



**public works
& infrastructure**

Department:
Public Works and Infrastructure
REPUBLIC OF SOUTH AFRICA

TERMS OF REFERENCE

APPOINTMENT OF A SERVICE PROVIDER FOR THE EVALUATION OF THE ILO TECHNICAL ASSISTANCE TO THE NATIONAL COMPONENT OF THE EXPANDED PUBLIC WORKS PROGRAMME (EPWP)

GRC AND EPWP	2025
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1. Background and Context

The Expanded Public Works Programme (EPWP) was launched in South Africa in 2004 to contribute to the reduction of unemployment and alleviation of poverty through the creation of work opportunities across the different spheres of government through the promotion of the use of labour-intensive methods in different sectors. The EPWP is implemented in five-year phases, with the current fifth phase ending on 31 March 2029. The Government of South Africa entered into a Memorandum of Agreement in January 2025 with the International Labour Organisation (ILO) to provide technical support to the then Department of Public Works (DPW) and the then Limpopo Department of Public Works (LDPW). The technical support provided to then DPW and now the Department of Public Works and Infrastructure (DPWI) focused on promoting labour-intensive approaches, fostering pro-employment policies, capacity building in the use of labour-intensive methods, advocacy, research and development of guidelines and manuals whilst embedding decent work principles. The Government of South Africa choose to partner with the ILO, a United Nations Agency based on its experience in supporting different countries to implement Public Employment Programmes by promoting the use of labour-intensive approaches that promote the creation of job opportunities that will contribute towards the reduction of unemployment and alleviation of poverty.

This evaluation therefore seeks to assess the ILO's impact on the EPWP in terms of the promotion of labour-intensive approaches that contribute towards the reduction of unemployment and alleviation of poverty that support national objectives over the 2005–2024 period. The evaluation will focus on the relevance and effectiveness of its support during the period from January 2020 to December 2024, and determine its comparative value compared to other entities, such as consultants, NGOs, and other government bodies.

2. Objectives of the Evaluation

The evaluation's primary objective is to determine whether ILO Technical Assistance was impactful and provided essential value to the EPWP national component. The evaluation will assess the effectiveness, efficiency, relevance, and sustainability of the technical assistance. This includes:

1. **Impact Assessment:** Evaluate the ILO's long-term impact on the EPWP, highlighting key achievements in the provision of technical assistance in supporting the implementation of the EPWP from 2005 to 2024 and focussing on achievements of specific deliverables and challenges from January 2020 to December 2024.
2. **Relevance and Comparative Advantage:** Assess the relevance of ILO technical assistance in promoting labour-intensive methodologies to promote creation of work opportunities that in addressing national EPWP priorities and its comparative advantage over alternative entities that could provide similar services (e.g., consultants, NGOs, and government institutions).
3. **Future Collaboration for Phase V:** Identify lessons learned, challenges, and good practices to inform potential collaboration for Phase V of the EPWP (April 2024–March 2029).

The purpose of the evaluation is to determine impact of the ILO's technical assistance with a view to determining the effectiveness including value for money of the support provided to inform the necessity of continued collaboration.

3. Scope of the Evaluation

The evaluation will focus on the following:

1. **Geographical Scope:** The **national reach** of the ILO technical assistance, excluding the ILO Limpopo provincial component that was supported Limpopo province from January 2005 to December 2024. It is important to note that the Limpopo provincial component had a different scope although there were areas of collaboration. This will involve the sampling of different public bodies provided with technical assistance by the ILO national component across different provinces based a representative sample. At least 15 public bodies supported across the different provinces and spheres should be sampled, in addition to interviews of key officials from the EPWP branch that have received support from the ILO.
2. **Timeframe overview period:**
 - Detailed evaluation: January 2020 to March 2025
 - Long-term overview evaluation: January 2005 to December 2024.
3. **Comparative Assessment:** Evaluate the ILO's contributions compared to if consultants, NGOs, and other government entities were utilised to provide technical assistance in terms of the promotion of labour-intensive approaches that contribute towards the reduction of unemployment and alleviation of poverty that support national objectives.

4. Evaluation Criteria and Questions

The evaluation will use Development Assistance Committee of the Economic Cooperation and Development (OECD-DAC) Organisation criteria and include the following key questions:

1. **Impact**
 - What are the ILO's major achievements in its support to the EPWP from January 2005 to December 2024?
 - How has the ILO TA contributed to the sustainability of labour-intensive approaches in South Africa?
 - What measurable long-term changes in public employment programmes can be attributed to the ILO's support?
2. **Relevance**
 - How well has ILO TA contributed towards addressing national priorities, including employment creation, poverty reduction, and gender inclusion?
 - Are the objectives of ILO TA aligned with EPWP goals and the Decent Work Agenda?

3. Effectiveness

- To what extent have ILO interventions achieved their intended outcomes during the period January 2020 to December 2024?
- How effective has ILO TA been contributed towards addressing cross-cutting issues, such as disability, gender equality and inclusivity?

4. Efficiency

- Were resources used optimally to achieve the intended outcomes?
- How does the cost of ILO TA compare to other service providers, such as engineering consultants and NGOs?

5. Sustainability

- How sustainable are the outcomes of ILO TA interventions?
- To what extent are the EPWP stakeholders equipped to sustain the results of ILO support after Phase IV?
- How effective was the ILO Skills Transfer and Capacity Development.

6. Comparative Advantage

- What unique value does the ILO bring compared to consultants, NGOs, or other government bodies?
- Is the ILO's contribution cost-effective and aligned with national EPWP priorities?

7. Lessons for Future Collaboration

- What lessons, challenges, and good practices can inform potential future collaboration during Phase V?

5. Methodology

The evaluation will use a mixed-methods approach using quantitative and qualitative methodologies that will include:

1. **Desk Review:** Analysis of documents, including ILO reports, ILO Evaluation reports, EPWP evaluations, and relevant policies.
2. **Key Informant Interviews:** Stakeholders, including key DPWI officials, officials of Public Bodies, consultants and Contractors that received ILO technical assistance, and ILO staff.
3. **Case Studies:** Selected initiatives that highlight ILO's key achievements, challenges, and good practices.
4. **Comparative Analysis:** Evaluation of the ILO's TA against alternative support models.
5. **Workshops:** Validation workshops to discuss findings and recommendations with stakeholders.

6. Deliverables

The evaluation team will produce the following deliverables:

1. **Inception Report:** Detailing the methodology, data collection tools, and evaluation framework.
2. **Draft Evaluation Report:** Presenting preliminary findings, conclusions, and recommendations.
3. **Final Evaluation Report:** Including an executive summary, comprehensive findings, and actionable recommendations for Phase V.
4. **Validation Workshop Report:** Presentation of findings to key stakeholders for feedback.

7. Evaluation Team and Management

The evaluation team will consist of independent evaluators with expertise in:

- Public employment programmes and labour-intensive approaches.
- International development and evaluation methodologies.
- Economic and social policy, with a focus on the SDGs and Decent Work Agenda.

The evaluation will be managed by the DPWI Governance, Risk and Compliance branch.

8. Timelines

The evaluation will be conducted over four months:

- **Inception Phase including inception report:** two weeks after appointment.
- **Data Collection and Analysis:** two months after appointment.
- **Draft Report Submission:** three months after appointment.
- **Validation Workshop and Final Report:** four months after appointment.

9. Budget

The evaluation budget will cover:

- Consultant fees.
- Travel, subsistence and logistics.
- Workshops and report production.

10. Contracting Details

The service provider shall be contracted by the DPWI to undertake the assignment. This will be based on the proposal. The service provider will be accountable to the DPWI in terms of fulfilling the actions set out in the proposal.

Payments will be made in terms of tranches and milestones as follows:

- Inception Report = 30%
- Draft Report = 30%
- Final Report=40%

Payment of each invoice will be subject to all core members being available through-out the project implementation.

11. Proposal and Quotation

The service provider is required to provide a proposal setting out the basis by which the assignment will be undertaken within its proposed bid price. The service Provider is required to provide the following detail of the relevant experience of the individuals that will be undertaking work, including:

- Detailed CVs of the individuals identified to perform the assignment with proof of qualifications and their identity documents.
- All international qualifications must be SAQA accredited.
- A proposal which sets out what will be addressed in the assignment (data analysis plan, sampling methodology, project plan) and the proposed timeframe for the work.
- A plan indicating timeframe for each component of the work must be included in the proposal.
- The price should include all relevant project costs.
- An electronic copy of all documentation and data produced must be provided to the Department of Public Works and Infrastructure.
- The Department of Public Works and Infrastructure reserves the right to request for certified copies of documentation.

12. Consultants Qualifications

The selection of the service provider will be aimed at optimising the overall 'team' qualities in the following areas:

- Prior experience in evaluation projects of a similar nature and scope especially impact evaluation.
- Demonstrated understanding of the EPWP, Public Employment Programmes and experience in socio-economic impact evaluation and analysis.
- Demonstrated experience in evaluation report writing (Excellent writing and communication skills).

- The core team should comprise of at least three of the following areas:
 - ✓ Economics
 - ✓ Statistics
 - ✓ Social sciences and
 - ✓ Public Management
- The core team members should have a minimum of 5 years research experience post the Bachelor's degree qualifications.
- The team leader should have a minimum of a Master's degree in social science or Economic Management Sciences, and a minimum of 8 years' experience in evaluating poverty alleviation, developmental initiatives and government initiatives including Public Employment Programmes.
- The bidding company should have at least 8 years' experience in poverty alleviation and development research. The company should submit the company profile and 2 reference letters.
- If the core members change or are replaced during the project implementation, the DPWI will have to approve the amendments and replacements.

13. Functionality Criteria

Functionality criteria	Weighting factor:
1. Company Existence and Experience Proven existence and experience for a minimum of 8 years and the ability to demonstrate knowledge and expertise in research and evaluation studies. (Bidders need to attach a company profile and 2 Reference letters (Letters: must be past 5 to 10 years). 11 years' experience and above=5 points 9 to 10 years experience=4 points 8 years experience=3 points. Less than 8 years experience= 0 points	10
2. Technical Quality of the Proposal /Bid. The technical quality of the proposal will be assessed using the following criteria: • Clear understanding of the scope - Project scope explaining how the project will be implemented and resources. - Identification of possible challenges, limitations and solutions. • Detailed research methodology - Design of the study. - Sampling methodology. - Data analysis. • Clear Project implementation plan - Team composition, - Milestones.	30

If the proposal covers all three criteria = 5 points. Any 2 of the criteria = 3 points. Any 1 of the criteria = 1	
3. Team Leader Experience Team Leader must possess a minimum of eight (8) years working experience in Evaluation and Research in the Government Sector Public Employment Programmes. (Bidders must attach detailed CV of the Team Leader). 13 years and above = 5 points. 9 to 12 years = 4 points. 8 years = 3 points. Less than 8 years = 0 points.	20
4. Team Leader Qualification Team leader must possess a minimum a Masters' degree qualification in social science or economic management science. Bidders must attach copies (proof) of qualifications of the Team Leader. PHD = 5 points. Masters' degree = 3 points Any qualification below Masters = 0	10
5. Team members experience A team comprises at least three members. Each team member must possess a minimum of five (5) years' work experience in conducting evaluation and research projects post qualification. (Bidders must attach detailed CVs of Team members). Above 19 combined experience= 5 points. 17-19 years combined experience=4 points 15-17 years combined experience =3 points. Less than 15 years combined experience=0 points.	20
6. Team members Qualifications Team members must possess a combination of the following qualifications: Social Sciences, Statistics, Economics, and Public Management. (Bidders must attach copies (proof) of educational qualifications of the Team members). The team should comprise of at least two of the following areas of specialisation. If a member has 2 of the required qualifications, they will be scored once. (a) Bachelors/ Masters in: Statistics, Social Sciences, Economics, and Public Management. All of the above = 5 points Any three of the above = 3 points. None of the above = 0 points.	10
Total	100

The minimum functionality score to qualify for further evaluation is 60% points out of 100. The abovementioned criterion will be applied in the review of quotations received.

14. Final Evaluation Report

The service provider must submit the complete final evaluation report (electronic and 5 hard copies) incorporating comments and including an abstract, an executive summary (not exceeding three pages) and a complete report within two weeks from receiving comments from the Project Steering Committee from the DPWI on the draft report. A power point presentation of the report will be required with the final report.

15. Ethical Standards

The evaluation will adhere to ethical guidelines, ensuring transparency, inclusivity, and respect for confidentiality.

16. Enquiries

CONTACT DETAILS

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