



# Evaluation Summary



International  
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## ILO Technical Assistance Support to the National Department of Public Works in the Implementation of the Expanded Public Works Programme Midterm Evaluation

### Quick Facts

**Countries:** Limpopo Province-South Africa

**Mid-Term Evaluation:** 25<sup>th</sup> August 2014

**Mode of Evaluation:** Independent

**ILO Administrative Office:** ILO Co. (Pretoria)

**ILO Technical Backstopping Office:** ILO DWT,  
Pretoria/EIIP

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**Project End:** 31<sup>st</sup> December 2014

**Project Code:** SAF/04/54/SAF

**Donor & Project Budget:** South Africa  
US\$ 8,1(2005-2014)

**Keywords:** Employment Creation; Poverty  
Alleviation; Labour Intensive Construction;  
Unemployed and Marginalized Groups

### Background & Context

The Expanded Public Works Programme (EPWP) was initiated by the Government of South Africa (GSA) in 2004 following the Growth and Development Summit of June 2003 and against the backdrop of high poverty and unemployment rate of up to 31% in 2002. The programme is a nation-wide initiative which “makes systematic use of public expenditure to boost productive employment and to develop marketable skills

among the historically disadvantaged communities (women, youth and people living with disabilities) towards contributing to the national goal of alleviating poverty at all levels - national, provincial, local authorities as well as state-owned enterprises”. It aims at creating work opportunities by utilizing labour-intensive technologies and transferring of requisite skills for the aforementioned target groups in delivery of public, community and services. EPWP focuses on four (4) sectors, infrastructure, environment and culture, social and non-state.

The Programme is coordinated by the National Department of Public Works Department (NDPW). The Programme has several support interventions, with ILO support through the project known as the “ILO Technical Assistance Support to NDPW on the implementation of EPWP” (the project) with special focus on the infrastructure sector. EPWP has so far undergone two full implementation phases. Phase 1 during the period 1<sup>st</sup> April 2004 – 31<sup>st</sup> March 2009 with the target of creating one (1) million Work Opportunities (WOs) – which it achieved one year ahead of schedule. Phase 2 during the period 1<sup>st</sup> April 2009 – 31<sup>st</sup> March 2014 –with the target of 4.5 million WO's with women expected to account for 55%, youth for 40% youth and people living with disabilities (PLWD) for 2%. The project is fully funded by GSA with

an overall budget of US\$ 8,102, 568 for the period 2005-2014 (Phase 1 & 2).

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

### Main Findings & Conclusions

Despite not having no baseline data and targets upon which performance of the project could be objectively assessed, the view of the Mission and indeed that of a majority of key respondents met during field interviews is that it has done quite well - especially in the areas of skills and capacity development, management and technical support, policy development and promotion, and research in that order. This is despite the high staff turnover especially at the National level and lack of dedicated counterpart local staff to under-study the ILO technical team in some of the implementing bodies, particularly in the case of the Limpopo component - an external factor that has negatively influenced the performance of the project. Advocacy seems to have had the lowest achievement and the team needs to step up their activities during phase 3 to influence and change mind set towards LI methods in creating employment especially among mentors, contractors and consultants.

Key factors that are likely to underpin the success of the ILO Technical Assistance Project in future include: (i) Re-focusing ILO TA interventions towards activities providing “sustainable livelihood” to target beneficiaries by supporting implementing agencies to put more emphasis on the promotion of sustainable livelihood (as opposed to just short term employment creation) based on EPWP principles; (ii) Having in place counterpart staff on a longer basis to understudy the ILO team coupled with appropriate mechanisms for their retention (e.g. selecting staff with passion, self-drive and commitment; ring-fencing projects’ budgets and providing good working

environment); (iii) Putting in place an integrated institutional framework for training in LI methods including the establishment of a national LITC and its provincial satellites; and also institutionalizing training in LI methods within tertiary training institutions so as to provide a broader base for offering training in LI methods; (iv) Having adequate funding for ILO TA Support activities -especially in light of the growing demand for technical support not just in the core provinces (KZN & EC), but also in other interested provinces (e.g. NW, FS and WC); and hence the need for additional resources including staff; (v) Attainment of broad-based buy-in including through change of mind set among key implementing bodies including contractors, consultants, mentors, corporate business organizations, and financial institutions; and (vi) Having in place an appropriate staff deployment model for ILO technical support team in the roll-out phase which will require selecting between the “National Model” with one CTA and TAs distributed appropriately between functions and regions- which in the view of the Mission is more appropriate from the point of view of integration and synergy, and the “Limpopo Model” of having a CTA and TAs for the province.

The following is a summary of the lessons learned during the project cycle:

- (i) That implementation of EIA focusing on creation of temporary WOs do not necessarily result in improved “sustainable livelihood” and complementary initiatives - including forging win-win partnerships with potential private sector employers (under the public-private-partnership approach), entrepreneurial skilling as well as linkages to financial services are required for improved sustainable livelihood;
- (ii) That capacity building in an environment characterized by high shortage of technical skills should be complemented with strategies for engaging and retaining dedicated, passionate and committed local staff to understudy externally provided technical assistance support such as that being provided by the ILO under EPWP;
- (iii) That employment intensive-based jobs creation should not just focus on the numbers of WOs created, but on impact by

way of assets creation, improvement in socio-economic welfare of the target beneficiaries (sustainable livelihood) and contribution to the national economy;

- (iv) That experiential learning (through practical training and learning tours) is an effective way of fast-tracking stakeholders' knowledge acquisition, attitude change and capacity building in general;
- (v) That without effective institutionalization of capacity within national partner organizations external Technical Assistance projects (e.g. that which is being provided by the ILO to LDPW) runs high risks of prolonged engagement.

## Recommendations & Lessons Learned

**1. Skills and Capacity Development:** Enhance sustainability and impact of training and capacity building of target beneficiaries through:

- ✦ *Promoting practical-oriented training delivery on EI methods coupled with forging of strategic partnerships with potential private sector actors (e.g. on the curriculum development and training materials, internships and apprenticeship engagement; and linkages to financial services) in the target sectors to enhance prospects for creating longer term employment and improved sustainable livelihood.*
- ✦ *Expediting the process towards instituting mechanisms for accrediting employment intensive training courses of the ILO with appropriate national authorities in order to enhance marketability of training beneficiaries;*
- ✦ *Fast-tracking the establishment of the national LITC and its network of satellite training centres in collaboration with existing tertiary training institutions for cost-effectiveness and institutionalization of training in EI methods; and in developing an adequate pool of Master Trainers to ensure sufficient roll-out capacity building interventions.*

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

- ✦ *Enhancing its technical support to the other focal sectors (Environment and Culture, Social and Non-state) under the current ILO/NDPW technical cooperation agreement for phase 3*

- particularly for the Environment and Culture sector towards “greening of EPWP” for example by strengthening climate change adaptation strategy and mainstreaming “green jobs-based labour intensive methods” of creating employment and promoting sustainable livelihoods.

**3. Monitoring and Evaluation:** As part of the development of the final PRODoc for phase 3, the ILO and its project team to enhance effectiveness of project monitoring and evaluation functions by:

- ✦ *Formulating an appropriate log frame for phase 3 with relevant base line data (to be collected over time if necessary for cost-effectiveness); setting realistic targets that are aligned with NDPW's planned outputs; identifying objectively verifiable performance indicators that comply with SMART principles; and preparing work plans that reflect deliverables, targets and achievement indicators in line with the new log frame;*
- ✦ *Working closely with EDD on DySAM to assist NDPW in institutionalising regular reporting on emerging socio-economic impact of the EPWP (i.e. in addition to employment creation which has hitherto been the only one receiving emphasis) supported by case studies and/or impact tracer studies;*
- ✦ *Facilitating quarterly project progress review meetings between the Chief Director (EPWP-infrastructure sector); the CTA (National); respective EPWP Provincial Coordinators and TAs in KZN and EC - for purposes of exchanging information and guidance on implementation strategies and plans;*

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

- ✦ *Provision of support to NDPW by the ILO TA team towards enhancing sustainability of project activities (e.g. by integrating and strengthening linkage with private sector actors; supporting entrepreneurship development; promoting sustainable linkages with financial service providers; institutionalizing training of LI methods through the establishment of LITC and its network of satellite training centres, integrating and mainstreaming LI methods training in higher institutions of learnings) so as to create longer term work opportunities and promote sustainable livelihoods;*

- ✚ *Provision of requisite technical support to NDPW by the ILO TA team by way of preparing enhanced guidelines, manuals, technical briefs and documentation, and operationalizing an appropriate mechanism to facilitate for knowledge transfer to implementing bodies and also by way of formulating a comprehensive project sustainability and exit strategy;*
  - ✚ *Provision of a dedicated technical team of local counterpart staff (with demonstrated passion, self-drive and commitment to EPWP) by NDPW to under-study ILO technical support and providing the team with relevant incentives (e.g. ring-fencing project budget, providing appropriate working environment, and training etc.) to ensure sustainable development of in-house capacity;*
- 5. Advocacy:** *Promote broad-based “buy-in”, ownership and support of the ILO TA Project support to NDPW, and by extension EPWP, by stepping up support on advocacy campaigns and increased documentation of best practices to enhance change of mind-set among all stakeholder organisations, and in particular among implementing agencies, municipalities, consultants, mentors and contractors.*
- 6. Project Roll-Out:** The ILO TA team to support NDPW in working out roll-out strategy and exploring possible areas to replicate the EPWP LI employment creation development model, and in so doing take into account lessons learned during phases 1 and 2; the need to use the demand-driven approach (for enhanced ownership and demonstration of commitment – e.g. as has been shown by NW, FS and WC provinces); the need to give priority to provinces willing to fund the programme; and the need to host ILO TAs in departments/institutions where they are likely have the greatest influence and impact in terms of capacity building and driving forward the EPWP agenda.