme in several ways. First, through collaboration, the two teams were able to jointly address training and capacity building issues. There was close collaboration between the ILO - Limpopo and National EPWP Teams in the areas of technical documentations, training and capacity development, from 2006 until 2008. At least, three joint training sessions were undertaken and materials developed to facilitate the training. Secondly, the two projects addressed employment creation as a strategy of the EPWP for reducing poverty among the disadvantaged. The social dimension of EPWP is yet to be fully addressed; efforts so far, particularly in Limpopo, have been focused on contractor facilitation at community level. With emerging contractors attention has been on conflict resolution, while re-orientation of the existing contractors has been addressed through training. Another social issue addressed related to conflict of authority where Local Municipality project received interventions from the provincial Government. Perhaps the immediate challenge has to do with tendering requirements which often set a limit on local participation because lack of capacity at the local level.

It is difficult at this stage to determine the realistic long-term effects of the programme on the poverty level and decent work conditions of the people. Indeed, the indicator being used at the national level to measure EPWP performance is mainly on the number of job opportunities created; what has not been fully understood are the spin-offs from aspects of infrastructure development, particularly the emergence of ancillary services such as food vendors and other small scale enterprises as a road is being constructed, or discovery of local resources that could stimulate enterprise development. In this regard, an impact assessment of the EPWP Phase 1 is highly recommended.

In terms of capacity development of people and that of national institutions, not much was achieved during the first four years of the ILO project. Section 5 of this report on impact orientation and sustainability addresses this issue in more detail but suffice it to conclude that the few training programmes undertaken during much of EPWP Phase 1 could hardly build substantial capacity either of the existing contractors who need re-orientation or the emerging ones who need training. The re-deployment of the two TAs to the provinces may have detracted from any centralized strategy to address capacity building, although the two provinces to which they have been deployed are beginning to benefit from their expert interventions in training, project identification/supervision, and policy development. Having been on the ground for barely 18 months, it is too early to speak about sustainability of their capacity building activities. In essence, if the ILO Component of the programme were to end today, the national and provincial institutions and implementing partners would find it difficult to continue the programme or carry forward its results without external support.

#### **4.5 Efficiency of resource use**

In terms of utilization of resources (human resources, time, expertise, funds etc.) and their deployment to provide the necessary support and to achieve the broader programme objectives, the ILO project has adequate strategies but faced a number of challenges in the process of execution.

##### *Human resources*

In order to ensure efficiency of project delivery, the ILO experts were selected in such a manner that they had backgrounds and complimentary competences that were relevant to respective foreseen functions as follows: i) Team Leader (CTA) with extensive policy and planning competence and project management experience; ii) Labour Intensive specialist with experience in training and supervision of implementation; iii) Labour Intensive specialist with relevant experience in Urban and Community Based works. It might be argued that considering the magnitude of the EPWP in terms of complexity of activities involved and the multiplicity of actors in all the sectors and across the country from national to provincial and down to Local municipalities, three technical Advisors could only do so much within the limits of time. However, the inability of the team of three members to work together for much of the project duration not only undermined the integrity of the ILO as Government itself testified, but jeopardized their ability to take advantage of collaborative work in training, project monitoring, management support and research.

The project CTA (2005-2009) has the following on record: *“It has to be admitted that there were **internal team weaknesses** which had some negative impact on the team cohesion, cooperation and effectiveness. Although the ILO Team had, theoretically, the individuals with the right qualifications whose experiences and skills were quite complimentary, the performance of the team was clearly less than optimal. There was a clear lack of coordination and rather deficient spirit of collaboration among the team members which rendered the team not so effective in making forceful inputs and made its assistance to beneficiaries less impactful. A clear sign of this is the poor performance in producing documentary outputs of tools manuals and reports as*

*detailed in 6.4 below. There should, perhaps, have been a more serious and formal means of dealing with the persisting conflict situation within the team in the interest of their tasks and responsibilities". [Tseggai Elias, ILO CTA, EPWP project Final Report, 2009, p11).*

The ILO project management intervened, following which the first CTA (Tseggai Elias) left the project in March 2009 and another CTA (G. Sibanda) was recruited in April 2010; the two Technical Advisors on the project were re-engaged in June 2009. Perhaps in a bit to forestall any potential wrangling of the sort that led to the disbandment of the first TA team, project management decided to split the new team: the new CTA was retained in Pretoria, one TA was moved to Eastern Cape in June and the other to KwaZulu Natal in November 2009. Apart from the time lost in advertisement and recruitment of the same persons, their subsequent deployment to two regions, with added responsibility to extend their services to two additional provinces each meant that the consolidated technical support to the Government at the centre, though inadequate, must now be shared among nine provinces and the centre. Through this strategy, the ILO project may have overstretched its limited capacity to support the EPWP in South Africa, particularly in the last two years. Unable to respond to the demands at their respective locations, the TAs placed in the provinces have hardly been able to move beyond their province of residence; within one year, each of them managed to go on one mission outside their provinces. ILO may wish to re-visit this strategy not by withdrawing those already deployed to the provinces because their services are highly demanded, but by providing similar support (even through backstopping) to as many provinces as possible. After all, Limpopo province alone has been supported by five (later four) Technical Advisors from 2005 to date and demand for their services seems to be increasing.

#### *Project financial management*

Funding has not been a problem for this project, but its management created few but significant challenges in the past. The MoU (2005) states that "as soon as the Memorandum comes into operation, NDPW will make an initial deposit of US\$689,100 (six hundred eighty nine thousand one hundred US Dollars) into the ILO's Account. Subsequent disbursements will be made on a biannual basis after receipt in NDPW of a Statement ("the Statement") from the ILO detailing the actual expenditure incurred against the initial deposit and any subsequent disbursements made".

By implication, the project should not have funding problems if ILO invoicing is adequate and timely. The records of project income compiled by the ILO, Geneva (27 September 2010) show that after the initial payment by NDPW in March 2005, the next installment of US\$650,000 was received only in March 2006, a year instead of 6 months after the first payment. The next payment after that was even over a year (April 2007), while three payments were received in 2008 (January, March and June). After the June 2008 payment, it took another 16 months (October 2009) to record another payment upon invoice by the ILO, followed by another payment a month later. Due to cumulative under-invoicing by the ILO

Geneva, the project budget was in the red for about 2 years, almost forcing project closure – not because the money was not there but due to administrative delays in preparing and submitting adequate invoices in time. Both parties reviewed the situation upon the arrival of the new CTA culminating in a transfer of US\$1m (to be shared with the Limpopo Project) in August 2010, another US\$1m in October 2010. Furthermore NDPW and ILO at their most recent Progress Review meeting of 3 November 2010 in Pretoria agreed to rectify the shortcomings during EPWP Phase 2. At the review meeting the NDPW undertook to disburse another US\$1.5m as soon as ILO submits and invoice. Now the financial situation has no red figures; but looking back, the management of project funds during Phase 1 by the ILO, Geneva left much to be desired.

#### *Technical support costs*

Analysis of the project expenditures shows that the bulk of the project costs (80.9%) went to payment for the services of Experts and Consultants, obviously because it is a capacity building project. Given the impact of the interventions of the TAs in training, development of tools, research and advocacy on the target beneficiaries to which Government testified in the course of this evaluation, the funds were appropriately and effectively utilized.

Mission costs amounted to only 0.3% of the overall expenditure from 2005 to 2010, mostly local missions given that external backstopping of the project by the ILO was only the first three years of the project and of limited effect. As the project moved into Phase 2, there is now a Senior Specialist in the ILO Office in Pretoria who, among others, will provide technical backstopping of the project in the light of increasing demand for support in all the provinces and the inability of the three Advisors to stretch beyond their current limits.

Another item of expenditure during Phase 1 was Fellowship, amounting to US\$65,431, all of which supported study tours to India during 31 March to 8 April 2006. The delegation comprised the Deputy Minister of Public Works and senior EPWP Managers, Provincial Officials, Heads of Partner Agencies, and EPWP Coordinators. The aim of the tour was to expose policy and decision makers to the subject matter of “Employment Guarantee” in Public Works as a poverty reduction tool and for them to see and learn how the method is being adopted for implementing such a scheme in India and from the lessons learned consider the relevance of such a scheme to the South African context. Mission report shows that the tour provided the delegation an opportunity for a good exposure to the Indian Scheme and was assessed as very successful by all participants. Following the mission, a “Bilateral Collaboration Agreement” was prepared between the two National Governments. More of such study tours should be supported by the project in its second Phase; but more importantly, the major national and provincial EPWP actors in the country should benefit from similar tours during EPWP Phase 2.

#### **4.6 Effectiveness of management arrangements**

As specified in the MoU and the supporting project document (Annex 1, 2005), the National Department of Public Works (NDPW) in Pretoria has the overall responsibility for coordinating and monitoring the implementation of EPWP, including the ILO capacity building project. The Government Agency is also responsible for developing guidelines and implementation and monitoring tools, and documenting achievements made in the implementation of EPWP. To this end, a Programme Implementation Unit (PIU) has been established in the NDPW that is responsible for the coordination of the EPWP and the contractor learnership programme.

##### *Administration*

On its part, the ILO has the responsibility to administer and account for the contribution in accordance with its financial regulations and other applicable rules and procedures and practices. The MoU makes provision for NDPW and the ILO to hold annual Programme Review Meetings, to be convened in the last quarter of each calendar year. In addition, the ILO takes responsibility for project monitoring and evaluation and is expected to provide NDPW project progress reports and the financial statement, in accordance to the internal monitoring and evaluation procedures of the Organization.

Management meetings as defined by the MoU during Phase 1 of the ILO project between 2005 and 2008, were fairly regular; but after the meeting of 2 October 2008, no project meeting was held for the concerned parties until 3 November 2010, although the EPWP moved to Phase 2 in 2009. Apart from the Annual Programme Review Meetings, clause 10 of the original MOU dated January 2005 makes provision for NDPW and ILO, from time to time, at the request of either party, to hold discussions through their representatives with regard to project implementation and progress monitoring issues. Incidentally, the two long years of silence by project management witnessed serious lapses in project administration particularly by the ILO. In addition, due to a long period of under-invoicing by the ILO, the project account of the Organization in Geneva ran into deficit while Government was willing to pay if requested. Part of the problem was that the ILO Geneva was dealing directly with NDPW without necessarily keeping the local ILO office in Pretoria informed. Although the administrative lapses have been resolved recently, it has left a mark on the efficiency of the ILO in managing its support to EPWP in South Africa. At their meeting on 3 November 2010, the two parties acknowledged these shortcomings and committed themselves to a more efficient management of the project henceforth.

##### *Coordination*

In terms of coordination, the EPWP is a programme that cuts across all departments and spheres of government. Under the EPWP, all government bodies and parastatals are required to make a systematic effort to target the unskilled unemployed. The Department of Public Works is responsible for

leading the programme. The Department of Public Works also formulates and coordinates EPWP programmes in the infrastructure sector. As the main delivery arms of government, provinces and municipalities are the primary project implementing bodies for the EPWP. They are supported by the national government departments responsible for sectoral coordination.

Training is critical to the implementation of EPWP in the country and at all levels. Constitutionally, the Department of Education and the Department of Higher Education and Training are responsible for education at all levels. However, training is being done by the different sectors in response to their needs. In terms of EPWP, there are nationally recognized training programmes, including learnerships for new contractors being managed by the Construction Education and Training Authority (CETA). At national level, Government is preparing a concept paper to address this issue; the intention being to identify and develop a training centre (possibly Giyani Training Centre in Limpopo province) and make it a Centre of Excellence for EPWP, and thereafter replicate such a centre in all the provinces. The NDPW plans to develop this concept and implement the project addressing it during EPWP Phase 2. If implemented, such a step would go a long way in institutionalizing labour intensive training in the country and assure a more effective coordination.

#### ***Partnership and collaboration***

Public - private partnership is at the centre of EPWP implementation. DPW and CETA have agreed to a Management Plan for these learnerships. The Management Plan sets out the advertisement methodology for learners, the selection process, and the roles and responsibilities of the various parties. One element of the infrastructure programme is a partnership with the Construction Education and Training Authority (CETA) to provide Labour Intensive Contractor Learnerships and Labour Intensive Site Supervisor Learnerships. This learnership programme has the objective of building capacity in the private sector to execute the large number of labour-intensive projects which are part of the EPWP. These learnerships will be implemented in partnership with provinces or municipalities who will fund training projects for the learner contractors. CETA has provided an initial allocation of 750 learnerships for the programme (500 for higher level supervisors and 250 for contractors). DPW is currently working with CETA to allocate a further 750 learnerships.

The contractor learnership programme has been established with the following public bodies to date: Western Cape Department of Roads and Public Works; Limpopo Roads Agency; Limpopo Department of Roads and Transport, Ethekwini Metropolitan Council; Mpumalanga Department of Public Works; Nkangala District Municipality; Oliver Tambo District Municipality; Free State Department of Public Works and Transport; Oudtshoorn Municipality; Overberg District Municipality; George Municipality; Cape Argulhas Municipality; Coega Development Corporation. These public bodies have signed up for 597 learnerships in total. However, coordination of their activities remains a



challenge; and under Phase 2, the ILO project should provide support to NDPW in establishing a coordinating mechanism and sustaining its effective functioning.

In addition, coordination is also required at provincial and Local Municipality level. Plans are currently under way with the Independent Development Trust (IDT) regarding their possible assistance with providing community facilitation support to the participating provinces and municipalities. The challenge is that each time a province or municipality signs up for the learnerships, it is effectively increasing the creation of employment opportunities or in the case of ongoing programmes such as the Gundo Lashu programme in Limpopo Province, it results in the expansion of the programme. In order to successfully implement the programme, and to coordinate the range of stakeholders involved in this programme, the Road Agency Limpopo had a full-time team of approximately 10 people working on the programme, including international experts in labour-intensive construction. However, most of the participating provinces and municipalities will not be able to put such teams in place. It is therefore necessary to put an overall coordinating mechanism in place in order to assist the participating provinces and municipalities to successfully implement their learnership programmes.

#### *Collaboration with UNCT*

The United Nations Development Assistance Framework (UNDAF) for South Africa (2007-2010) provides a common platform for all UN agencies in the country to provide their support to the Government. If the programme is effectively managed, the operationalization of a “One” UN initiative offers both Government and UNCT (including the ILO) an opportunity to address the bottlenecks in programme quality and efficient and effective delivery of services at country level, particularly to the less-privileged (UN, 2008).

Although South Africa is not one of the eight Pilot countries involved in the ‘Delivering as One’ (DaO) initiative of the UN, it chose to join the process in 2006 in the belief that it would provide UNCT in South Africa the best strategy for making an impact on the national development programme (UN, UNDAF, 2006). The Economic Cluster of the UNDAF Results and Resources Matrix provides outputs that are relevant to EPWP and for ILO’s interventions particularly, the Country Programme Output 3: *National Government supported to develop and adopt appropriate policies and programmes on employment intensive investments through Expanded Public Works Programme*. While ILO is Chair of this cluster and has been making regular inputs into the work of the UN agencies in the group, no other UN agency has been working together with the ILO on the EPWP project. UNICEF is reported to have been supporting the social component of the EPWP but without collaboration with the ILO. The available evidence also shows that joint programming among UNCT under UNDAF seems to have moved a step backwards in the direction of individual agency programme implementation in the country.

### *Linkages with other ILO Projects*

There are several ILO projects in South Africa which, like EPWP, also address employment creation for the disadvantaged groups in the country. For illustration, the ILO Enterprise Development Programme in South Africa includes four projects: a) Women's Entrepreneurship Development and Gender Equality (WEDGE); b) Social Entrepreneurship Targeting Unemployed Youth in South Africa (SETYSA); c) Sustaining Competitive and Responsible Enterprises (SCORE) and; d) South African Youth - Jobs for the Unemployed and Marginalized to Escape from Poverty (SAY-JUMP). The Decent Work Country Programme (DWCP) for South Africa has recently been approved and has become operational in the country since 2009. In order to gain synergy and strengthen ILO inputs, a national coordinating mechanism should be established by the ILO Office in Pretoria, which will bring together the range of ILO experts under these projects (including EPWP), relevant Departments and the Constituents, as well as national counterparts for mutual exchange of information, tools and management experience.

### **5. Impact orientation and sustainability**

The ILO project provided support to building the capacity of the management of EPWP through inputs into a) policy, planning and coordination; b) technical advice, and c) identification, planning and training activities. The purpose is to achieve re-orientation of project managers and implementers to the labour intensive approaches and ensure sustainability of project activities.

With regard to policy, planning and coordination, the ILO project at national level supported NDPW in hosting the 12<sup>th</sup> ILO International Seminar for Labour Based Practitioners held at the International Conference Centre in Durban South Africa 8<sup>th</sup> - 12<sup>th</sup> October, 2007. The event was attended by about 450 delegates, including 350 nationals and over 100 from other countries in Africa. In addition, the first two days were attended by 18 Ministers and Deputy Ministers from mainly the SADC countries. With over 30 papers presented on different issues of the main theme and sub-themes, the Conference was acclaimed to be very successful by all participants. Related to this activity was the National Seminar on Reducing Unemployment and Poverty”, organized at Kievetskroon Conference Centre, outside Pretoria between 2 and 3 September 2008 and facilitated by the ILO team of Advisors, particularly in the areas of data collection for the research, coordination of preparations, as well as in the seminar organization and management.

In support of capacity building, the ILO project organized Study Tour for high-level Government officials to the Employment Guarantee Schemes in India between 31 March and 8 April 2006, in order to expose them to subject matter of “Employment Guarantee” in Public Works as a poverty reduction tool. The delegation, lead by the Deputy Minister of Public Works, comprised senior EPWP Managers, Provincial Officials, Heads of Partner Agencies, and EPWP Coordinators. The tour provided the South African Delegation full exposure of

the Indian Scheme and was assessed as very successful by all participants. Its usefulness is demonstrated by the follow up “Bilateral Collaboration Agreement” being drafted between the National Governments and also by the series of similar study tours organized by Provincial Governments.

Regarding programme/project implementation, coordination and planning, the ILO team made inputs into relevant activities organized by NDPW. The EPWP being a large and complex programme that is implemented country-wide requires effective coordination to achieve its objectives. The ILO team supported coordination and planning efforts of NDPW through i) participation in meetings of the different committees on Labour Intensive approaches; ii) technical inputs into the working sessions and meetings with external bodies and parastatal organizations; namely, the Department of Public Enterprises (DPE), the Construction Education and Training Authority (CETA), Department of Transport (DoT), and Department of Labour (DoL); iii) support to the initiation, conceptualization and design (including training) of new internal EPWP programmes and initiatives such as the National Youth Service (NYS), projects by Provincial and Municipal Authorities (e.g.: KZN and Eastern Cape) and by State Owned Organizations (e.g.: the Electricity Supply Commission -ESCOM; and the South African Forestry Company Limited -SAFCOL).

Since the start of EPWP Phase 2, and following the re-deployment of two Advisors to the provinces during the second half of 2009, the team has made important contributions to project implementation at national and provincial levels.

The new CTA assumed duty in April 2010 and has since demonstrated his commitment to duty and leadership quality among team members. In collaboration with the TAs, he has coordinated the preparation of Inception Report and Work Plan for the project covering the period April 2010 to March 2011. This is important given the history of the project. In terms of project related interventions, the CTA has the following on record, based on the five output areas identified for this evaluation. Regarding Policy development and promotion, the CTA participated in an induction workshop with the Infrastructure Chief Directorate and is facilitating (assisted by the KZN based TA) the stakeholder driven process to develop a Labour Intensive Framework for KwaZulu Natal Province. On Skills/Capacity Development, he has been part of an ILO Team of instructors that has provided Re-orientation training for 230 provincial and municipal officials in three provinces; while, on Project Management and Technical Support, the CTA arranged carried out technical backstopping missions to Limpopo, Western Cape, North West, and Mpumalanga provinces and participated in the review of provincial EPWP roads infrastructure up-scaling business plans for 2010/11. In addition, he participated in the assessment of EPWP roads infrastructure up-scaling Business Plans for 2010/11 for all provinces. Under Research, the CTA participated in a meeting involving NDPW and CSIR to develop innovative research to enhance up scaling

of the EPWP. And on Advocacy, he was involved in a workshop to create awareness about the EPWP for municipalities in Northern Cape Province. On Coordination he arranged the inaugural team meeting and programming workshop in May 2010, reviewed project documents for the EPWP Phase 1 and Phase 2 and carried out backstopping missions to the TAs in KwaZulu Natal and Eastern Cape provinces,

The TAs based in provinces since the second half of 2009 have also responded to the call of duty as per their TORs. They have worked with Project Consultants to ensure that designs conducive to the application of labour intensive methods are used on contract documents, and assisted Project Managers and Project Implementers to ensure that labour intensive methods are used during the implementation of projects. They have contributed to skills and capacity development through support to the Provincial Road Authorities (ROAs) in developing standard task-rates and suitable wage rates for the tasks set, and to their respective host ROAs in the development of EPWP Annual Business Plans. In addition, they have supported the adoption of packaged subcontracts within one big contract for the purpose of promoting small scale contractors. The TAs also assisted the provincial road authorities to continue implementing and monitoring flagship programmes, such as Zibambele and Vukuzakhe. They also successfully engaged with consultants to re-orient projects towards labour intensive principles under EPWP, as well as supported the preparation of proposal on road maintenance, carried out project identification and the introduction of alternative specifications and designs that promote labour-intensive methods of construction. In the area of research, they made proposals for i) review and documentation of best practices in labour intensive programme like Zibambele and Vukuzakhe, ii) concept paper on possible institutionalization of the intensive labour practices through training and, iii) the use of locally available and researched materials for roads construction. In support of advocacy, the TAs organized briefing sessions and technical workshops with consultant engineers and officials on labour-intensive methods of construction.

Regarding document/materials production, the ILO national team has performed below expectation; in five years, the team produced only one published document. As already discussed under TA inputs above, there are a number of draft papers by the experts which project management should examine carefully and prepare for publication on selective basis.

Generally, the provincial authorities to which the TAs have been assigned find the quality of their technical support to be adequate and strategic; the impression is also that they serve with dedication and are not reluctant to respond to requests for interventions that may be outside the letters of their Terms of Reference. While the challenge of deploying counterparts is being addressed by the Government, together, the new TA team has revived the integrity of the ILO on this project considerably.

However, there are programming challenges largely of an endemic nature and which may take time to overcome. Understanding the message of EPWP and LIC has come rather slowly if not with a high degree of reluctance: there has been slow acceptance and appreciation of the potential benefits of EPWP/LIC concepts in the provinces, particularly among senior managers and some policy makers who view the use of labour intensive methods as outdated, costly, and producing work of inferior quality. This has constrained the expansion of the EPWP to a degree which can be determined by impact assessment of the programme. In addition, the provincial Departments of Transport and of Public Works witnessed a high turnover of trained staff which impacted adversely on the available EPWP skills base and sustainability of the capacity building interventions of the ILO project.

## **6. Lessons learned**

- The readiness of Government to provide the budget and political support on a scale that is hard to imagine in other African countries is laudable. It however poses a challenge to the ILO, with its rich experience in the area of employment creation for poverty reduction, to deploy its expertise on such an elaborate scale that will justify the confidence that the Government of South Africa has on the Organization.
- The management of the ILO project of to EPWP in Phase 1, in terms of both human and financial resources, has been inadequate and nearly compromised the integrity of the Organization; lessons learned have been used to improve the situation as the project moved into Phase 2 of the EPWP.
- The ILO Limpopo TA team with five experts (now four) in different areas of LI practices has proved to be more robust and effective as they cover a limited geographic area compared to the three TAs at NDPW serving at national level and in six provinces. The Limpopo TAs have a better appreciation and grip of implementation issues and have better control of sites than the Project Team operating at the national level.

## **7. Recommendations**

- a) In view of the shortcomings of the design of the ILO project document (Annex 1 to the MoU 2005), a new project document for Phase 2 should be formulated, guided by an approved structure by the ILO and GSA, which clearly states project objective, strategy, outputs and indicators together with their corresponding baselines and targets; and supported by a Budget Summary and budget justification.
- b) The ILO project support to EPWP Phase 1 did not demonstrate the best of the Organization in terms of project management and utilization of expertise; the second phase of this project during EPWP Phase 2 should offer the ILO an opportunity to prove itself to GSA so as to come up with

- significant best practices for replication in other parts of Africa and beyond. Management meetings between the ILO and GSA should be regular as provided for in the MoU and; needless to emphasize, a team of three experts, scattered in three locations in the country as they are currently, is rather too thin on the ground to make the desired impact on the EPWP in the country.
- c) Given the relevance of the diverse skills available to both the national and Limpopo TAs, they should be encouraged to structure their collaboration particularly on research and production of technical documents in order to assure their quality, wider dissemination and use. In this regard, the whole team should look carefully at all documents already produced and those in draft form, select those that qualify for a wider circulation and implement a strategy for their national ownership, publication and dissemination.
  - d) In order to facilitate their operational activities, the team in Limpopo and those TAs located in KwaZulu Natal and Eastern Cape should be empowered to undertake local missions and engage in small transactions without recourse to official processes of travel authorization and petty cash financing which often cause prolonged delays.
  - e) Training is a key strategy for capacity development of both the existing and emerging contractors; therefore, possibly through support to NDPW in the development of a Training Centre of Excellence, efforts should be made to standardize the contents and process of training, the quality of trainers, as well as the selection of trainees, some of whom should be trained to train others. Also the coordination of the different learnership programmes should be addressed through the establishment and sustained functioning of a national coordinating mechanism, replicated at provincial level.
  - f) The opportunity to see and learn from other countries opened to a few high level Government officials through study tours has proved very useful in carrying the EPWP forward during Phase 1; similar opportunities should be extended to more officials, particularly at sectoral, provincial and Local Municipality levels.
  - g) Now that the ILO project backstopping is effectively on track under the EPWP Phase 2, the ILO should ensure a regular monitoring of both projects and technical meeting of experts at regular intervals in order to achieve better collaboration, and the desired synergy with other ILO projects and other UN agencies in the country with reference to the DWCP for South Africa and the UNDAF.

- h) Hitherto, the two TAs deployed to the provinces have not been accorded appropriate status and respect, and this has adversely affected their ability to render expert services; the ILO project backstopping should therefore extend to the establishment of an appropriate protocol with the Government for the intervention of the TAs in the two provinces, KwaZulu Natal and Eastern Cape, sooner than later.
- i) In order to ensure sustainability of project inputs and interventions, NDPW should be encouraged to adequately deploy project counterparts during EPWP Phase 2.

## ANNEXES

### **Annex 1: List of persons met**

#### *National*

Mr. Stanley Henderson Deputy Director General - EPWP  
 Mr. Ignatius Ariyo Chief Director, EPWP Infrastructure Sector, NDPW  
 Ms. Sheila Kubayi Deputy Director Provincial Roads

#### *KwaZulu Natal Province*

Mr. T.W. Mchunu MEC of Transport, Head of Transport & CEO of CETA  
 Ms G.P. Xaba General Manager Strategic Planning, DoT  
 Ms T.T. Mbonambi Manager Development, DOT  
 Ms S. Dladla Learner Representative  
 Ps G. Bhengu NGO  
 Mfuneko Kango Deputy Manager, Technical Services, DoT  
 Mpayo Kasure ILO Technical Advisor

#### *Eastern Cape*

Mr. Quinton Mageza Chief Director, EPWP, Bisho  
 Mr. Basotho Seetsa ILO Technical Advisor

#### *ILO Office*

Mr. Vic van Vuuren ILO Director  
 Mr. Joni Musabayana ILO Deputy Director  
 Mr Kwaku Osei-Bonsu Senior Specialist – EIIP  
 Ms. Boshigo Matlou Programme Officer  
 Ms Sindile Moitse Programme Officer  
 Ms. Poppy Mthembu  
 Mpumelelo Mabaso

### **Annex 2: Training activities undertaken by the ILO Project Team**

<b>Dates of Training</b>	<b>Type of Training</b>	<b>Location and Province</b>	<b>Type of Participants</b>	<b>Number of Parts.</b>	<b>Category of Training</b>
23 Jan-1 Feb. 2006	“Labour Intensive Methods of Work” as mentors’ Re-orientation Workshop	Limpopo Giyani	EPWP Mentors	30	2
2-3, May 2007	“Built Environment and the EPWP” in NYS Induction Course	Kimberley Free State	NYS Youth	250	3
2-3 May,	“Built Environment and the EPWP” as NYS Induction Course	Edenburg and Bloemfontein	NYS Youth	140	3



2007		Free State			
15 -19 May, 2007	“Use of Labour-based methods” as part of Training of contractor Learnerships	Nelspruit Mpumalanga	Vuk’uphile learners	48	1
4– 8 June, 2007	“Built Environment and the EPWP” as part of NYS Induction Course	Pilgrims’ Rest Mpumalanga	NYS Youth	40	3
5-6 Sept., 2007	“Labour Intensive Methods” In Workshop for NW public bodies	Mafikeng Northwest	Public Body (Mun./Prov) Officials	45	1
10-20 Sept., 2007	“Labour Intensive Methods of Work” as Mentors’ Re-orientation Workshop	Mokopane Limpopo	EPWP Mentors	30	2
13 – 14 Dec. 2007	EPWP Implementation	Mafikeng North West	Public Body Officials	40	1
25 March 2008	EPWP – NYS Implementation in housing development	Mafikeng North West	NYS Youth	20	3
22 – 24 April 2008	Labour Intensive constr. Techniques	Mafikeng North West	Community	30	3
22 May 2008	Labour Intensive Construction Techn.	Eastern Cape	Public Body Officials	30	1
25-29 Aug 2008	“Labour Intensive Constr. Techniques” in Training for Technical Support	Limpopo Tzaneen	EPWP Technical Support Consultants	31	2
24 February 2009	Training on EPWP Provincial / Rural Roads Programme	Mafikeng, Northwest	NW DoT Officials & Consultants	35	1

Source: CTA, Final Project Report (2009) p20.

### 3. List of documents consulted

#### ILO documents

- Memorandum of Understanding Between the Government of South Africa and the ILO Regarding the Implementation of the EPWP (2005), and subsequent amendments.
- EPWP Project documents and logical framework (national & Limpopo)
- Decent work country programme for South Africa, 2010-2014
- Project Final Report, 2009
- Inception and progress Report, 2010
- Project workplans
- Progress reports
- Publications and promotional materials

#### Others

- United Nations Development Assistance Framework for South Africa, 2007-2010.
- United Nations, System-Wide Coherence: Report of the Co-chairs, Ambassador Mahiga (United Republic of Tanzania) and Ambassador Kavanaugh (Ireland), submitted to the UN General Assembly on 21 July 2008.

- Tseggai Elias, ILO CTA, EPWP project Final Report, 2009.
- Amelita King-Dejardin & Lourdes Kathleen Santos. 2008. National Seminar on Reducing Unemployment and Poverty – International Experiences and Proposals for the Expanded Public Works Programme – Phase II, 2–3 September 2008; Kievetskroon, Pretoria.

## **Annex 4:**

### **Terms of Reference**

#### **Project Review of the Technical Assistance (TA) to Limpopo Expanded Public Works Programme and the National Department of Public Works:**

##### **1.0 Introduction and Background**

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

The EPWP is intended to consolidate and complement the achievements of previous Government development initiatives<sup>1</sup> and to provide an employment-based social protection mechanism to the marginalized communities in the short to medium term.

The EPWP targets are the historically marginalized communities, the unemployed as well as disadvantaged groups such as Women, Youth, and People with Disability. The initial aim was to create at least one million job opportunities nationally coupled with life & technical skills training in the first five years of the programme ending in March 2009. This first phase of EPWP has been successfully completed achieving its target of 1,000,000 job opportunities one year ahead of schedule.

A second phase spanning the period April 2009 to the end of March 2014 was launched in April 2009, with an overall national objective of up-scaling and creating 4.5 million jobs (or 2 million Full Time Equivalent) to contribute towards the Millennium Development Goals of halving unemployment by 2014.

All Provinces including Limpopo are implementing the EPWP programme within the above overall national policy framework and guidelines.

##### **LIMPOPO Component:**

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

The Limpopo Department of Public Works (LDPW) is tasked with the responsibility of the overall coordination of EPWP in the Province. Its mandates include, among others, the coordination of training and skills development activities, assist in the realigning of Government funded infrastructure projects to EPWP principles, monitor the implementation of EPWP projects, provide technical backstopping to implementing agencies in relation to EPWP and Labour Intensive Construction (LIC) principles and procedures, as well as creation of awareness among the Policy Makers, Programme/Project Managers, Local Leaders and the General Public on the principles and objectives of EPWP and LIC.

The Department is being assisted by the International Labour Organization (ILO) which initially fielded five international experts in the provision of Technical Assistance (TA) and support in the implementation of the infrastructure component of EPWP while also providing overall managerial support in the coordination and

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<sup>1</sup> One of the flagship projects which formed the basis of the initial design of the infrastructure Sector EPWP was the ILO supported “Gundo Lashu” project which successfully introduced the concept of employment intensive infrastructure works, demonstrated its viability in South Africa and showed its potential for addressing teething social problems such as unemployment and poverty. The Gundo Lashu labour intensive project was implemented in Limpopo where the National EPWP was launched by the State President in May 2004. Other flagship projects are “Zibambele” and Sakhasonke Contractor Development projects.

implementation of the programme in all sectors. The collaboration between the two was affirmed in a Tripartite Agreement signed between the National Department of Public Works (NDPW), LDPW and ILO in January 2005. The Agreement<sup>2</sup> articulates the objectives and scope of the collaboration as well as the major outputs expected thereof. The original agreement was supposed to expire at the end of December 2008; however this was extended to 31 August 2010 based on a request from the Department of Public Works and a further no-cost extension to December 2010. The current agreement refocuses/realigns project inputs and outputs; and slightly extends the scope of the ILO technical assistance within the overall objectives and the agreed logical framework indicated in the original agreement.

Specific outputs expected from the revised collaboration agreement include:

1. Coordinate/Assist in the training of 180 learners from emerging road contractors;
2. Coordinate and participate in the training of at least 100 non-road infrastructure learners from emerging small-scale contractors;
3. Re-orientation training for at least 45 established Consulting/Mentoring firms;
4. Training and creation of awareness among at least 96 municipal officers (Municipal and technical managers) through organizing and conducting practically oriented workshops, and
5. Technical and managerial support given to all Implementing Agencies on the use of LIC including pro-employment planning and implementation methods.

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

ILO Technical Assistance to the Limpopo EPWP is into its fifth year of implementation. A lot of progress has been made during this period in most priority output areas although in some, implementation was hampered by various administrative and operational challenges.

National Component:

A separate but complementary ILO TA team has been attached to the National EPWP since 2005. The ILO National TA team comprises three specialists; a Chief Technical Adviser (CTA) and Team Leader and two Technical Advisers (TAs). The CTA is based in the Department of Public Works (National) EPWP Infrastructure Sector Directorate in Pretoria. The TA's are stationed in provincial offices responsible for provincial roads. One is based in Pietermaritzburg in KwaZulu Natal Province whilst another is in Bisho in the Eastern Cape Province. The team is supported by a project secretary provided by the Department of Public Works. In addition to working as a team the individual members were assigned specific provinces to technically support in order to cover the whole country.

Currently the ILO National Technical Assistance Team is operating according to the Terms of Reference spelt out in Amendment 2 of the MOU (of May 2008). This is read in conjunction with those detailed in the original project document forming part of the MOU signed in January 2005.

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

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

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

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

#### **Key Result Area 1: Policy development and promotion**

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

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<sup>2</sup> Project Document : Support to the National Department of Public Works On the implementation of the Expanded Public Works Programme

**Key Result Area 2: Skills / Capacity Development**

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

**Key Result Area 3: Project Management and Technical Support**

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

**Key Result Area 4: Research**

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

**Key Result Area 5: Advocacy**

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

**General**

In order to accurately and adequately measure the full impact of the Technical Assistance, it is of paramount importance to carry out a detailed evaluation and review of activities, outputs and outcomes of the programme based on agreed key performance indicators. The findings of the evaluation/review will be used to improve future delivery of TA to Limpopo and National EPWP and to inform similar projects within and outside the Country. The lessons learnt from the TA activities so far will also be used to enhance the implementation of EPWP phase II.

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

**2.0 Purpose, Scope and Clients of the evaluation****2.1 Purpose**

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

The specific objectives are :

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

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

**2.2 Scope of work**

The evaluation will cover all the technical and management support provided by the ILO to the EPWP since 2005 based on the original and the revised collaboration agreements and project documents. The evaluation will further examine the effectiveness and efficiency of the Limpopo and National EPWP programme in general and the contribution made so far by the ILO. The consultancy service will involve among others:

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

### 2.3 Clients

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

### 3.0 Key Evaluation Questions

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

- i. Relevance and strategic fit,
  - Was the planned ILO support relevant and realistic to the achievements of the Limpopo and National EPWP as well as to situation on the ground?
  - The contribution of the programme to the national development plan, the South African DWCP outcomes and UNDAF?
  - How well the programme complements and fit with other ongoing ILO programmes in the country.
- ii. Validity of design
  - The adequacy of the design process (Was the resulting project design logical and coherent?)
  - Do outputs causally link to the intended outcomes that in turn link to the broader development objective?
  - Considering the results that were achieved, was the project design realistic?
  - Did the project design include a strategy for sustainability?)
- iii. Project effectiveness
  - To what extent did the programme achieve its objectives (both the TA/management support to Limpopo and National EPWP)?
  - What are the specific contributions of the ILO TA/management to the achievements of the programme objectives?
  - Have the quantity and quality of the outputs produced been satisfactory? Do the benefits accrue equally to men and women? To what extent the specific targets for intended beneficiaries (women, youth, disabled)?
  - What outputs have not been produced and why?
  - In which area (geographic, sectoral, issue) does the programme have the greatest achievements? Why and what have been the supporting factors? How can these achievements be scaled-up?
  - How effective were the backstopping support provided by ILO ASIST in Harare, ILO in Pretoria and Geneva to the programme
  - The contribution of the National and Limpopo components on social and economic aspects of the programme
  - Are there any unintended results of the project?
- iv. Efficiency of resource use
  - Were resources (human resources, time, expertise, funds etc.) allocated strategically to provide the necessary support and to achieve the broader programme objectives?
  - Were resources used efficiently? Were activities supporting EPWP cost-effective? In general, did the results achieve justify the costs? Could the same results be attained with fewer resources?
  - Were funds and activities delivered in a timely manner? If not, what were the bottlenecks encountered?
- v. Effectiveness of management arrangements
  - Were the management capacities adequate (both the ILO component and the EPWP)?

- Has the programme governance facilitated good results and efficient delivery? Was there a clear understanding of roles and responsibilities by all parties involved?
  - Did the ILO component of the programme receive adequate political, technical and administrative support from its national partners? Did implementing partners provide for effective programme implementation?
  - How effective was communication between the programme team, the field office/Pretoria, the regional office and the responsible technical department at headquarters? How effective was communication between the programme (ILO component) team and the national implementing partners?
  - Did the programme receive adequate administrative, technical and - if needed - political support from the ILO office in the field, field technical specialists and the responsible technical units in headquarters?
  - How effectively did the programme management (both the ILO Component and EPWP) monitor programme performance and results?
    - Was a monitoring and evaluation system in place and how effective was it?
    - Were appropriate means of verification for tracking progress, performance and achievement of indicator values defined?
    - Was relevant information and data systematically collected and collated? Was data disaggregated by sex (and by other relevant characteristics if relevant)?
    - Was information being regularly analysed and used to feed into management decisions?
  - Was cooperation with programme partners efficient?
  - Did the programme make strategic use of coordination and collaboration with other ILO programmes and with other donors in the country/region to increase its effectiveness and impact?
- vi. Impact orientation and sustainability
- How far has the programme (ILO Component and EPWP) made a significant contribution to broader and longer-term development impact (look at sustainability and local ownership of the programme)? Is the programme strategy and programme management steering towards impact?
  - What are the realistic long-term effects of the programme on the poverty level and decent work conditions of the people?
  - How effective and realistic is the exit strategy of the programme?
  - Has the ILO component of the programme successfully built the capacity of people and national institutions or strengthened an enabling environment (laws, policies, people's skills, attitudes etc.)? Once the ILO Component of the programme ends will national institutions and implementing partners be able to continue the programme or carry forwards its results without external support?
- vii. Lessons learned
- What good practices can be learned from the project that can be applied to similar future projects?
  - What should have been different, and should be avoided in similar future projects?
  - Can the project approach be replicated and scaled up, in South Africa or elsewhere?

Further questions are appended (annex 2) to the assist the Evaluator prepare the evaluation instruments.

#### 4. Main Outputs

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

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

The evaluation Reports should be about 25 pages long, excluding annexes and conform with the quality checklist for evaluation reports of the ILO Evaluation unit. It should contain the following: -

- Cover page with key project data (project title, project number, donor, project start and completion dates, budget, technical area, managing ILO unit, geographical coverage); and evaluation data (type of evaluation, managing ILO unit, start and completion dates of the evaluation mission, name(s) of evaluator(s), date of submission of evaluation report).
- Executive Summary
- Brief background on the project and its logic
- Purpose and scope of the evaluation

- Methodology
- Findings (This section's content should be organized around the TOR questions)
- Lessons Learned and good practices
- Recommendations, including whom they are addressed to, on improvements in strategy and possible future directions
- Annexes – Work schedule and persons interviewed
  - List of project outputs examined
  - Other documents consulted

## 5.0 Methodology

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

Desk review:

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

Individual interviews with ILO staff and filed interviews.

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

- ✦ ILO HQ staff - Terje Tessem
- ✦ ILO technical backstopping staff: Kwaku Osei- Bonsu
- ✦ ILO Pretoria office: Vic Van Vuuren, Joni Musabayana, Boshie Matlou
- ✦ ILO Programme Staff: Gamelihle Sibanda, Mpayo Kasure, Basotho Seetsa, Augustus Asare, Htun Hlaing, Dingilizwe Tshabalala, Stephen Muthua
- ✦ NDPW: Stanely Henderson (Deputy Director General EPWP), Ignatius Ariyo (Chief Director Infrastructure EPWP)
- ✦ LDPW : See detailed list in Annex 3
- ✦ Kwazulu Natal: Ms Glen Ndaba (General Strategic Planning and Monitoring)
- ✦ Eastern Cape: Mr Quinton Mageza (General Manager Community Based Public Works programmes)

Tripartite Constituents:

Field visits

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

Debriefing

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

### 5. Management Arrangements, Workplan and Time frame

The evaluation focal person is Ms. Boshie Matlou. The evaluator will thus be able to ask for any support and reports directly to the evaluation focal person of the ILO Pretoria office.

The evaluation will be implemented by either a National or International evaluator

#### Documents to be shared with evaluator

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

The following documents would be shared with the evaluator

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

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

## 6. Reporting

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

The proposed evaluation time frame is from 10<sup>th</sup> October – 17 November 2010.

Date	Events
08 October	Evaluator engaged
11 – 14 October	Desk review of major documents
18 October	Evaluator commences field work
25 October	Evaluator submits inception report
4 November	Evaluator submits draft report and debriefing
5- 11 November	Focal person shares report for comments
16 November	Report finalized
17 <sup>th</sup> November	Final report submitted to CODEV/ PARDEV, NDPW, LDPW

Task	Source of Information	Time frame
Desk review of the major documents: programme documents, progress reports, mission reports, work plans, workshop reports and others	ILO Pretoria Office to provide reference documents	4 working days
Consultations with ILO staff of technical units and field technical specialists involved in the management and implementation of the project.	To be held in Pretoria office.	1 working day
The Evaluator will be deployed to Pretoria for Interview/discussions with ILO programme staff, partners and key stakeholders	National CTA to coordinate appointments.	2 working days
Visits	The CTA of the Limpopo component will accompany the evaluator to Limpopo. National CTA will accompany evaluator to KZN and EC.	9 working days
Debriefing on preliminary findings of evaluation	The evaluator will debrief the Evaluation manager/focal person. CTA's, Technical backstopper, Director of the office.	1 working day
Preparation and delivery of first evaluation report	Based on the outcome of the debriefing sessions, the evaluator will draft the evaluation report and send it to the evaluation focal person who will circulate it to all concerned.	3 working days
Circulation of the draft report for comments	The evaluation focal person collects the comments and sends them to the evaluator.	5 ILO working days
Issue of final evaluation report	The evaluator incorporates comments as he /she deems it appropriate and submits the final report to the evaluation manager.	2 working days



**ANNEXE 1: LOGICAL FRAMEWORK FOR THE ILO NATIONAL TEAM FOR EPWP PHASE 2**

INTERVENTION		OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
<b>GOAL</b>				
Contribution made to creation of decent job opportunities targeting unemployed men and women (55%), youth (40%) and people living with disabilities (2%) so as to contribute to halving unemployment by 2014.		National Development Statistics	National development reports South Africa Bureau of Statistics Database. EPWP Quarterly reports from Public bodies.	Other Government policy interventions complement the gains of the EPWP. EPWP Phase 2 policy is not changed.
<b>IMMEDIATE OBJECTION</b>				
The capacity of the EPWP Phase 2 infrastructure sector component enhanced to optimise the creation of decent work opportunities in all sectors in a manner that increases labour intensity.		EPWP progress assessment and evaluation shows increase in work opportunities ILO self evaluation and independent assessment	EPWP Progress and evaluation reports ILO self evaluation reports Independent assessment reports	Staff turnover in institutions implementing the EPWP does not dwindle below a critical minimum.

OUTPUTS				
KEY RESULT AREA	OUTPUTS			
1. POLICY DEVELOPMENT AND PROMOTION.	Contribution made to development and promotion of appropriate employment intensive investment polices for the EPWP Phase 2.	Concept and Discussion documents for policy development prepared	Concept documents, Policy Discussion Papers and Implementation Guidelines.	Proposed planning and implementation tools, strategies and research recommendations are adopted and applied by EPWP stakeholders.
		ILO policy promotion materials produced	Advocacy brochures and promotional video	
		ILO policy promotion materials disseminated	Media clips (TV, Print media, radio audio) and Launch photographs	
2. SKILLS/ CAPACITY DEVELOPMENT	Contribution made to enhance the capacity of institutions implementing the EPWP Phase 2 to execute employment intensive projects as per EPWP principles.	Reporting and monitoring tools developed	Reporting and Monitoring Framework Document	
		Stakeholders implementing EPWP re-oriented towards EPWP principles and their capacity to execute LI enhanced.	Training and Workshops reports	
		Linkages for collaboration between EPWP and international partners established	Study tour reports and email communications	
3. PROJECT MANAGENT AND TECHNICAL SUPPORT	Project management and technical support provided to institutions implementing the EPWP Phase 2 to execute employment intensive projects as per EPWP principles.	Project management tools developed	Planning, Design and implementation Guidelines and reports	
		Ongoing technical support to institutions implementing the EPWP	ILO bi-annual reports, Minutes of meetings and respective correspondence	

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

<b>ACTIVITIES</b>
<b>1. Policy development and promotion</b>
1.1 Draft concept and discussion documents to assist in the development and promotion of employment intensive infrastructure investment policies, strategies and implementation tools for adoption by implementing agencies
1.2 Develop policy promotion materials (brochures, video)
1.3 Disseminate policy promotion materials through various media (TV, print, Radio, public gatherings)
1.4 Develop guidelines for the implementation of different portfolios of infrastructure using Labour-intensive methods of construction.
<b>2. Skills / Capacity Development</b>
2.1 Assist in the development and promotion of employment intensive infrastructure investment policies, concepts, strategies and implementation tools for adoption by implementing agencies
2.2 Conduct training and Reorientation of EPWP stakeholders such as Officials involved in coordinating and managing the EPWP in provinces and municipalities and Officials involved in implementing EPWP projects. Produce associated reports.
2.3 Facilitate collaboration between the EPWP and other countries in knowledge sharing and skills development in employment intensive approaches.
2.4 Arrange study tours as necessary and produce reports/records of the same.
<b>3. Project Management and Technical Support</b>
3.1 Assist implementing public bodies in the identification, planning, and implementation of infrastructure projects in a manner that increases labour intensity and is compliant with EPWP principles.
3.2 Produce planning, design and implementation Guidelines for EPWP implementers.
3.3 Provide ongoing technical support to practitioners and officials of institutions implementing the EPWP
3.4 Prepare reports in agreed formats and submit in agreed timeframes.
3.5 Participate in ad-hoc and periodic programming, monitoring, reviews and impact assessments.
3.6 Collaborate with the ILO Limpopo Technical Assistance team to complement each other and create synergies.
3.7 Ensure that project outputs supplement and contribute towards the delivery of the Decent Work Country Programme for South Africa
<b>4. Research</b>
4.1 In collaboration with relevant stakeholders, carry out researches and studies that contribute to optimization and mainstreaming of the use of Employment Intensive (EI) methods.

4.2 Based on research findings identify, recommend and promote innovative approaches.
4.3 Maintain a record of research activities and related correspondence.
<b>5. Advocacy</b>
5.1 Promote adherence to appropriate labour standards as per EPWP principles.
5.2 Promote establishment of sustainable Labour Intensive training institutions.
5.3 Disseminate and promote adoption of good practices used in South Africa and other countries.
5.4 Participation in relevant forums in support of implementation of the EPWP.
5.5. Assist in the development of promotional materials (videos, pamphlets, bill boards, etc) which target policy makers, programme managers and the general public and assist in branding of EPWP.
5.6 Prepare Reports, Minutes and audio-visual record of advocacy initiatives.

Annex 2:

### **Technical inputs**

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

### **Governance and Institutional inputs**

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

### **Social Development inputs**

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

### **Project management arrangements**

- 4) Assess the effectiveness and efficiency of project management arrangements:

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

#### Monitoring and evaluation

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

#### Management of risks

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

#### Donor coordination

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

#### Consideration of the extension / replication of this programme

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

#### ANNEXE 3: List of Persons to be interviewed in Limpopo Province



	Stakeholder	Name of Official	Designation	Role
1	LDPW	George M. Phadagi	MEC - LDPW	Policy Perspective
		C. M. Ramphele	HOD - LDPW	Strategic Perspective
		Ray Malele	G.M. – EPWP	Functional Perspective
		M. Molongwana	Manager – EPWP	Infrastructure Sector
		Kgabo Sebina	Manager – EPWP	National Youth Skills NYS
		Gomba Mashau	Manager – EPWP	Monitoring & Evaluation
2	Reg. DPW	Musa Nsthané	Manager – EPWP	
3	RAL	M. Malungana/N Swarts	Project Managers	LIC Technical inputs
		Refilwe Ramodike	Project Manager	Social Facilitation
4	DoRT	Rapetsoa Molatelo	GM - Infrastructure	Road Maintenance
5	DoA	Richard Selemela	GM – EPWP	Environmental Sector
6	DoHSD	Stanley Marara	Manager – EPWP	Social Sector
7	Municipalities	T. Tshililo	Manager – EPWP	District Municipality
		Phillipine Kalauba	Manager - EPWP	Local Municipality
8	CETA	Lufono Radzwinani	Regional Manager	Learnerships & skills Dev.
9	DoL	Seema Harmse	Regional Manager	Workers Training
10	IDT	Bale Mamabolo	Regional Manager	Non-state Sector
11	Consultants	Abrie Cilliers	MD – Mosomo	Eng. Design/ Supervision
		Sam Scheepers	MD- Uthungulu	Training Provider
		Ishmael Makungo	ABC Consultants	Mentor

12	Contractors	T.Mhangwane	MD – Kapstan	LIC Road Contractor
		Dineo Thema	M.D- Mamoleboge	Building Contractor



