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“A new era for social protection systems would be a foundation for peaceful societies and other measures to leave no one behind and eradicate extreme poverty. I urge States to accelerate steps to achieve universal social protection coverage, including for the remaining 4 billion people currently unprotected, in line with target 1.3 of the Sustainable Development Goals.”

ANTÓNIO GUTERRES
United Nations Secretary-General

Social Protection in South Africa Joint Programme

Final Evaluation

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List of Acronyms

BIG	Basic Income Grant
BIS	Basic Income Support
CATIs	Computer Assisted Telephonic Interviews
CCA	Common Country Assessment
CGE	Computable General Equilibrium
CODI	Core Diagnostic Instrument
COIDA	Compensation for Occupational Injuries and Diseases Act
COVID-19	Novel Corona Virus 2019
CSOs	Civil Society Organisations
CWBTT	Child Well-Being Tracking Tool
DaO	Delivery as One
DoEL	Department of Employment and Labour
DSD	Department of Social Development
DSL	Decent Standard of Living
EMC	Evaluation Management Committee
GII	Gender Inequality Index
GNI	Gross National Income
HDI	Human Development Index
HRBA	Human Rights-Based Approach
IFI	International Financial Institution
ILO	International Labour Organization
ILO/EVAL	ILO Evaluation
ISPA	Inter-agency Social Protection Assessment
JP	Joint Programme
JP SC	Joint Programme Steering Committee
KZN	KwaZulu Natal
LNOB	Leave No One Behind
MTSP	Medium Term Strategic Plan
NA	National Assembly
NCOP	National Council of Provinces
NDP	National Development Plan
NEDLAC	National Economic Development and Labour Council
NEETs	Not in Employment, Education, or Training
NIDS-CRAM	National Income Dynamics Study – Coronavirus Rapid Mobile Survey

NPC	National Planning Commission
NPI	Non-poor informal
NSPF	National Social Protection Floor
OECD	Organisation for Economic Cooperation and Development
OHCHR	Office of the High Commission for Human Right
PPP	Purchasing Power Parity
PUNOs	Participating UN Organisations
QCPR	Quadrennial Comprehensive Policy Review
RC	Resident Coordinator
RTMT	Real-Time Monitoring Tool
SADC	Southern Africa Development Community
SADSAWU	South African Domestic and Allied Workers Union
SAHRC	South African Human Rights Commission
SAMOD	South African tax-benefit microsimulation model
SDG	Sustainable Development Goals
SMART	Specific, Measurable, Achievable, Result oriented and Time-bound
SOP	Standard Operating Procedures
SPIAC-B	Social Protection Inter-Agency Coordination Board
SRD	Social Relief of Distress
UDWOSA	United Domestic Workers Union of South Africa
UIF	Unemployment Insurance Fund
UN	United Nations
UNCT	United Nations Country Team
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNDS	United Nations Development System
UNED	United Nations Evaluation Group
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNICEF	United Nations Children’s Fund
UNRCO	United Nations Resident Coordinator’s Office
UNS	United Nations System
UNSDCF	United Nations Sustainable Development Cooperation Framework
WIEGO	Women in Informal Employment: Global and Organizing
WIW	Women Informal Workers
WP	Work Plan

EXECUTIVE SUMMARY

The Programme, "An integrated and universal social protection linked to Social Protection in South Africa developmental social welfare services in South Africa / short title: Social Protection in South Africa" (SPSA-JP), was a joint programme among UN agencies, including ILO (lead agency) -UNDP-UNICEF-UNWOMEN- OHCHR. The programme implementation commenced on 1st January 2020 and ends on 7 September 2022. The Programme was part of the UN's collective support towards achieving the social protection priorities of the Government of South Africa's National Development Plan 2030, related international goals, and Social Development Goals within the framework of the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2020 – 2025.

The JP was implemented in the context of high unemployment, low growth, weakened international competitiveness and reliance on carbon-intensive energy, and high inequality with a Gini coefficient of 0.68. Women, young black South Africans, irregular and undocumented migrants, persons with disability, street traders, waste-pickers, cross-border traders, precarious workers in agriculture and domestic workers are particularly vulnerable to unemployment and the deficits of the large informal economy. South Africa has well-developed social protection systems for reducing poverty and inequality associated with past injustices. Social protection coverage has increased steadily, with 30.3% of the population covered in 2018. Similarly, the number of social grants has increased, and spending on essential services remains high at 20% of the national budget.

The SPSA-JP was co-funded by the Joint SDG Fund and two PUNOs to the tune of US\$2.725 million. The UNDS came together to develop a significant new initiative to support Governments in advancing the SDGs. Through its Theory of Change, the SPSA-JP sought to address exclusion from existing provisions of social protection programmes and advocate for a comprehensive and inclusive system that leaves no one behind. The SPSA-JP sought to contribute toward Joint SDG Fund Outcome 1: *Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale*. The SPSA-JP pursued its purpose and objective through four outcomes, namely: Outcome 1 Social Assistance Scheme Consensus is Reached, Outcome 2: Options are agreed upon to address Gaps in access of women excluded from social insurance; Outcome 3: Strengthened social welfare policy and regulatory frameworks; and Outcome 4: Joint Program Management is strengthened.

Purpose and Objectives of the Evaluation

The purpose of the evaluation was to enhance accountability, learning, planning, and building knowledge. The evaluation also sought to assess the Programme's contribution to the achievement of the SDGs (through the SDGs targets) and the UNDS reform. The objective of the evaluation was to assess the extent to which the JP had achieved its intended results. The evaluation covered the period from January 2020 to May 2022. It also focused on the four main components of the Delivering as One package and assessed the extent to which the four components: had influenced the implementation of the SPSA-JP. The evaluation also assessed the extent to which the PSA-JP, through DaO strategy, leveraged the capacities of PUNOs to mobilise resources for future programming in SP.

The evaluation faced limitations related to the predominance of the online data collection method and stakeholder engagement.

Conceptual and Methodological Frameworks of the SP-JP Programme Evaluation

The evaluation was conducted in a theory-based approach, focusing on outcome-level indicators and using mixed methods, including a utilisation focus. The evaluation placed the JP in the context of the Joint SDG Fund, DaO, UNS inter-agency approach to social protection, ongoing social protection initiatives and the socio-economic development context of South Africa. In constructing the evaluation framework this way, the evaluation drew on the Joint SDG Fund terms of reference and treated the SPSA-JP as a country-level operationalisation of the Joint SDG Fund terms of reference.

The outcome evaluation primarily relied on the programme **evaluability**, **Theory of Change**, and the **results matrix**, including inputs and outputs, as well as the effectiveness of the SPSA-JP coordination and implementation mechanisms to ascertain the sources of the JP outcome and impact effects. To assess effectiveness, the central question in this evaluation was whether the outcome targets had been achieved and whether they contributed to desired outcomes. Assessing effectiveness also required answers from the stakeholders to the question, "*What has changed because of the SP-JP support?*"

The evaluation utilised the OECD criteria outlined in the United Nations Evaluation Group (UNEG) guidelines, which include relevance, coherence, efficiency, effectiveness, impact, and sustainability. Gender-related concerns were analysed based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Programmes. In assessing the transformative effects of the SPSA-JP on inclusive and sustainable social protection and social security for marginalised groups in South Africa, the evaluation, as much as possible, tried to ascertain the **contribution** of the results to the social protection policy and institutional changes in the country. The evaluation used a mixed-methods approach combining

quantitative and qualitative criteria to collect primary and secondary data using various techniques. Through desk reviews, the evaluation collected secondary data from documents made available by the NPC in coordination with the EMC. Through the output/Outcome/Impact indicator measurement tool, the evaluation collected secondary data from the programme implementation reports on the indicators, baselines, targets, and status of the indicators at the time of evaluation. The evaluation collected primary data through virtual key informant interviews, institutional interviews, and electronic surveys. Institutional interviews went beyond expert opinions to collect specific data maintained by mandated PUNOs. The evaluation used the institutional approach to compile financial reports on budget expenditures.

EVALUATION FINDINGS

Evaluability and validity of the design

The SPSA-JP was evaluable, with defined outcomes and indicators, indicator baselines and targets. However, the outcome level indicators were set too low or lacked adequate detail to be truly meaningful to underpin the JP theory of change. The SPSA-JP was guided by the Theory of Change (ToC) and the results framework. The JP design had a risk matrix including the rating of risks, mitigation measures and responsible institutions. Nevertheless, without a JP monitoring and evaluation system, the evaluation could not ascertain the existence of a risk monitoring framework.

The evaluation also noted that the outcome statements and their indicators were pitched at the output level. They did not measure transformative changes in duty-bearers' capacities nor the capabilities and well-being of beneficiaries. The JP outcomes, outputs and indicators were pitched at the lowest level of the ToC. While the implementation strategy was realistic, the evaluators posit that the scope of the programme design was not realistic. The aim and objectives of the JP were not achievable within the two years of its subsistence.

The gender and youth dimensions were visible in Outcome 2 by focusing on women and youth aged 18-59 employed in the informal sector. However, the overall reporting was gender neutral. The programme design process was participatory. While the JP drew on the CCA, the evaluation did not find strong evidence of the use of various internal and external knowledge products that were available at the design of the JP.

Relevance

The SPSA-JP sought to leverage the UNSDCF process roll-out, particularly its investment in priority areas of social protection and SDG implementation, which made it very relevant. The SPSA-JP derived relevance from its responsiveness to the challenges identified in the UN Common Country Analysis of 2019. These challenges also underpinned the social protection agenda of the UNSDCF 2020 – 2025. The JP was founded on the human rights approach, which resonates with the Constitution of South Africa

Coherence

The JP, while having relevant components (concerning what was to be achieved), appears not to have fully utilised the UN guidance on how to achieve the outcomes through the placement of the JP within the operational principles of the Joint SDG Fund and DaO. The programme approaches emerging from the use of the Inter-Agency Social Protection Assessment tools. The JP was coherent/aligned with the UN, national and global development frameworks, an attribute which also enhanced its relevance.

Systemic coherence/alignment: The Joint Programme was designed during the previous UN Cooperation Framework that ended in 2019 and sought systemic coherence/alignment. Social protection remained relevant, allowing the JP to align with the new UNSDCF 2020 – 2025. Further scope for functional alignment lay in using the terms of reference of the Joint SDG Fund. The terms of reference called for not only working on social protection but for a deliberate focus on the intended contribution of the Fund to operational excellence (enabling better country-level coordination) and bringing about programmatic changes based on the UNS comparative advantage.

National coherence: In line with the need to be responsive to national priorities and the principle of national ownership and leadership, the SPSA-JP was aligned with the National Development Plan 2030 (NDP 2030).

Coherence with development partners' priorities and programmes: The evaluation found that actors in the development sector largely agreed on the need to reform the social protection system in South Africa. The JP appears to have entered the space and stood as an additional voice and effort in a well-trodden terrain.

Global coherence: The SPSA-JP was aligned with the international developmental frameworks, particularly the SDG 2030 agenda but not with the approach espoused by the Social Protection Inter-Agency Cooperation Board through its tools, including CODI.

Effectiveness

The effectiveness of the JP was assessed based on the repurposed JP. The JP priorities were redirected to align with the dictates of the COVID-19 pandemic environment. Priorities under the various outcome areas had to be reviewed considering the challenges posed by the COVID19 pandemic crisis, leading to the repurposing of some of the priority activities.

Overall, the effectiveness of the JP was satisfactory, mainly deriving from the mismatch between its ambitious Theory of Change and the toned-down implementation targets. Effectiveness was also compromised by the COVID-19 pandemic and its ensuing lockdowns and restrictions on movement.

Outcome 1: *Social assistance scheme consensus is reached:* Consensus on the social assistance scheme had not been reached, but good progress had been made towards achieving the outcome. The JP's contribution to the achievements under this outcome was very significant. The indicator target of having a NEDLAC task force established had not been achieved, but an Expert Panel had been established to support the technical processes for the formulation of the Support and Basic Income Grant initiatives. The establishment of the Expert Panel was a major value addition and was significant social protection agenda in South Africa. It created the foundation for interrogating social assistance in the long term, especially for the working age population 18 to 59-year age group. The evaluators posit that an important result essential through this outcome area was that the work on the Basic Income Support grant and Basic Income Grant laid a firm foundation for a national debate on the need to address the social assistance gap. This debate was likely to be sustained even after the JP until consensus on viable options had been built and implemented.

The JP supported a Green Paper on Comprehensive social security reforms in South Africa. The Green Paper addressed key gaps, including low coverage and the financial sustainability of the current social security system. The Green Paper also proposed the establishment of a public social security fund (National Social Security Fund (NSSF) to administer a financially sustainable national social security scheme.

JP Outcome 2 - Options are formulated to address gaps in access of women excluded from social insurance

The evaluation established that the outcome target could not be achieved because it was too ambitious vis-à-vis the duration of the JP. Nevertheless, the JP made visible investments in knowledge and capacity building in the thematic area, including critical advocacy that elevated debate on the need for social security for the informal sector. COVID-19 made a case for greater social security access for women operating in informality. It further highlighted the timeliness and need of Outcome 2 and its outputs. The achievement of the outcome target of increasing the proportion of women in the informal economy covered by social insurance schemes from an estimated 5% could not be assessed because the target did not follow from the baseline. Nevertheless, the study on social insurance schemes for the informal sector in South Africa with a focus on women and youth informed policy debate on designing social insurance for the sector, as well as formulating options to address the gaps in access of women excluded from social insurance. A realisation was made at implementation that sections of the informal sector were already catered for in existing policy instruments (UIF, COIDA and maternity leave) and the gap was translating provisions into benefits. The evaluation also established that the JP-WIEGO partnership was instrumental in achieving the initial stepping-stones in pushing the JP's informal sector social security agenda to what would need to be longer-term programme work to ensure endorsement at the highest policy and political levels. WIEGO had planned to have submitted to NEDLAC an official statement from the five sectors of self-employed informal workers regarding their demands relating to maternity and pension benefits by the end of the JP.

Outcome 3: *Strengthened social welfare policy and regulatory frameworks:* Overall progress on this outcome's performance indicator could not be adequately ascertained because it was not clear how the three outputs and their related indicators were intended to logically feed into the outcome indicator. As a result, the outcome indicator could not be rated from the cumulative performance of the output indicators. The JP enhanced evidence generation in social protection for children. It also created greater awareness of the financing challenges facing the social sectors, including social development and social protection. It enhanced the understanding of the uses of multidimensional poverty in social protection advocacy (for example, monetisation of the possession index). Finally, the evidence for a social protection floor (study completed) and the research on the exclusion error on the Child Support Grant (study to be conducted at the end of Q1) provided the building blocks for a comprehensive discussion on the overhaul of the social welfare system. Overall, based on output performance, the JP made good progress towards the achievement of this outcome.

JP Outcome 4: *Joint Program Management established:* The evaluation received conflicting positions concerning this outcome, which the evaluators could not reconcile. One was that the JP SC was established and functional. Two Steering Committee meetings were reportedly held in 2020 and 2021, with two planned for August 2022 and a final review workshop planned for September 2022. The evaluation, however, was not furnished (upon request) with evidence of the appointment of Committee members as proof of its existence, nor with minutes of the Committee meetings or notes-to-

file as evidence of its functionality. The other position from the other interviewees was that the JP Steering Committee was not conclusively constituted. Potential member institutions were identified, but they were not constituted into a functional steering committee. Resultantly, no Steering Committee meetings were held, and the planned annual meetings did not take place. This was corroborated by other non-UN stakeholders who expressed ignorance of the existence of such a committee.

The evaluation was informed that the JP had influenced the establishment and extension of the SRD grant, whose reach was 10 million individuals. From the available evidence, however, the SRD grant was introduced in April 2020 before the JP had taken root, hence improbable that the JP influenced its establishment. What is corroborated by evidence is that the JP influenced the extension of the grant to March 2023.

Another unexpected outcome was that the JP had also created a basis for Parliament to hold the executive arm of Government to account concerning social protection for children and built the capacities of representative bodies of groups excluded from social protection to demand access for their membership. Aspects of these results could not be linked to the JP by stakeholders. However, the evaluation did establish that some of the PUNOs had ongoing work with government departments and Parliament. Within this context, the evaluation could not confirm the extent of the contribution of the JP.

Effectiveness of governance and management arrangements

The SPSA-JP, to a satisfactory extent, improved collaboration within UN Country Teams (under the leadership of the UN Resident Coordinator) through demand-driven and context-specific initiatives designed and delivered by the stakeholders involved to enhance access to social protection for the vulnerable, including women and youths in the informal sector. According to the Joint SDG Fund TORs, UNDAF Results Groups would provide strategic direction and oversight to programmes supported by the Joint SDG Fund for the 2030 Agenda. While the individual PUNOs might have been participating in the UNSDCF Results Groups, the evaluation did not receive any evidence of the Results Groups exercising strategic direction and oversight of the SPSA-JP,

It was a requirement that joint programmes funded by the Joint SDG Fund for the 2030 Agenda be governed by the authority of a Joint Programme Steering Committee. The evaluation established that there were conflicting positions with regard existence and functionality of the SPSA-JP Steering Committee. The evaluation also established that the RCO, within the context of the Joint SDG Fund, did not move towards establishing a country-level SDG Fund to finance social protection initiatives as anticipated by the Joint SDG Fund initiative.

The JP document did not spell out the coordination, implementation and monitoring roles and responsibilities of the various key JP governance structures, including RCO, JP Steering Committee, Convening/Lead agency and PUNOs. The results achieved under the JP were mainly driven by the commitment of the individual PUNOs and facilitated not through the JP governance structures that should have required accountability for results. The JP Steering Committee was not fully functional to steer the JP toward results. There were also no Thematic Working Groups to drive processes between the rare JP Steering Committee meetings and no active and compelling link between the JP and the UNSDCF Results Groups who could also have helped push the JP for results.

Efficiency

The funds were allocated following the design of the programme. The SDG Fund disbursed the funds to the SPSA-JP without delay. However, there were allocative inefficiencies with the total insurance and staff budget alone accounting for more than 50% of the total JP budget. Moreso, the JP budget did not show any equipment that would be procured for the JP. The insurance budget was possibly even higher than the total value of the insurable assets used by the programme

The evaluation could not conclusively assess the resource absorption rates due to incomplete information. Expenditure information was only availed for two outcomes. Outcome 1 had a low resource utilisation rate of 41.84% and whilst outcome 3 had a satisfactory rate of 58.56%. For the two outcomes, it was unlikely that the allocated resources would be exhausted by the end of the JP.¹

Orientation to impact and sustainability

. From the synthesis of the achievements of the JP, the evaluation concluded that the JP had made limited progress toward achieving the anticipated impacts. The JP had done considerable groundwork in terms of laying the foundations for advocacy, consultation and consensus building. However, much still needed to be done in terms of upstream policy consultative work, consensus building, influencing the establishment of suitable institutional arrangements and instruments, and capacity development of institutions to deliver a comprehensive and inclusive system that would leave no one behind. The programme has not yet visibly worked at the practice and policy levels.

¹ Expenditure reports for Outcomes 2 and 4 were not availed for evaluation.

The prospects of sustainability varied across the outcomes. Prospects of sustainability of achieved results were relatively high, especially for Outcome 2 - the informal sector social security for the women and youths in the informal sector initiative, and Outcome 3 - strengthened social welfare policy and regulatory frameworks. At the time of evaluation, it was also difficult to determine the scalability of the programme components. The evaluation observed that the JP design document did not spell out an exit strategy, a significant omission.

The JP's contribution to SDGs

The short duration of the JP did not allow it to make an impactful contribution to the SDGs, but the evaluation posits that the JP laid strong groundwork for future contributions by the social protection sector to some of the SDG targets. The JP intended to contribute to SDG 1.3 through its efforts to reach a consensus on a social protection floor in terms of developing nationally appropriate social protection systems and expediting South Africa's commitment to a social floor as outlined in the MTSF 2019-2024. The JP is also likely to contribute toward SDG targets 1.1, 1.2 and 1.3 through its work on exploring the feasibility and options for covering the missing gap (18-59-year-olds).

Mainstreaming of cross-cutting issues

Human rights were well-mainstreamed across all the outcome areas, but the mainstreaming of gender, youth and disability were inadequate, except under Outcome 2, where women and youths were mainstreamed by default.

Gender

The JP made minimal deliberate efforts to ensure that outputs and activities incorporated gender considerations, including the use of gender-disaggregated data, where possible.

Human rights

The evaluation established that the JP prepared a human rights and social protection checklist. The tool was designed to support the integration of a human rights-based approach to social protection in South Africa while also reinforcing the realisation of the sustainable development goals, mainly SDG target 1.3, to ensure that no one was left behind. The checklist was based on international human rights and social security standards, including treaties ratified by South Africa.

Monitoring and Evaluation

The JP did not have an integrated M&E system, but the system was decentralised to the PUNOs in charge of the various JP outcome components. The evaluation found that the PUNOs in the SPSA-JP submitted joint annual reports to the Joint SDG Fund through the RCO. The reports reflected the outcomes and outputs outlined in the JP results matrix. The JP only produced the LNOB 2020 Report, and those for 2021 and 2022 were still pending. The evaluation established that the PUNOs maintained financial reports for their respective components. This was in line with the Joint SDG Fund guidelines (from the Fund TORs) that the PUNOs that received Joint SDG Fund resources would assume full programmatic and financial accountability for these resources, as outlined in the existing legal agreements. However, the evaluators did not see the consolidated JP financial reports submitted to the Joint SDG Fund.

Assessment of Risk Mitigation

The JP had made an effective risk analysis, and adjustments to the risks were made across reporting periods. The JP had done an effective risk analysis which identified contextual, programmatic, institutional, and fiduciary risks to strengthen its Theory of Change. However, without an integrated M&E system for the JP, the evaluation could not ascertain the risk M&E process.

CONCLUSIONS

Overall, the performance of the JP was satisfactory. A choice was made on the level of focus and the aspects to be emphasised through the implementation period. Whereas the evaluation anticipated five types of changes based on the purpose of the Joint SDGs Fund (as outlined in its ToRs and expectations on funded initiatives), the delivery primarily focused on one aspect (delivering technical solutions to shortcomings in the content of social protection in South Africa). The other four aspects (internal UN institutional arrangements for social protection, UN-partners institutional arrangement for collaborating on social protection, UN collective strategic positioning, and learning relating to the preceding three aspects) received limited explicit attention.

The focus was on specific population sub-groups in a context where concerns have centred on the design, coordination, and operation of the social protection system. The chosen approach emphasized inadequate coverage from a sub-population-group perspective. Coverage is one of the multiple challenges facing the social protection system in South Africa. Other aspects are coordination, integration, system efficiency and policy coherence across domains (including social services, skills development, and the labour market). While some stakeholders pointed to South Africa as being different and needing a different approach, the evaluation posits that an opportunity was missed in not using a SPIAC-B espoused approach and the terms of Reference of the Joint SDGs Fund to guide the design of the JP. The selected approach

has produced valuable products whose continuity is dependent on mobilising new resources. On the other hand, the SPIAC-B and Joint SDGs Fund approach would have emphasised institution-building (establishing multi-stakeholder forums that include donors, common assessment, and fund), which, assuming the successful establishment of a local Social Protection Fund, would have enabled the continuation of any population sub-group work beyond the JP. Moreover, the aggregation of SPIAC-B country-level representatives would have created a strong base from which future UN work in social protection would benefit.

RECOMMENDATIONS

Recommendation 1: The UN should undertake a relevance and feasibility assessment of establishing a local chapter of the SPIAC-B (named appropriately) to convene multiple stakeholders with an interest in social protection in South Africa. This is critical in a context where none of the actors separately has sufficient influence to move the social protection system.

Addressed to	Priority	Time frame	Level of resources required
United Nations	High	Short-term	Low

Recommendation 2: UN should use its convening power to influence the establishment of national social protection coordination structures in South Africa. These structures will be critical for completing all the JP's work-in-progress and utilising results to influence policy and decision-making. These structures will also be essential in addressing fragmentation.

Addressed to	Priority	Time frame	Level of resources required
United Nations	High	Short-term	Medium

Recommendation 3: There should be a high-level coordination structure to exercise oversight of the Expert Panel to ensure high-quality technical inputs into the design of a sustainable social assistance mechanism. The SRD grant was a good initiative that served its purpose well. However, development partners convened by the UN and donors should help Government transform the SRD into a sustainable social assistance mechanism. In the future, there is a need to link the SRD grant to the work/active labour market. For the unemployed the grant is significant because it also helps them pay job search costs. Grant applicants should be related to employment services to engage in work eventually. This should include high-level coordination structures having oversight of the Expert Panel to ensure high-quality technical inputs into the design of such a mechanism.

Addressed to	Priority	Time frame	Level of resources required
United Nations, DSD and Donors	High	Medium-Term	Medium

Recommendation 4: The UN should consider mobilising Inter-Agency Social Protection Board member agencies at the country level to undertake an ISPA. The work under the JP has brought to the fore some of the challenges in social protection and promoted debate. Beyond the debate, there needs to be a focus on solutions. The solutions lie beyond policy provisions and implementation and awareness and ability to claim among the potential beneficiaries, financing of social protection and the efficient use of resources allocated for social protection. The current focus on social protection is an important window that can be used to arrive at a consensus on issues. The UN should consider mobilising Inter-Agency Social Protection Board member agencies at the country level to undertake an ISPA.

Addressed to	Priority	Time frame	Level of resources required
United Nations	High	Short-term	Medium

Recommendation 5: The UN should consider the establishment of a UN Social Protection Group that consists of not only the JP PUNOs but all UN agencies with an interest in Social Protection. The JP

enabled PUNOs to understand the contribution that each agency could make and their combined strengths. The UN should consider using the experience of the JP as a building block toward the establishment of a UN Social Protection Group that consists of not only the JP PUNOs but all UN agencies with an interest in Social Protection.

Addressed to	Priority	Time frame	Level of resources required
United Nations	High	Immediate	Low

Recommendation 6: Set up a Social Protection Fund that will support experimentation and adaptation

The Social Protection issues in South Africa are likely to persist for a long time with policy integration being a major feature of long-term solutions. The policy integration work falls within the comparative advantage of the UN. To foster work across sectors, the UN will need to mobilise resources (technical and financial) for innovative solutions as well as adaptation of lessons from other countries. The UN and donors should consider setting up a Social Protection Fund that will support experimentation and adaptation.

Addressed to	Priority	Time frame	Level of resources required
United Nations and Donors	High	Immediate	Medium

Recommendation 7: The UN, under the leadership of the RCO, should strengthen learning across joint programmes. While several joint programmes have been implemented by the UNCT in South Africa, awareness of the same was low among SASP-JP personnel. Similarly, reference to existing guidance was limited potentially exposing the JP to avoidable challenges.

Addressed to	Priority	Time frame	Level of resources required
United Nations	High	Immediate	Low

GOOD PRACTICES

The evaluation identified a number of good practices from the SPSA-JP implementation, among which were the following:

1. Appointment of an Expert Panel as an Advisory Committee to DSD was a good practice. Through the ILO-WITS MoU and DSD-WITS partnership, the ILO and WITS supported DSD initiatives on the BIG, including the establishment on an Expert Panel (EP) on the BIG. The objective of the EP was to provide strategic guidance and technical support/input to DSD on the Basic Income Grant, in particular, the development and follow up actions of the Cabinet memo on the BIG, appraise BIG options and to serve as a collaborative and coordination hub for BIG research and knowledge generation. The measurable and visible impact was the elevation of the debate on BIS for the 18 -59 working age group into the national social security agenda.
2. Engagement with beneficiaries and their representative bodies was also a good practice. Whilst the project at the design stage intended to develop a social security system for those in the informal sector, including domestic workers, continuous engagement with the intended beneficiaries and their representative bodies during implementation revealed that sections of the informal sector were already catered for in existing policy instruments (UIF, COIDA and maternity leave) and the gap was translating provisions into benefits. The impact was a redirection of effort towards the designing of systems for the provisioning of benefits to the informally employed.
3. The project had a provision for each of the five participating PUNOs to hire a Project Officer. UNICEF and UNWOMEN hired one Project Officer to manage their component, which was a good practice.

The measurable impacts were the realised cost savings as well as the effective implementation of the project component, with each of the two PUNOs' project management needs being satisfied.

LESSONS LEARNT

The JP stakeholders were allowed to identify any improvements they would make if allowed to implement a similar JP. Box 1 below presents selected responses from PUNOs and one of the partners. The evaluation also identified operational and developmental lessons.

Developmental Lessons

1. Investment in the process is important, especially where solutions are contested (wicked problems). While the JP has produced valuable products, arriving at a consensus is challenged by the multiplicity of voices in social protection. Recognition of the difficulty of generating consensus positions calls for more inclusive processes that bring different voices into the same spaces for engagement. Illustrative examples include the divergent voices on the feasibility of a basic income grant, differences in approaches to addressing poverty through employment, and calls for greater focus on improving the efficiency of existing social expenditures before adding on new commitments. The various positions are not incompatible. Rather, they could constitute a package of social protection reforms.
2. Systems change interventions need to adopt realistic timelines and set outcomes, indicators and targets that are in keeping with the selected timeframes for programme interventions. Systems reform is a long-term process that requires strategic investment. Choices must be made between institutional/structural changes or a focus on policy and programme performance. While the approach espoused by the Joint SDG Fund focused on institutional/structural changes. The SPSA-JP opted for policy and programme level changes. Within the selected approach, the results achieved require further investment which calls for the allocation of new resources to consolidate the gains.

Operational Lessons

1. Technical soundness needs to be coupled with strong process considerations and guidance to realise the potential of joint programming Technical soundness needs to be coupled with strong process considerations and guidance to realise the potential of joint programming through measures that include:
 - a. Reflection on existing guidance on DaO and JPs to identify opportunities and options for strengthening operational efficiency
 - b. Operational efficiency indicators to ensure that JP partners do not operate independent of each other and/or miss the benefits that arise from JPs
 - c. Consideration of the 'state of the art' approaches within thematic areas to ensure the most strategic design choices are made.
2. Independent operation of JP components runs the risk of missing opportunities to mobilise additional resources for the JP theme as agencies may focus on their separate needs to the detriment of shared interests. This is particularly critical where JPs are new and initially appear to present increased transaction costs for agencies. Efforts to strengthen joint programmes can also be negatively impacted by funding arrangements that disperse joint programme decision-making.

INTRODUCTION

The Programme, "An integrated and universal social protection linked to Social Protection in South Africa developmental social welfare services in South Africa / short title: Social Protection in South Africa" (SPSA-JP), was a joint programme among UN agencies, including ILO (lead agency) -UNDP-UNICEF-UNWOMEN- OHCHR. The programme implementation commenced on 1st January 2020 and ends on 1st September 2022. The Programme was part of the UN's collective support towards achieving the social protection priorities of the Government of South Africa's National Development Plan 2030, related international goals, and Social Development Goals within the framework of the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2020 – 2025.

Following Guidance Note on Joint Programmes, the Evaluation Management Committee of the Independent Final Joint Evaluation (South Africa UNRCO, ILO, UNICEF, UN Women, and OHCHR) of the SPSA-JP commissioned the final evaluation of the JP. A team of two independent evaluators undertook the evaluation from 6th June to 15th August 2022. The evaluation sought to document the achievements or lack thereof towards expected outcomes and record lessons learned to inform follow-up and replication in similar settings for joint programming. The evaluation also assessed the effectiveness of the participating UN organisations (PUNOs) in Delivering as One (DaO), including the UN coordination system, joint programming, and inter-agency collaboration. This report presents the key findings of the evaluation.

UN organisations should ensure that all necessary arrangements are made in a timely manner to ensure prompt implementation, monitoring and evaluation, and reporting.

Guidance Note on Joint Programmes, page 9

Contextual Background

Country context

South Africa is the most diversified and financially integrated economy in Africa. It has good infrastructure and is the second most-favoured investment destination on the continent after Egypt. Classified as an upper-middle-income country, South Africa had a GNI per capita (PPP) of USD12,600 in 2019. Approximately 51.1% of South Africa's population of 59.6 million are female. (UN South Africa, 2019)². The youth aged 15-34 comprise 37.8% of the people, while 29% are below 15 years old.

High unemployment, low growth, weakened international competitiveness and reliance on carbon-intensive energy hamper the economy. Domestic material consumption is in decline, and unemployment is increasing. With a Gini coefficient of 0.68, the country is the most unequal society in the world. The underlying causes relate to the country's colonial and apartheid history, which created a dual economy and established stark and persisting racial, gender and regional disparities in income, wealth, ownership of land, education, health, housing and access to decent employment, skills, and resources. Women, young black South Africans, irregular and undocumented migrants, persons with disability, street traders, waste-pickers, cross-border traders, precarious workers in agriculture and domestic workers are particularly vulnerable to unemployment and the deficits of the large informal economy. The proportion of youth not in employment, education, or training (NEETs) has remained at around 30% since 2013.

South Africa has well-developed social protection systems for reducing poverty and inequality associated with past injustices (United Nations Development Programme (UNDP, 2014)³. However, the "provision of income security for those between the ages of 18 and 59 years" is described as the

² UN South Africa, (2019), Common Country Analysis

³ UNDP. 2014. Resident Representative and National Planning Secretariat/ Acting Director-General: Policy Options for Extending Social Protection to Informal Workers in South Africa. An Issue Paper for The National Planning Commission

"glaring social protection gap" in South Africa (Joint SDG Fund, South Africa, Annual Report, 2020)⁴. The 'missed middle' of social protection is primarily the group between the poor and the formal sector, referred to as 'non-poor informal' (NPI). Working-age informal workers have the least social assistance or systems of support; the COVID-19 pandemic highlighted their level of vulnerability. (UNDP, n.d.)⁵

Social protection coverage has increased steadily, with 30.3% of the population covered in 2018. Similarly, the number of social grants has increased, and spending on essential services remains high at 20% of the national budget. The extension of social protection to all population groups (including those in the informal economy) and strengthening the complaint mechanisms for social protection remain key concerns (UNSDCF 2020 -2025).

South Africa's Human Development Index (HDI) was 0.709 in 2019, putting the country in the high human development category and positioning it at 114 out of 189 countries and territories (UNDP, 2020)⁶. South Africa's female HDI value was 0.702, and the male value was 0.712 in 2019. It had a Gender Inequality Index (GII) value of 0.406, ranking it 93 out of 162 countries in 2019. The GII measures gender inequalities in three critical aspects of human development: reproductive health, measured by maternal mortality ratio and adolescent birth rates; empowerment, measured by the proportion of parliamentary seats occupied by females and proportion of adult females and males aged 25 years and older with at least some secondary education; and economic status, expressed as labour market participation and measured by labour force participation rate of female and male populations aged 15 years and older. Social protection is well studied in South Africa, with numerous reform efforts and many more attempted.

Government strategic context

In line with the need to be responsive to national priorities and the principle of national ownership and leadership, the SPSA-JP was aligned with the National Development Plan 2030 (NDP 2030). South Africa's NDP 2030 accorded a central role to social protection in addressing the critical challenges of eradicating poverty and reducing inequality (Department of Planning, Monitoring and Evaluation, n.d.)⁷.

The NDS 2030 regards the entrenchment of a social security system covering all working people, with social protection for the poor and other groups in need, such as children and people with disabilities, as one of the critical enablers to the achievement of its goal. Accordingly, one of its key objectives is: *By 2030, South Africa should have a comprehensive system of social protection that includes social security grants, mandatory retirement savings, risk benefits (such as unemployment, death and disability benefits) and voluntary retirement savings* (National Planning Commission, n.d.)⁸ The NDP 2030 and the Medium Term Strategic Plan (MTSP) envisage extending social insurance benefits to those excluded through, among other things, the "extension of social protection floors".

UN programme context: UNSDCF

The SPSA-JP contributes to the South African United Nations Sustainable Development Cooperation Framework (UNSDCF) 2020 – 2025, jointly signed by the Government of South Africa and the UN in

⁴ Joint SDG Fund. 2020. "Joint Programme 2020 Annual Progress Report." Project Factsheet - PSP 2019 South Africa

⁵ UNDP, (n.d.), Social Insurance Scheme Options for the Informal Sector in South Africa, with a focus on Women and Youth

⁶ The HDI is a summary measure for assessing long-term progress in three basic dimensions of human development: a long and healthy life, access to knowledge and a decent standard of living.

⁷ Department of Planning, Monitoring and Evaluation, (n.d.), Medium-Term Strategic Framework 2019–2024

⁸ National Planning Commission, (n.d.), Executive summary of the National Development Plan 2030

South Africa in April 2022⁹. Under the People Pillar, the UNSDCF recognises social protection as one of the gaps still existing across the people dimension. It further recognises the country's need to continue investing in its citizenry given the high inequality, unemployment, and poverty rates, which disproportionately affect women, people with disability, youth and children living in rural and urban informal settlements as gender disparities—the UNSDCF advocates for prioritising those far behind or at risk of being left behind.

The Prosperity Pillar advocates for strengthening and integrating rural development, agricultural, and social protection policies to eradicate poverty and food insecurity. It also advocates for enhancing women's participation and leadership in the economy will promote gender equality. Similarly, the Partnership Pillar seeks to leverage synergies toward achieving the SDG 2030 agenda in South Africa, which is essential for the UN's support of the country's social protection agenda.

The SPSA-JP was a direct contribution to (i) the first UNSDCF Strategic Priority: *Inclusive, just, and sustainable economic growth*, Outcome 1.1: *By 2025, all people in South Africa, particularly women, youth, and other marginalised groups, benefit justly from decent work and other social and economic opportunities*; and (ii) UNSDCF Strategic Priority 2: *Human capital and social transformation*, Outcome 2.2: *By 2025, all people in South Africa, particularly vulnerable and marginalised populations, enjoy improved health, nutrition and well-being*.

In March 2016, South Africa officially became a 'Delivering as One country', presenting the UN with an ideal opportunity for joint programming through the Four Ones.

The Joint SDG Fund and Social Protection in South Africa Joint Programme (SPSA-JP)

The Joint SDG Fund

As a follow-up to the QCPR decision, the UNDS, under the leadership of the Deputy Secretary General, undertook steps to ensure a more cohesive and integrated UNDS. Within the broader context of the 2030 Agenda, the Action Agenda and the QCPR, the UNDS came together to develop a significant new initiative to support Governments in advancing the SDGs: the Joint Fund for the 2030 Agenda (herein shortened to the Joint SDG Fund). The Joint SDG Fund seeks to build on the UN's ability to convene diverse stakeholders and help develop national capacity to work across policy domains in an integrated manner and stimulate an enabling environment for SDG investments. The substantive focus of the Joint SDG Fund reflects areas in which the UN, as a smart investor, expects to achieve the most significant impact by allocating its resources wisely.

The Fund reflects the UN's financing approach, outlined in the UNDG companion piece, "**Funding to Financing**", and includes the need to use limited UN resources as a catalyst to influence much larger financing flows. The Secretary-General sees the Joint SDG Fund as a critical piece of the reform of the UNDS. In his December 2017 report, the Secretary-General referred to the Joint SDG Fund as the "muscle" for Resident Coordinators and a new generation of United Nations Country Teams to help countries deliver the SDGs through catalysing integrated, transformative policy change and innovative financial investment.

The Joint SDG Fund is a country-focused instrument supporting priority inter-agency efforts toward joined-up implementation on the ground. The Joint SDG Fund approach focuses on integrating UN Agencies at the Country, Regional and Global levels and the next generation of Resident Coordinators and UN Country Teams with Governments, national stakeholders, and the private sector. By doing so,

⁹ The design of the SPSA-JP was originally aligned to the Strategic Cooperation Framework (UNSCF 2014-2020) Human Capabilities Key Result Area 3: "Increased access by vulnerable populations to Social Protection Services."

the Fund supports initiatives that reflect the SDGs' complexity, interdependence, and non-linear nature. Furthermore, it aims to facilitate bottom-up priorities and social innovation.

The Fund also seeks to help Country Teams create the financing strategies that dramatically increase SDG funding through convening networks and consortia comprised of Government, international development banks and the private sector. The Fund expects to enable Country Teams to make strategic investments allowed by the UN's integrated policy work and convening power.

The Joint SDG Fund is not intended to replace regular, individual agency-specific, SDG-targeted and financed activities. Instead, the Fund complements these resources and activities by i) providing targeted resources for multi-agency initiatives that strengthen national capacities for integrated policy; ii) developing a country's SDG financing ecosystem; iii) implementing catalytic SDG programming and investments; iv) ensuring effective and sustainable development results at national and sub-national levels.

Social Protection as an SDGs Accelerator

The United Nations System (UNS) has, over the years, sought to develop a common approach to social protection. Critical instruments in furthering a common practice have included the 2016 UNDG social protection coordination toolkit: Coordinating the design and implementation of nationally defined social protection floors¹⁰; the establishment of the Social Protection Inter-agency Cooperation Board (that includes 25 inter-governmental agencies, ten donor countries and 11 observers)¹¹; the Inter-agency Social Protection Assessment (ISPA), which includes the Core Diagnostic Instrument (CODI), and the SDG Acceleration Toolkit¹² (managed jointly by UNICEF and UNDP under the auspices of the UNSDG Task Team on Integrated Policy Support), among others. These various initiatives seek to give UNCTs a good foundation for working together on integrated policy support within the social protection theme.

Social Protection in South Africa Joint Programme (SPSA-JP): Outcomes and Outputs

Through its Theory of Change (**Error! Reference source not found.**), the SPSA-JP sought to address exclusion from existing provisions of social protection programmes and advocate for a comprehensive and inclusive system that leaves no one behind. The SPSA-JP sought to contribute toward Joint SDG Fund Outcome 1: *Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale*. The SPSA-JP pursued its purpose and objective through four pathways, namely:

- (i) developing feasible options to cover the most glaring social protection gap (the provision of income security for those between the ages of 18 and 59 years) and support the process of building consensus on a nationally defined Social Protection Floor (NSPF);
- (ii) establishing social insurance schemes for women in the informal sector, particularly in rural areas;
- (iii) supporting the development and financing of a new strengthened welfare services delivery model and its linkages to social grants; and
- (iv) Establishing a Joint Programme Management structure to oversee and monitor the implementation of the Joint Programme (JP) and present regular progress and monitoring reports.

The core interventions towards the achievement of results along these pathways included:

¹⁰ <https://unsdg.un.org/resources/undg-social-protection-coordination-toolkit>

¹¹

https://www.ilo.org/wcmsp5/groups/public/@dgreports/@nylo/documents/genericdocument/wcms_618288.pdf

¹² <https://sdgintegration.undp.org/sdg-acceleration-toolkit>

- unpacking of a social protection floor, its measurement and costing, and building consensus on an NSPF;
- exploring feasible options for social assistance (basic income grant) for 18 to 59 years old by the end of the SP-JP, costing implementation approaches suitable to the country's context;
- exploring local and international options for a package of social insurance measures for women in the informal sector, costing the scheme options, proposing and building consensus on feasible and sustainable scheme and delivery;
- providing support for the review of policies and regulatory frameworks towards a new social welfare services delivery model, costing the gaps and proposing implementation modalities for consideration, with the major thrust being on addressing the funding gaps to increase welfare services, human resources, physical infrastructure, use of information and communication technology, office, and delivery equipment; and
- employing the approach of leaving no one behind, targeting currently excluded groups, including young people and adults between 18-59 years old as well as women in the informal sector, looking at the specific situation of women, children, people with disabilities and migrants, as well as advancing the gradual implementation of a ground-breaking Basic Income Grant (BIG);

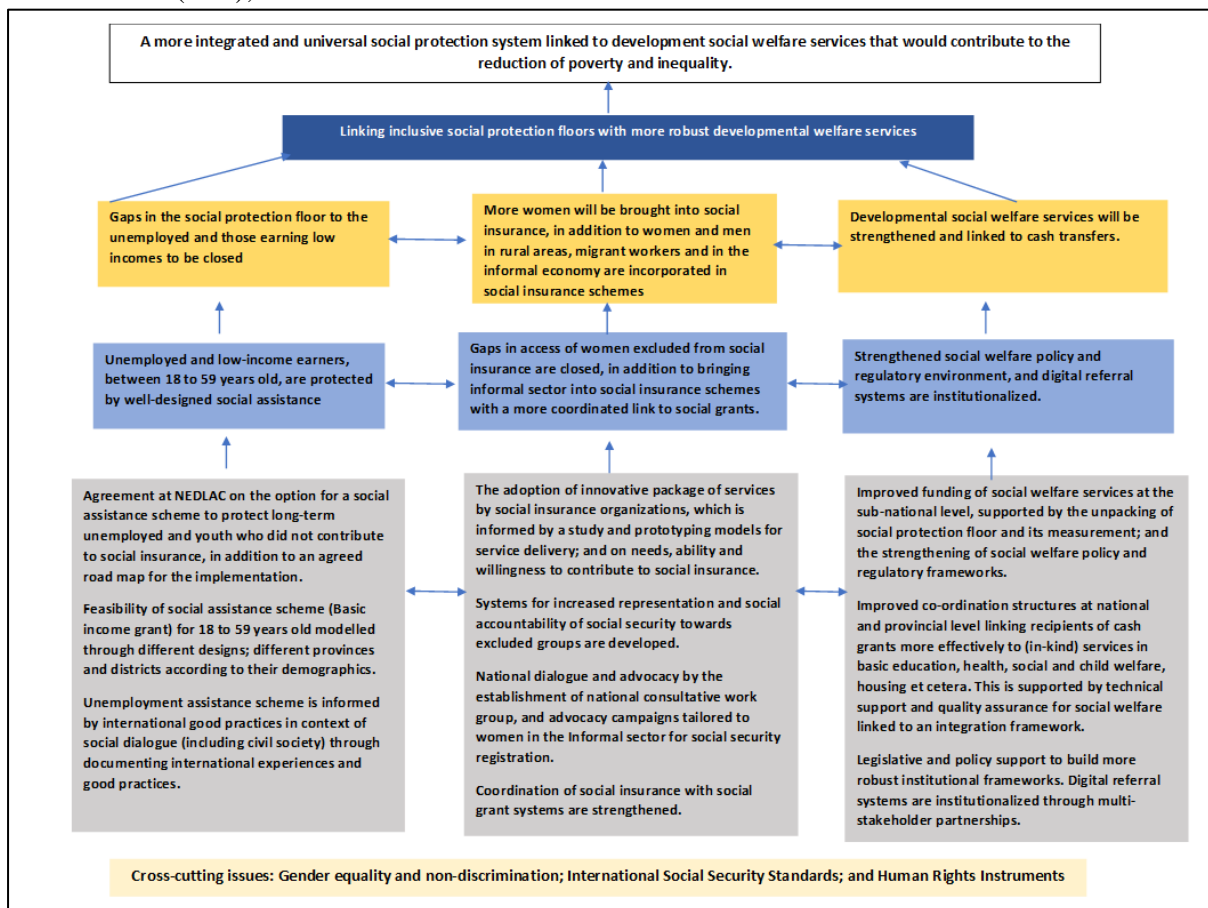


Figure 1: Social Protection in South Africa Joint Programme Theory of Change

Through these pathways and their related interventions, the SPSA-JP anticipated that a basic income grant, combined with the clarity and approaches to link social welfare (care) services with social grants beneficiaries, social insurance, and a new and better-funded welfare delivery model, would have multi-dimensional socio-economic impacts to empower women and significantly and dynamically change the trajectory towards the achievement of SDGs by 2030.

The achievement of the JP overall objective would be measured in four (4) outcomes, as summarised in Table 1 below.

Table 1: Abridged SPSA-JP Results Matrix

Outcome	No. of outcome indicators	No. of Outputs	No. of output indicators
Outcome 1 Social Assistance Scheme Consensus is Reached	1	2	2
Outcome 2: Options are agreed upon to address Gaps in access of women excluded from social insurance	0	3	3
Outcome 3: Strengthened social welfare policy and regulatory frameworks	1	3	3
Outcome 4: Joint Program Management is strengthened	0	2	3

Human Rights Mechanisms related to the Joint Programme

The SPSA-JP identifies the following human rights mechanisms underpinning the JP's rationale and guiding its design and implementation.

- UN Committee on the Rights of the Child;
- UN Committee on Economic, Social and Cultural rights;
- UN Committee on the Elimination of Discrimination against Women;
- UN Committee on the Rights of People with Disabilities;
- UN Committee on the Elimination of Racial Discrimination; and
- ILO Committee of Experts on the Application of Conventions and Recommendations.

Target groups

The SPSA-JP focuses on the target groups: women, children, girls, youth, persons with disabilities, older persons, rural workers, and migrants.

Funding

The Joint SDG Fund, ILO, and UNICEF (Table 2) funded the joint Programme.

Table 2: Overview of budget

Joint SDG Fund contribution	USD 2, 000.000.00
Co-funding 1: ILO (300,000 USD)	USD 300,000.00
Co-funding 2 UNICEF (425,000 USD)	USD 425,000.00
TOTAL	USD 2,725,000.00

PURPOSE AND OBJECTIVES OF THE EVALUATION

Purpose of the assignment

The purpose of the evaluation was to enhance accountability, learning, planning, and building knowledge based on the assessment of the programme performance against the set indicators and targets, thus meeting the requirements of the donor and the PUNOs evaluation policies regarding accountability and documentation of the results achieved. The evaluation also sought to assess the Programme's contribution towards the achievement of the SDGs (through the SDGs targets) and to the UNDS reform (i.e., Resident Coordinator (RC) leadership, UN Country Team (UNCT) coherence, etc.). The donor, PUNOs and national stakeholders would use the recommendations and lessons learnt to inform:

- the development and implementation strategies for the social security strengthening in-country,
- replication of the Programme in other countries, and

- further contributions to the programme proprietors' objective of enhancing access to comprehensive social protection for key populations at risk of being left behind.

Objectives of the Evaluation

The objectives of the evaluation were as follows:

- i.* Establish the relevance of the programme design and implementation strategy in relation to the relevant national development frameworks, UNSDCF and UN agencies cooperation programmes and final beneficiaries' needs.
- ii.* Establish the coherence of the programme design and implementation strategy in relation to the relevant national UN agencies (including the UNDS reform) and other multi or bilateral programs and programmes.
- iii.* Assess the extent to which the Programme has achieved its stated objectives and expected results while identifying the supporting factors and constraints that have led to them.
- iv.* Identify positive and negative unexpected results of the Programme.
- v.* Assess the implementation efficiency of the Programme.
- vi.* Assess the extent to which the programme outcomes will be sustainable.
- vii.* Assess the extent to which the Programme integrated gender equality and human rights as cross-cutting concerns, particularly regarding people with disabilities, throughout its deliverables and process, as well as social dialogue, international labour standards and just environmental transition.
- viii.* To assess the impact of COVID-19 on programme implementation, effectiveness, and efficiency.
- ix.* Assess to what extent the Programme contributed to the acceleration of SDGs progress.
- x.* Identify lessons learned and potential good practices.
- xi.* Provide recommendations to programme stakeholders to promote sustainability and support further development of the programme outcomes.

Scope of the programme evaluation

The evaluation covered the entire programme implementation period from January 2020 to May 2022, including a geographic coverage of the Republic of South Africa. The Social Protection in South Africa programme was the sole unit of analysis. Results were aggregated at the outcome level and attributed to the ILO-UNDP-UNICEF-UNWOMEN-OHCHR partnership, and the programme development partners as collective, not individual entities. The evaluation focused on the four main components of the Delivering as One package and assessed the extent to which the four components: (1) One Programme; (2) Operating as One; (3) Communicating and Advocating as One; and (4) Joint Partnership and Resource Leveraging – have influenced the implementation of the SPSA-JP. The evaluation also assessed the extent to which the SPSA-JP, through DaO strategy, leveraged the capacities of PUNOs to mobilise resources for future programming in SP. The evaluation utilised the OECD criteria outlined in the United Nations Evaluation Group (UNEG) guidelines,¹³ which include relevance, coherence, efficiency, effectiveness, impact, and sustainability.

Limitations of the evaluation

The evaluation faced several limitations related to the predominance of the online method of data collection, and engagements with the Inception Report and the Preliminary Findings. While online virtual engagement presented flexibility in data collection, it affected the sequencing of interviews, and the depth of engagement and limited the ability of the evaluators to engage stakeholders in discussions on areas where the emerging and discuss narratives were contradictory or misaligned. Securing interviews within the designated data collection period was a challenge and, in some cases, respondents were hesitant to provide written responses. This was more so in the case of self-assessment tools. The

evaluation had to contend with contentions that the self-assessment tools were ‘unfair’ as they did not allow respondents to tell the performance story in ways that they felt would better inform the evaluation. In response to the challenges, the evaluation extended the period of data collection and continued to engage stakeholders on areas needing clarification until 10 August 2022. These limitations notwithstanding, the evaluators are satisfied that adequate information has been gathered to adequately answer the evaluation questions.

Conceptual and Methodological Frameworks of the SP-JP Programme Evaluation

The SP-JP evaluation analytical framework

The evaluation was conducted as a theory-based programme, focusing on outcome-level indicators and using mixed methods, including a light outcome harvesting method and utilisation focus. The evaluation placed the JP in the context of the Joint SDG Fund, DaO, UNS inter-agency approach to social protection, ongoing social protection initiatives and the socio-economic development context of South Africa. Thus, the theory of change developed by the SPSA-JP was nested within a broader approach to change that treats the achievement of social protection outcomes as consisting of improvements in UNS coordination (**operational excellence**) and improvements in outcomes through the deployment of UNS knowledge, capabilities, and comparative advantages in social protection (**programme excellence**). In constructing the evaluation framework this way, the evaluation drew on the Joint SDG Fund terms of reference and treated the SPSA-JP as a country-level operationalisation of the Joint SDG Fund terms of reference.

The SPSA-JP evaluation analytical framework is summarised in **Error! Reference source not found.** The outcome evaluation primarily relied on the programme **evaluability**, **Theory of Change**, and the **results matrix**, including inputs and outputs, to ascertain the sources of the JP outcome and impact effects. The evaluation focused on achieving the four (4) SPSA-JP results and lessons learnt towards achieving the same. To assess effectiveness, the central question in this evaluation was whether the outcome targets had been achieved and whether they contributed to desired outcomes in the context of the UNSDCF, Joint SDF Fund, UN reform, national development frameworks and the 2030 Agenda for Sustainable Development. In addition to assessing progress toward planned SPSA-JP outcomes, the evaluation also assessed the effectiveness of the SPSA-JP coordination and implementation mechanisms and whether they were strengthening/contributing to the strategic achievement of results. The evaluation interrogated the existence and functionality of the various SPSA-JP coordination and implementation structures and evidence of implementation of coordination and implementation plans. Assessing relevance and effectiveness also required using tools and techniques that sought answers from the stakeholders to the question, "*What has changed because of the SP-JP support?*"

Overall, the SP-JP evaluation focused on three categories of evaluation criteria. *Category 1* consisted of the four OECD/DAC essential programme quality and performance evaluation criteria - **relevance, efficiency, effectiveness, and sustainability**. *Category 2* criteria evaluated the extent to which the programme design and implementation strategy strengthened the strategic, systemic, and national **coherence** of the SPSA-JP and its added value. *Category 3* criteria evaluated the degree to which the SPSA-JP mainstreamed cross-cutting issues, including gender equality, a rights-based approach and social dialogue. Gender-related concerns were analysed based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Programmes. In assessing the transformative effects of the SPSA-JP on inclusive and sustainable social protection and social security for marginalised groups in South Africa, the evaluation, as much as possible, tried to ascertain the **contribution** of the results to the social protection policy, institutional, and behavioural changes in the country. To assess contribution, the evaluators tried to establish what the situation would have been in the absence of the SPSA-JP, i.e., the **counterfactual**.

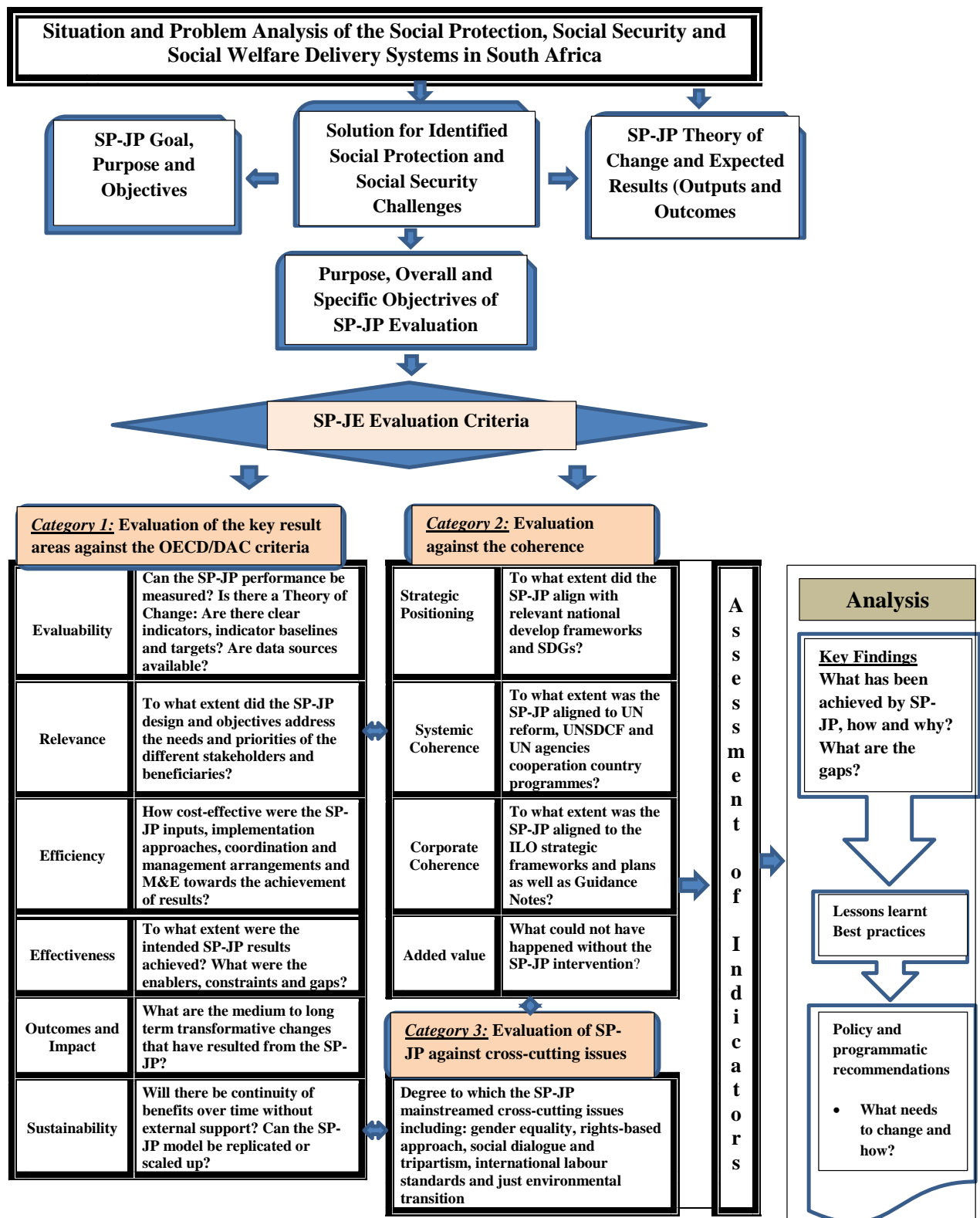


Figure 2: : SPSA-JP evaluation analytical framework

The evaluation employed an inclusive, participatory approach in line with ILO/EVAL Guidance Note No. 3.1 and Guidance Note No. 7 to ensure stakeholder participation. The evaluators followed the UNEG ethical guidelines on evaluation and signed the ILO evaluator Code of Conduct. Moreover, the review pursued a human rights-based approach through consultations with both duty bearers (ILO, PUNOs, and relevant agencies of the Government of the Republic of South Africa), development

and implementing partners, as well as rights holders (intended beneficiaries through their representative organisations, including those for women and youth in the informal sector).

The evaluation utilised a **logically constructed counterfactual** drawing on process tracing for each part of the theory of change and key informant interviews to compare the before and after situations. To achieve this the key steps undertaken were as follows:

1. Review of the Joint SDGs Fund Terms of Reference yielding six types of changes the fund sought to deliver (organisational, institutional, technical, communications, funding, learning);
2. Review of UN SP ‘Good Practice’ yielding a model for inter-agency and multi-stakeholders’ collaborative approach to SP (institutional arrangements, processes, tools, funding);
3. Review of literature on social protection in South Africa (Issues, challenges, trends, constraints on progress);
4. Positioning of the JP Theory of Change within 1-3
5. Analysis of the results matrix against the Theory of Change to clarify actual changes to expect at the end of programme;
6. Assessment of the extent of delivery on changes in the results framework;
7. Assessment of the delivered changes against the Toc, literature, SP Good Practice and Joint SDGs ToC;
8. Assessment of observed changes attributed to the JP at different levels against what would have happened without the JP (stakeholders’ assessments)
9. Validation with stakeholders

Methodology

The methodological framework (Figure 3) was based on the evaluation phases approach and interrogated the evaluation objectives, strategic activities, and deliverables at each assignment phase.

PHASES	Inception	Data collection	Analysis	Assessment and Reporting
Phase Objectives	To finalise the research methodology, tools, stakeholder map, work plan and logistics in consultation with the ILO, PMT, RCO and donors	To collect data and evidence on SP-JP output and outcome (and impact) indicator performance.	To analyse and triangulate data from different sources	<ul style="list-style-type: none"> • To respond to the key evaluation questions • To draw lessons learnt and best practices • To develop policy and programmatic recommendations on improvement of the SP-JP initiative
Evaluation Activities	<ul style="list-style-type: none"> • Virtual inception briefings and interviews with ILO, PMT, RCO and donors • Literature and document review • Development of methodology, data collection tools and work plan 	<ul style="list-style-type: none"> • Review of programme reports and key strategic documents on social protection and social security in South Africa, ILO guidance notes, relevant strategic documents of PUNOs • Virtual key informant interviews with key stakeholders, partners and donors 	Data computation, tabulation, comparison, analysis and synthesis	Compilation of key findings, lessons learnt, best practices, policy and programme recommendations based on ILO report format guidelines.
Deliverable	Inception report (with detailed work plan and data collection instruments following EVAL Checklist 3		Virtual PowerPoint presentation of preliminary findings to ERG	A concise draft and final Evaluation Report (maximum 35-40 pages plus annexes and following EVAL Checklists 5 and 6 framed under UNEG standards

Figure 3: SP-JP evaluation methodological framework

Data collection

The evaluation data collection approach aimed to build on the issues outlined in the research matrix presented in the Inception Report. Some adjustments in the approach were made due to the context in which the evaluation was operating.

Desk review: As per the ToRs, the desk review included the following information sources, which were made available by the NPC in coordination with the EMC (though the RCO and ILO evaluation manager) on Google Drive: programme document; work plans; implementation progress reports; programme budget and related financial reports; technical reports; and others as required. In addition to these materials proposed in the TORs, the evaluators also reviewed all the relevant strategic documents to which the SPSA-JP was aligned, including UNSDCF, Joint SDG Fund TORs, UN Joint Programme guidance notes, ILO guidance notes and others. The desk review suggested several preliminary findings that helped review or fine-tune the evaluation questions.

Output/Outcome/Impact indicator measurement tool: This tool was used to collect secondary data from the programme implementation reports on the indicators, baselines, targets, and status of the indicators at the time of evaluation. The tool summarised the JP performance by outcomes and related outputs. It was against these results that the JP contribution was measured. (See Tables 4 to 7 under Findings).

Primary data collection: The evaluation collected primary data through virtual key informant interviews, institutional interviews, and electronic surveys. Virtual meetings were held with the RCO, PUNO programme and technical focal persons. In addition, the evaluation also interviewed a broad range of stakeholders who were partnering with the PUNOs in implementing three of the four outcome components of the JP. These included central government departments, civil society organisations, researchers, development partners and donors. The list of people interviewed is shown in Annex 6.

Institutional interviews went beyond expert opinions to collect specific data maintained by mandated PUNOs. The evaluation used the institutional approach to compile financial reports on budget expenditures.

Ethical Considerations

The evaluators executed the assignment in line with the UNEG ethical guidelines on evaluation. They abided by the ILO evaluator Code of conduct and observed Data Protection Principles, UNEG Norms and Standards for evaluations and ethical guidelines. The ethical principles included:

- i. Safeguarding the rights and confidentiality of information providers, interviewees, and stakeholders;
- ii. Ensuring the security of collected information before and after the evaluation;
- iii. Ensuring anonymity and confidentiality of sources of information where expected; and
- iv. Ensuring all information, knowledge and data gathered in the evaluation process will be solely used for the evaluation and not for other uses without the client's and its partners' express authorisation.

EVALUATION FINDINGS

Evaluability and validity of the design

The Comprehensiveness of the JP Theory of Change

Finding 1: The SPSA-JP was evaluable, with defined outcomes and indicators, indicator baselines and targets. However, the outcome level indicators were set too low or lacked adequate detail to be truly meaningful to underpin the JP theory of change.

The SPSA-JP was guided by the Theory of Change (ToC) and the results framework. The results framework of the JP was aligned with and aimed to contribute toward the country's National Development Strategy 2030 and to support the achievement of integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale in the field of social protection. The ToC defined the JP aspirations for linking social protection (i.e., social assistance and social insurance) processes, players, and systems towards an integrated and universal social protection system related to developmental social welfare services that would reduce poverty and inequality. The JP identified five (5) assumptions underpinning the achievement of its ToC. These assumptions and their continued relevance are analysed in Table 3 below.

Table 3: SPSA_JP Theory of Change Assumptions

Theory of Change Assumptions	Continued Relevance of the Assumptions
The Government remains committed to implementing a social protection floor in policy announcements and practical steps.	<ul style="list-style-type: none"> • The Government's commitment to a social protection floor remained evident, primarily through the leadership of and participation in JP activities and discussions on the NSPF by the critical Government departments. • Fiscal space constraints remain a key challenge, especially in the context of Leave No One Behind commitments. • The weak linkages between the proposed social protection floor and human capital development (education, health and training for the labour market) continued to manifest the absence of a holistic and integrated approach to social protection.
The Government will accept a more integrated and dynamic M&E system.	In the absence of a coordinated and integrated approach to social protection, the need for an integrated and dynamic M&E system remains. The JP undertook some work concerning social protection for children.
The home-grown narrative about the non-adversarial relationship between the provision of social protection services and economic growth continues to enjoy widespread public and private support, which the project will seek to influence through related awareness and communication activities.	<ul style="list-style-type: none"> • South Africa had a large proportion of its public budget allocated to social protection. • The assumption remained valid, but the fiscal feasibility of some of the JP's proposed social assistance models was contested.
Correspondingly, a narrative of (grants) dependency in the provision of broader social protection services does not take root in the public and private sectors.	Concerns about dependency arose primarily from different interpretations of what the JP sought to achieve. Weaknesses in engagement constrained the emergence of a consensus on operational considerations, including the place of means-testing.
That fiscal space is preserved for social expenditure generally and that the emerging crises in other parts of the economy (for example, State Owned Enterprises' debt) are successfully addressed.	Social protection expenditures have generally been preserved. More outstanding commitment to social protection was also demonstrated through the introduction of the Social Relief of Distress Fund to cushion those whose livelihoods had been affected by the COVID19 pandemic, especially those employed in the informal sector.

The JP design had a risk matrix including the rating of risks, mitigation measures and responsible institutions. Nevertheless, without a JP monitoring and evaluation system, the evaluation could not ascertain the existence of a risk monitoring framework.

Adequacy of the Results and M&E Frameworks

Following the Joint SDG Fund guidelines, the SPSA-JP was supposed to serve a two-pronged purpose, i.e.: (i) to strengthen UNCT capacities for joint programming (**operational outcomes**); and (ii) to deliver strategic social protection outcomes (**programme outcomes**). The SPSA-JP showed that the JP was the UN's strategic intervention to align and respond to the Government's development priorities in social protection and social security and explicitly link to the relevant SDGs. There is, therefore, sufficient clarity regarding its intent. Hence the JP was also evaluable on this front. The available SPSA-JP annual reports contained relevant data based on its indicators and yearly targets. The evaluators did not find any significant factors that could hinder an impartial evaluation process.

Based on a review of available documents, particularly the SPSA-JP document and its associated reports, the evaluators' initial assessment was that the JP was evaluable. The programme design also had a results framework with defined outcomes, indicators, indicator baselines, and targets. However, some of the indicators, baselines and targets were not SMART. The evaluation also noted that the outcome statements and their indicators were pitched at the output level. The outcome level indicators were set too low or lacked adequate detail to be truly meaningful to underpin the JP theory of change. They did not measure transformative changes in duty-bearers' capacities nor the capabilities and well-being of beneficiaries. The JP outcomes, outputs and indicators were pitched at the lowest level of the ToC.

Outputs are changes in skills or the abilities and capacities of individuals or institutions or the availability of new products and services that result from interventions.

Outcomes represent changes in the development conditions or situations of targeted groups.

UNDAF Guidance, page 24

Validity of the implementation approach

Finding 2: The SPSA-JP implementation strategy was realistic, but the scope of the programme design was not realistic. The aim and objectives of the JP were not achievable within the two years of its subsistence. As a result, the implementation was scaled down to achieve institutional strengthening objectives without overstretching effort in a short time.

The SPSA-JP utilised the direct execution programme implementation strategy. This implementation strategy was appropriate in the implementation context (absence of inclusive overall social protection coordination structures). While the implementation strategy was realistic, the evaluators posit that the scope of the programme design was not realistic. The aim and objectives of the JP were not achievable within the two years of its subsistence. As a result, the implementation was scaled down to the achievement of institutional strengthening objectives without overstretching effort in the given short time to reach out to and influence end beneficiary behaviour and outcomes. In the context of COVID-19, the given timeframe and resources, the scaling back was rational. This unrealistic view about the JP duration was corroborated by a stakeholder organisation representative who observed:

"My main recommendation would be to ensure that feasible timeframes for project work are put in place. It is challenging to make real, sustained changes in rushed timeframes. We have had to push hard to complete our work plan within the stipulated time frame, putting great pressure on workers and team members".

The Learning and Sharing Plan summarised what should have been the focus and strategic approach given the short duration of the project as follows:

..... to bring evidence to allow fact-based national dialogue, focusing on using existing dialogue mechanisms (NEDLAC) and the involvement of the key population, using an LNOB approach. will also target cultural and perception change where social protection is seen as a "social budget expenditure" rather than an investment. will also be based on international best practices and lessons learned to ensure sovereign dialogue can reflect and consider relevant international experiences, including the regional framework such as the SADC code of social protection (2008) and the relevant international standards on social protection."

Mainstreaming of gender, race/ethnicity, youth, and disability inclusion-related issues in the programme document

Finding 3: The gender and youth dimensions were visible in Outcome 2 through its focus on women and youth aged 18-59 employed in the informal sector. Whilst Outcome 1 also focused on the same demographic group. However, the reporting was gender neutral.

The JP, especially under Outcome 2, deliberately endeavoured to address gender and youth-related social security issues by targeting the informal sector where the main actors are women and youths. The SPSA-JP planned to carry out considerable advocacy work on the need to develop a consensus that would enable the women and youths employed in the informal sector to access social security. In addition, enhancing social security for the informal sector would also, by default, address race/ethnicity-related issues as participants in the sector are mainly those negatively affected by the discriminatory apartheid-era policies. The evaluation noted that no efforts were explicitly targeted at disability inclusion.

Stakeholder participation in the JP design

The programme design process was participatory, including all the participating PUNOs and the lead Government department, i.e., the Department of Social Development and the Department of Labour and Employment. The programme document provided the list of programme partners and their responsibilities to a limited extent. The list enhanced the prospects of obtaining administrative data and expert opinions, thus strengthening programme evaluability. Notwithstanding, while the JP design intended to promote optimal participation and inclusivity, the list provided to the evaluators for sampling participating partners/stakeholders for interviews did not include some of the key institutions. Expected but not included were all NEDLAC partners, Provincial Departments of Social Development, South African Human Rights Commission (SAHRC), National Assembly (NA) and the National Council of Provinces (NCOP) and CSOs representing labour and people with disabilities. This questioned whether the design intentions of a broad-based participatory JP were being realised during implementation.

The extent to which the JP design was evidence-based

While the JP drew on the CCA, the evaluation did not find strong evidence of the use of various internal and external knowledge products that were available at the design of the JP. Key informants suggest that this could be attributable to the short timeframe for preparing the proposal and programme document. Among the tools that were available for use were the Terms of Reference for the Joint SDG Fund, CODI, UNESCAP Guide., ILO - Social protection expenditure and performance reviews; UNWOMEN - Theories of Change for UN Women's Thematic Priorities; ILO - Transition from the informal to the formal economy - Theory of Change. The evaluation noted that as part of the proposal preparation process, CODI was raised as a potential starting point for national engagement on social protection. The programme document does not reference CODI or any other social protection assessment.

Relevance

JP responsiveness to stakeholder and beneficiary needs and priorities

Finding 4: The SPSA-JP sought to leverage the UNSDCF process roll-out, particularly its investment in priority areas of social protection and SDG implementation, which made it very relevant. The JP was also coherent/aligned with the UN, national and global development frameworks, an attribute which also enhanced its relevance.

The SPSA-JP derived relevance from its responsiveness to the challenges identified in the UN Common Country Analysis of 2019. These challenges, which also underpinned the social protection agenda of the UNSDCF 2020 – 2025, included, among others:

- Many workers, including the self-employed, were working in the informal economy without labour or employment rights and with insufficient social protection;
- The most vulnerable to poverty, according to Statistics South Africa, were children under 17, women, non-white, and people living in rural areas and water-scarce regions;
- Need to extend the social protection system to cover the poor and the most vulnerable permanently fully and adopt a more integrated approach to levelling the playing field for women; and
- The Social Protection programme, while helpful in cushioning the poor against extreme poverty, raised dependency concerns due to its extensive non-conditional nature. The Social Protection programme, while helpful in cushioning the poor against extreme poverty, raises concerns of dependency due to its comprehensive non-conditional nature.

All three outward-facing JP outcome areas sought to address these challenges, thus responding to the needs of the vulnerable groups targeted by the JP. For women member organisations in the informal sector, the JP support allowed them to bring together organisations to engage in the policy spaces that have opened national debate around the social protection needs of WIW in the country, thus making the JP highly relevant. The JP's objectives also resonated with the country's social protection agenda that strives toward addressing the income security needs of the left-behind populations.

The JP was founded on the human rights approach, which resonates with the Constitution of South Africa. The JP sought to contribute to development effectiveness, national priorities and UNDAF relevance, specifically in social protection. The JP was aligned with national priorities and the UNSDCF 2020 - 2025 and sought to coordinate with other relevant development activities.

Coherence

Systemic, national and global coherence/alignment of the SPSA-JP

Finding 5: The JP, while having relevant components (concerning **what** was to be achieved), appears not to have fully utilised the UN guidance on **how to achieve** the outcomes through the placement of the joint Programme within the operational principles of the Joint SDG Fund and DaO, and the Programme approaches emerging from the use of the Inter-Agency Social Protection Assessment tools.

Systemic coherence/alignment: The Joint Programme was designed during the previous UN Cooperation Framework that ended in 2019 and sought systemic coherence/alignment. Social protection remained relevant, allowing the JP to align with the new UNSDCF 2020 – 2025.

There were mixed views on whether the JP should have been placed within a broader UNS social protection work portfolio. To the evaluation team, such an approach seemed logical and strategic in that it would allow the PUNOs to discuss the JP and their other social protection work. The portfolio would also have allowed for a broadened of UN agencies to inform and complement the JP efforts, thereby enhancing UNS coherence before engaging with stakeholders. The PUNOs discounted this based on the assertion that the results group that would have been the home of a social protection portfolio had not been functional.

Further scope for functional alignment lay in using the terms of reference of the Joint SDG Fund. The terms of reference called for not only working on social protection but for a deliberate focus on the intended contribution of the Fund to operational excellence (enabling better country-level coordination) and bringing about programmatic changes based on the UNS comparative advantage. The former is provided in various documents, including DaO and Joint Programming. The latter is adequately guided by the description of how supported JPs in the Joint SDG Fund portfolio would bring about change (convening multiple stakeholders, mobilising resources for SDGs and transformative policy changes) and inter-agency documents on social protection. Substantial utilisation of UNS guidance would have focused on outcomes (and their tracking) and process indicators and the tracking.

National coherence: In line with the need to be responsive to national priorities and the principle of national ownership and leadership, the SPSA-JP was aligned with the National Development Plan 2030 (NDP 2030). South Africa's NDP 2030 accords a central role to social protection in addressing the critical challenges of eradicating poverty and reducing inequality (Department of Planning, Monitoring and Evaluation, n.d.)¹⁴. The NDP 2030 and the Medium-Term Strategic Plan (MTSP) envisaged extending social insurance benefits to those excluded through, among other things, the "extension of social protection floors".

Coherence with development partners' priorities and programmes: The evaluation found that actors in the development sector largely agreed on the need to reform the social protection system in South Africa. There were many separate efforts (including analyses). This had been the case for several years with limited traction on reforms. The JP appears to have entered the space and stood as an additional voice and effort in a well-trodden terrain.

Global coherence: The SPSA-JP was aligned with the international developmental frameworks, particularly the SDG 2030 agenda but not with the approach espoused by the Social Protection Inter-Agency Cooperation Board through its tools, including CODI.

SPSA-JP contribution to UN coherence

The evaluation found differences in understanding what the JP sought to achieve and how. While the programmatic aspect was clear to all, the 'how' of the Programme was understood to be solely defined by the programme document with no reference to the Joint SDG Fund terms of reference or the inter-agency guidance documents on social protection. The operational aspects of the JP were also understood differently. The JP document stated two outputs under Outcome 4, which were understood by key personnel to reflect the totality of what the JP was to achieve. Consequently, questions related to management structures (terms of reference, membership, and minutes of meetings), monitoring and evaluation and communication were perceived as reflecting the evaluation overstepping its mandate. drew varied responses suggesting the sub-optimal operation of the management structures outside of the technical group.

On probing, some of the respondents acknowledged that there had not been a deliberate focus on the operational aspects of the JP while indicating that the absence of intended measurement and documentation efforts on learning to work together through a JP did not translate to a lack of learning on working together. Some anecdotal examples of improved understanding of each other's mandates and opportunities for integrated efforts were cited. A different view was that the evaluation was expecting too much from a team implementing its first JP.¹⁵ Other expected areas of the JP, particularly joint monitoring, and joint communications, were reportedly integrated into similar functions within the PUNOs.

¹⁴ Department of Planning, Monitoring and Evaluation, (n.d.), Medium Term Strategic Framework 2019–2024

¹⁵ In Key Informant Interviews, one of the PUNOs identified four JPs that had been implemented by the UNCT, albeit in different thematic areas.

Effectiveness

The effectiveness of the JP was assessed based on the repurposed JP. The JP priorities were redirected to align with the dictates of the COVID-19 pandemic environment. The JP had initially been designed to bring together audiences for workshops, meetings, and advocacy/visibility actions. Priorities under the various outcome areas had to be reviewed considering the challenges posed by the COVID19 pandemic crisis, leading to the repurposing of some of the priority activities. The repurposing was done in collaboration with the Government of South Africa and consultation with the SDG Fund. The revised/repurposed work plan focused mainly on adjusting activities while keeping the core outcomes.

Achievement of JP objectives for its different targeted groups

Finding 6: Overall, the effectiveness of the JP was satisfactory, mainly deriving from the mismatch between its ambitious Theory of Change and the toned-down implementation targets. Effectiveness was also compromised by the COVID-19 pandemic and its ensuing lockdowns and restrictions on movement.

Outcome 1: Social assistance scheme consensus is reached

Finding 6.1: Consensus on the social assistance scheme had not been reached, but good progress had been made towards the achievement of the outcome. The JP's contribution to the achievements under this outcome was very significant.

The indicator target of having a NEDLAC task force established had not been achieved, but an Expert Panel had been established to steer the technical processes for the formulation of the Basic Income Support and Basic Income Grant initiatives. The establishment of the Expert Panel to advise the Minister of Social Development on the BIS and BIG was a good practice and a major value addition to the social protection agenda in South Africa. It created the foundation for interrogating social assistance in the long term, especially for the 18 to 59-year age group. An extensive study was conducted through an Expert Panel commissioned by ILO and DSD to review the feasibility and appropriateness of Basic Income Support in South Africa to address the gaps, especially for 18-59 years old, and to provide strategic guidance and technical support/input to DSD on the BIG. An Expert Panel Report on the Basic Income Grant was finalised, launched, and endorsed by the Minister of Social Development. The study would inform consensus-building engagements. The expert panel report on basic income support was one of the critical documents DSD used to advocate for the extension of the SRD grant.

Under this outcome, the JP increased the capacity of Government officials in several areas of social protection, including communication, advocacy, and modelling. The UN also strengthened its relationship with Government and strategically positioned itself as the Government's partner in social protection.

The critical component of the consensus-building process, i.e., conducting consultations with NEDLAC on basic income support, was, however, not yet done. This was anticipated to take place after the end of the JP. The evaluators posit that an important result of the JP through this outcome area was that the work on the Basic Income Support grant and Basic Income Grant laid a firm foundation for a national debate on the need to address the social assistance gap. This debate was likely to be sustained even after the JP until consensus on viable options had been built and implemented.

The performance of the JP towards the following outputs supported the level of the JP achievement of Outcome 1.

Output 1.1: Feasibility of social assistance scheme (Basic income grant) for 18 to 59 years old: The JP made good progress towards achieving this output. The activities towards this output were conducted simultaneously through the Expert Panel established in 2021 by ILO, DSD, and WITS University on

basic income support for people between the ages of 18-59 years. The first phase of the work - a feasibility study for a system of basic income support in South Africa was concluded in 2021 and launched by ILO, the Minister of DSD, and the expert panel. In 2022, DSD requested further economic modelling of the basic income support (expert panel phase 2) to understand its impact on employment, tax, poverty, economic growth, fiscal sustainability and poverty and inequality measures using the CGE, SAMOD and Econometric models. This work was still work-in-progress and was expected to be completed in August 2022. In addition, DSD recommended qualitative research to be undertaken to understand the lives and views of the poor, including SRD grant beneficiaries, to support the findings of the expert panel report and support consultations with NEDLAC. The qualitative research was set to commence in July 2022 for 2 months.








To enhance the quality of the Basic Income Grant (BIG) conceptualisation and design, the JP drew from international best practices by analysing and documenting international experiences and good practices (for example, Finland, Canada – Ontario, and Kenya experiments) with the assistance scheme options, with the analysis report being shared among stakeholders. Since the analysis was done in the early stages of the COVID-19 pandemic, the report did not include lessons learned and good practices from the COVID-19 era. Attempts were made in 2021 to review the report and incorporate lessons and good practices from the JP implementation during COVID-19 (in line with the repurposed focus), but the JP had challenges in contracting a consultant to review and edit the report.

Stakeholders raised concerns about the feasibility of BIG given the economic realities in the country – limited fiscal space, slow economic growth, and a high caseload of the poor, among other concerns. The lack of clear linkages between the grant and social services for human capital development (education, health and youth skills development and training for employment) were seen as the key weaknesses of the BIG. Government stakeholders, especially the National Treasury, expressed preferences for establishing a Social Protection Fund to support a public works/productive safety net approach that might draw from the experiences of the Ethiopian Productive Safety Nets Programme, India's National Employment Guarantee Scheme, or the Brazilian Bolsa Familiar. It was also argued that no country of the same income level as South Africa was implementing BIG because of the relatively high unemployment levels, slow economic growth and constrained fiscal space. Scandinavian countries that were implementing BIG schemes were performing well on these indicators. Their schemes were linked to social services for human capital development, thus ensuring graduation and low caseloads. A UNICEF study showed that the poverty financing gap in South Africa was between R45 billion and R63 billion.

Output 1.2: Consensus is reached on the social assistance scheme option, informed by good international practices in the context of social dialogue (including rights holders). The JP had made satisfactory progress towards the achievement of this output. Whilst there was no baseline and target for the joint programme period, the 2020 target was: *International best practices are shared, and recommendations formulated for the assistance scheme.* This indicator was achieved with the Expert Panel reviewing the experiences of countries like Finland, Canada – Ontario, and Kenya to inform the design of the BIG. For 2022 the target was: *NEDLAC consultations to help determine the options for the assistance scheme.* The commencement of NEDLAC consultations had been delayed. Part of the qualitative research objectives was to conduct consultations with NEDLAC on basic income support. However, the targeted NEDLAC consultations were delayed and likely to occur after the JP's end.

Table 4: Outcome and output measurement tool for Outcome 1

JP Outcome 1 - Social assistance scheme consensus is reached	
	Indicator Performance (Real database ranking or stakeholder opinion)

Outcome Indicators	Baseline	Target Oct 2022	May 2022 Status	Outcome Rating	Contribution of JP
Indicator 1:	A NEDLAC task force is established Actuarial studies are conducted already	Dialogue on various options was finalised, and consensus reached on the most preferred options	A consensus had not been reached. An Expert Panel Report on BIG was finalised, launched and endorsed by the Minister of Social Development. The study will inform consensus-building engagement.		Very Significant
Outputs	Baseline	Target 2022	May 2022 Status	Output Rating	Contribution of JP
Output 1.1: Feasibility of social assistance scheme (Basic income grant) for 18 to 59 years old					
Indicator		All studies were conducted, various options discussed, and consensus reached	The Feasibility Study for a system of basic income support in South Africa was concluded in 2021. Economic modelling of the BIS and qualitative research to understand the lives and views of the poor and SRD grant beneficiaries were still a work in progress. Six smaller/background studies were also done to understand the policy and practical contexts of the BIS. The reports are expected to inform the DSD Cabinet Memo on BIG		Very Significant
Output 1.2: Consensus is reached on the social assistance scheme option, informed by good international practices in the context of social dialogue (including right holders)					
Indicator	N/A	Recommendations for the South African social assistance scheme are shared for further dialogue.	Consensus had not yet been reached on the social assistance scheme option, i.e., BIS and BIG. Recommendations for the South African social assistance scheme had been generated. NEDLAC consultations were not yet done.		Insignificant
KEY		Achieved	May 2022 target is at least 95% achieved		
		Good Progress Made	May 2022 output targets have been met by at least 75%		
		Satisfactory	At least 50% of the May 2022 target achieved		
		Not Achieved	Performance is below 50% of the planned May 2022 target.		

JP Outcome 2- Options are formulated to address Gaps in access of women excluded from social insurance

Finding 6.2: The outcome target could not be achieved because it was too ambitious vis-à-vis the duration of the JP. Nevertheless, the JP made visible investments in knowledge and capacity building in the thematic area, including critical advocacy that elevated debate on the need for social security for the informal sector.

COVID-19 made a case for greater social security access for women operating in informality. It further highlighted the timeliness and need of Outcome 2 and its outputs. Partnership with member-based organisations and relevant public sector players made reaching out to women operating in the informal economy easier.

The level of achievement of the outcome target of increasing the proportion of women in the informal economy covered by social insurance schemes from an estimated 5% could not be assessed because the target did not follow from the baseline. Nevertheless, the study on social insurance schemes for the informal sector in South Africa with a focus on women and youth informed policy debate on designing social insurance for the sector, as well as formulating options to address the gaps in access of women excluded from social insurance. The findings of the study were discussed with the Department of Social Development. They were used to engage stakeholders on the subject matter and possibly pilot the scheme with a specific and smaller target group, region or industry association.

A realisation of the scope for addressing part of the gap in social protection coverage occurred during implementation leading to focus on improving access to existing policy instruments, particularly UIF, COIDA and maternity leave. Consequently, an adjustment was made to focus on increasing access to social security for women informal workers both as a short term win due to the urgent needs created by COVID 19 and ensuing management measures but also as a pilot to provide guidelines for further expansion of social security access for women informal workers. According to WIW's organisations, South Africa already can run a national social insurance scheme, and at least unemployment and maternity benefits can be extended to self-employed workers through this scheme, rather than initiating a set of new schemes for the informal sector. It was also important to consider how schemes for the informal sector would relate to any plans to build a National Social Security Fund – again, integration into such a national fund was preferable to setting up small, fragile schemes aimed at the informal sector.

The evaluation also established that the JP-WIEGO partnership was instrumental in achieving the initial stepping-stones in pushing the JP's informal sector social security agenda to what would need to be longer-term programme work to ensure endorsement at the highest policy and political levels. The JP had made advances in enabling the meaningful participation of informal workers in social protection policy discussions. Evidence of this included:

- The development of a joint advocacy agenda and platform of demands relating to the implementation of UIF and COIDA from three membership-based organisations of domestic workers – the South African Domestic and Allied Workers Union (SADSAWU), the United Domestic Workers Union of South Africa (UDWOSA), and Izwi Domestic Workers Alliance;
- The development of a joint advocacy agenda and platform of demands relating to maternity benefits and pensions for self-employed informal workers from 5 sectors – home-based workers, street vendors, waste pickers and fisher folk; and
- Uptake of self-employed workers' demands on the maternity benefit by the South African Law Reform Commission Project 143 on Maternity Benefits for Self-Employed Workers in their

recommendations to the Minister of Justice. The commissioners included the following four demands:

- Adoption of a self-declaration system as a mechanism to verify applicants/beneficiaries to the UIF maternity benefit scheme, particularly for self-employed workers;
- That the DoEL be mandated to approach NEDLAC with regards to raising the level of maternity cash benefits to 100% of the reference wage in line with ILO Convention 183;
- That the UIF should subsidise the maternity cash benefit for self-employed workers if the drawdown from the scheme is not at the level contemplated in ILO Convention 183; and
- That there should be a direct representation of informal economy workers at discussions relating to this maternity benefit at NEDLAC.

WIEGO had planned to have submitted to NEDLAC an official statement from the five sectors of self-employed informal workers regarding their demands relating to maternity and pension benefits by the end of the JP. The leading role which WIEGO had undertaken on driving the issue forward was a good practice.

Output 2.1: Needs, ability, and willingness to contribute to social insurance are identified: The JP completed an essential activity towards the achievement of this output, i.e., conducting a scoping study in rural and peri-urban settings for understanding needs, willingness, and ability to pay for different options of social insurance packages. In addition, the JP advocated for social insurance for informal sector workers through (i) documentation of a series (6 in total)¹⁶ of informal workers' lived experiences, which highlighted the challenges facing women operating in the different categories of the informal economy in South Africa as well as underlined the need and urgency to have them properly covered by social security; (ii) an analysis of the rapid national surveys (from the National Income Dynamics Study – Coronavirus Rapid Mobile Survey (NIDS-CRAM) which extracted the gendered impact of the COVID19 pandemic, especially on women operating in informality; and (iii) a national social protection workshop for self-employed workers of the informal economy in South Africa held in May 2022 in Johannesburg. The workshop aimed to introduce social protection as an area of policy for informal workers and discuss the existing policy proposals in the country on the introduction of a maternity benefit for self-employed informal workers, retirement savings scheme for self-employed informal workers and the introduction of a basic income grant, for those aged 18-59 years to develop a joint position and plan of action on these proposals. About US\$25,000 was repurposed to building social cohesion and advocacy. This was prompted by a request from the Minister of Social Development to facilitate the reintegration of survivors of COVID-19 and to minimise stigma.

Overall, this output was achieved, with key consultations being held with stakeholders who indicated the willingness of their constituencies to contribute. The sticky point that remained unresolved was whether Government would make a matching contribution.


Output 2.2: Prototyping models for service delivery are conducted. The JP had not developed the planned prototype models. However, a study of service delivery models to bring women in the informal economy to social insurance building on existing/indigenous solutions had been concluded. It was still to be launched with stakeholders. The JP engaged various stakeholders on how to operationalise the roll-out of social insurance to the informal sector. Furthermore, UNDP was developing a project document to roll out social protection in selected District Development Model districts. UNDP also prepared a policy brief - entitled Developing Social Insurance Schemes for the Informal Sector in South Africa.

¹⁶ The different categories interviewed were as follows: Domestic workers, street vendors, seamstresses/homeworkers, waste pickers, market traders and a reclamer.

Overall, the JP made satisfactory progress towards the achievement of the output.


Output 2.3: National dialogue and advocacy are conducted. There was no indicator defined for this output. Nevertheless, the JP made satisfactory progress towards arriving at an agreed-upon advocacy and policy engagement strategy between women informal workers (WIW) and relevant policymakers for a continuous increase of coverage for WIW. A national advocacy workshop for domestic workers on the Unemployment Insurance Fund (UIF) and the Compensation for Occupational Injuries and Diseases Act (COIDA) benefits and two provincial workshops were held to scale up advocacy on social security for the informal sector workers. The JP engaged the DSD, Department of Labour and Employment and member-based organisations in identifying relevant policies. Nevertheless, although major steps had been taken to reach a consensus on three already existing policies (UIF, COIDA and maternity leave), the planned roundtable meetings had not yet materialised. In addition, there was no evidence that a national consultative working group planned for establishment in 2020 was in place. Moreso, the development of working models/prototypes adjusted to the context was still work-in-progress.

Table 5: Outcome and output measurement tool for Outcome 2


JP Outcome 2- Options are formulated to address Gaps in access of women excluded from social insurance					
Outcome Indicators	Outcome Indicator Performance (Real database ranking or stakeholder opinion)				
	Baseline	Target 2022	May 2022 Status	Outcome Rating	Contribution of Programme
Indicator:	Existing social Insurance schemes cover only an estimated 5% of Women in the informal economy	70% of women in Informal Sector in selected settings reached for buy-in of proposed Social Insurance Products	It could not be assessed because the target does not follow the baseline		
Outputs	Baseline	Target 2022	May 2022 Status	Output Rating	Contribution of JP
Output 2.1: Needs, ability, and willingness to contribute to social insurance are identified					
Indicator: % of Studies completed, and results disseminated amongst relevant stakeholders	0%	100% dissemination	Only one study done COVID 19 prevailing context slightly altered the objectives: -Dissemination of results was done through webinars and virtual meetings and partial meetings. A scoping study is conducted to		Significant





			<p>understand the needs, willingness, and ability to pay for different options of social insurance packages for the informal sector.</p> <p>Needs, ability, and willingness to contribute identified</p>		
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Output 2.2: Prototyping models for service delivery are conducted

% of Studies completed, and results disseminated amongst relevant stakeholders	0%	100% descriptive study done and disseminated	<p>Prototype models for service delivery were not yet produced. Study of service delivery models to bring women in the informal economy to social insurance building on existing/indigenous solutions completed.</p> <p>The development of working models was still a work in progress.</p>		Significant
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Output 2.3: National dialogue and advocacy are conducted

0% dialogues of key stakeholders	0%	<p>Advocacy to reach 100% of the intended audience.</p> <p>Workshop and advocacy strategy reports completed</p>	1 national workshop and 2 provincial workshops held	 Not clear what % of the total audience was reached	Significant
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KEY		Achieved
		Good Progress Made
		Satisfactory
		Constrained

JP Outcome 3-Strengthened social welfare policy and regulatory frameworks

Finding 6.3: The JP significantly contributed to the technical strengthening of social welfare policy and regulatory frameworks through the generation of critical knowledge and analytical tools for decision-making.

Outcome 3: Strengthened social welfare policy and regulatory frameworks.

Overall progress on this outcome's performance indicator could not be adequately ascertained because it was not clear how the three outputs and their related indicators were intended to feed into the outcome indicator logically. As a result, the outcome indicator could not be rated from the cumulative performance of the output indicators. The outcome sought to influence the social welfare system for children to strengthen its focus on prevention and early intervention, and the success of the JP in this area was limited. Nevertheless, although this result could be attributable directly to the work of the JP, the Government mandated that social welfare be better funded through the establishment of separate prevention and early intervention. The Joint Programme has continued to generate evidence and published a ground-breaking review on prevention and early intervention in 2021, which would serve as material for further advocacy.

The JP enhanced evidence generation in social protection for children. It also created greater awareness of the financing challenges facing the social sectors, including social development and social protection. It enhanced the understanding of the uses of multidimensional poverty in social protection advocacy (for example, monetisation of the possession index). Finally, the evidence for a social protection floor (study completed) and the research on the exclusion error on the Child Support Grant (study to be conducted at the end of Q1) provided the building blocks for a comprehensive discussion on the overhaul of the social welfare system.

Overall, based on output performance, the JP made **good progress towards the achievement** of this outcome.

Output 3.1: Evidence of broadened access to social protection services for children is made available.

The JP completed 83% of the studies planned for in the work plan, thus making good progress towards the achievement of the output. The study on Update on Exclusion Error was finalised, with the second study assessing the poverty impact of cash transfers on children being work-in-progress. The third study on the impact of the proposed National Health Insurance on Children's Access to Health Care Services was abandoned because its implementation was premised around the renewal and continuation of the JP. A smaller-scale national survey to test the results of the decent standard of living (DSL) multidimensional possession tool was still underway. The JP also fed into the ongoing public finance work on social protection for children, which was mostly achieved through the annual budget brief series, with ToRs being finalised for the 2022 briefs. The annual budget brief series was repurposed to address the impact of COVID-19 on basic education, health, social development/protection and the national budget. Workshops were still to be organised for the dissemination of the completed studies.

The evaluation observed that there were two parallel processes (Output 1.1 baseline for 2021 and Output 3.2), both of which were aimed at unpacking the social protection floor, its measurement and costing, and feasibility options for a social assistance scheme (Basic income grant) for 18 to 59 years old and probably for children. The evaluation did not see any evidence that the two processes were coordinated and seeking integration. Hence there was some level of duplication of effort.

Output 3.2: Technical support to DSD and Government on social welfare policy and social protection floor is provided: Whilst this output indicator was premised on several roundtables, the evaluators could not establish the purpose and intended outputs of the roundtables. In addition, progress on the roundtables was not reported. Nevertheless, from the planned activities, it could be deduced that this output aimed at three areas of technical and financial assistance, including (i) support to the National

Planning Commission (NPC) on the finalisation of elements of the social protection floor; (ii) support to DSD for development of a strengthened social welfare policy framework to link cash transfers to in-kind programmes and services; and (iii) support and training to DSD and the NPC on policy and human rights frameworks.

The evaluation established that the Social Protection Floor Study had been completed, and a national launch was being planned to map a way forward in the implementation of the recommendations with the National Planning Commission. Engagement and advocacy on the social protection floor became harder because most relevant line departments were consumed with how best to respond to the immediate exigencies of the COVID19 pandemic. The Real-Time Monitoring Tool (RTMT) linking cash and welfare services for children had also been finalised and adopted by Government, with work having started to institutionalise the tool in DSD with M&E support. According to the reports, discussions were underway for the inclusion of disability and nutrition indicators on the RTMT. Nevertheless, progress on the third component could not be established. It was also reported that a technical MOU had been agreed upon between UNICEF and DSD, focusing on additional M&E support for a range of social protection projects.


Based on JP’s performance in the three planned areas of technical and financial assistance, the evaluation concluded that **good progress was made towards the achievement of the output.**








Output 3.3: Technical work and research on the development of an "integrated" modality linking cash transfers and complementary services is provided: Whilst the support on technical work provided on the development of an "integrated" modality linking cash transfers and complementary services was planned as Output 3.3 of the JP, it was also a planned activity under Output 3.2. Accordingly, the evaluation could not establish the difference between the Real-Time Monitoring Tool (RTMT) (reported in Output 3.2) and the Child Well-Being Tracking Tool (reported in Output 3.3), with both having the objective of linking cash and welfare services for children. The two tools and related reports were also not provided in the documents repository shared with the evaluators, nor could they be traced on the UNICEF South Africa website, but on the open web, the evaluators could pick up reports on the Real-Time Monitoring Tool.

The JP reports submitted that the lead department, DSD, requested that the planned pilots be commuted into (i) establishing the overall usefulness of the Child Well Being Tracking Tool and (ii) using the tool to establish the impact of DSD programmes and activities on the vulnerable children that it served. All fieldwork related to these two objectives was reportedly completed, and the results were presented to DSD. Two pilots were also conducted in Limpopo and KZN provinces in 2021. Action-oriented research on the CWBTT on what works, challenges, how the tool can be implemented, and who was best placed to implement the tool was also completed in 2021.

Overall, the **output was achieved.**

Table 6: Outcome and output measurement tool for Outcome 3

JP Outcome 3-Strengthened social welfare policy and regulatory frameworks					
Outcome Indicators	Outcome Indicator Performance (Real database ranking or stakeholder opinion)				
	Baseline	Target 2022	May 2022 Status	Outcome Rating	Contribution of Programme
Indicator: Prevention and early intervention	6%	6.5% (2022)	6% (2021)		Not significant

budgets increase from 6% in 2019 to at least 10% at the end of 2021					
Outputs	Baseline	Target 2022	May 2022 Status	Output Rating	Contribution of Programme
Output 3.1: Evidence of broadened access to social protection services for children is made available					
Indicator: % of studies completed, and results workshopped with relevant sector department	0%	100%	83% (5/6 studies have been completed)		Very Significant
Output 3.2: Technical support to DSD and Government on social welfare policy and social protection floor is provided					
Indicator: Number of roundtables with DSD and NPC with defined action	0	8	Progress on the roundtables was not reported upon Three planned activities in WP done	 Good progress was made on planned activities in WP.	Significant
Output 3.3: Technical work and research on the development of an "integrated" modality linking cash transfers and complementary services is provided					
Indicator: Number of pilots completed, and results workshopped with DSD	0	2	2	 Due to overlap with Output 3.2 rating based on revised objectives, only	Very Significant
KEY					
		Achieved	May 2022 target is at least 95% achieved		
		Good Progress Made	May 2022 output targets have been met by at least 75%		
		Satisfactory	At least 50% of the May 2022 target achieved		
		Not Achieved	Performance is below 50% of the planned May 2022 target.		


JP Outcome 4: Joint Program Management established








The evaluation received conflicting positions concerning this outcome, which the evaluators could not reconcile. One was that the JP SC was established and functional. Two Steering Committee meetings were reportedly held in 2020 and 2021, with two planned for August 2022 and a final review workshop planned for September 2022. The JP SC was chaired by the DSD, with representatives from the UN agencies and other parties from the NEDLAC platform and social partners. The evaluation, however, could not be furnished (upon request) with evidence of the appointment of Committee members as proof of its existence, nor with minutes of the Committee meetings or notes-to-file as evidence of its functionality. The other position from the other interviewees was that the JP Steering Committee was not conclusively constituted. Potential member institutions were identified, but they were not constituted into a functional steering committee. Resultantly, no Steering Committee meetings were held, and the planned annual meetings did not take place. This was corroborated by other non-UN stakeholders who expressed ignorance of the existence of such a committee. In addition, the JP Technical Team could make decisions that could ordinarily have been made by the JP SC, like the decision it took to abandon the mid-term evaluation due to delays in implementation mostly emanating from the COVID-19 repurposing and revision of activities. The JP technical team agreed to conduct the final evaluation towards the end of the JP.

Output 4.1: Joint program is monitored: The JP made **good progress towards the achievement of this output**. Implementation progress monitoring reports were produced annually and submitted to the Joint SDG Fund. Programme expenditures were also monitored and reported upon. The planned mid-term review could not be done due to the COVID-19 epidemic, but the JP final evaluation was successfully commissioned as scheduled. Annual SDG partner meetings were also constrained in 2021, with an agreement made to hold the workshop in 2022 end of JP.

Output 4.2: This output was satisfactorily achieved. Staff was hired in February 2021 with recruitment delays within the ILO being cited as the main cause of the inability to meet the planned recruitment targets. To enhance JP efficiency, UNICEF and UNWOMEN jointly hired one national officer who supported both UNICEF and UNWOMEN within the JP, which was a good practice, but the recruitment was done towards the tail end of the initial JP implementation period.

Table 7: Outcome and output measurement tool for Outcome 4

JP Outcome 4: Join Program Management					
Outcome Indicators	Outcome Indicator Performance (Real database ranking or stakeholder opinion)				
	Baseline	Target 2022	May 2022 Status	Outcome Rating	Contribution of Programme
Indicator 1:					
Outputs	Baseline	Target 2022	May 2022 Status	Output Rating	Contribution of Programme
Output 4.1 Joint program is monitored					
Existence of a functional JP Steering Committee	No JP SC	JP SC in place	JP SC is in place but not fully functional. Some key stakeholders did not		

			know about its existence.		
No. of evaluations completed	0	Mid and final JP evaluations completed	The final evaluation was done, but the mid-term evaluation was not done.		Very significant
No. of JP SC meetings held	0	2	2	 The evaluation did not get evidence of the meetings in the form of minutes.	
Output 4.2: Technical and human resources are made available					
No. of essential JP staff recruited	0	6 JP staff recruited across all PUNOs	6		Very Significant
KEY					
		Achieved	May 2022 target is at least 95% achieved		
		Good Progress Made	May 2022 output targets have been met by at least 75%		
		Satisfactory	At least 50% of the May 2022 target achieved		
		Not Achieved	Performance is below 50% of the planned May 2022 target.		

JP's adherence to the Theory of Change

Finding 7: The JP had a Theory of Change whose focus was narrower than what the Joint SDG Fund called for. The JP theory of change was also too ambitious in relation to the duration of the JP. The performance on the outcomes was insufficient to deliver on the higher-level aspirations of the SPSA-JP along the Theory of Change, as well as those of the Joint SDG Fund.

The SPSA-JP's Theory of Change's Vision was "an integrated and universal social protection system linked to developmental social welfare services that would contribute to the reduction of poverty and inequality". This Vision sought to align the JP to the National Development Strategy 2030 with regards to the entrenchment of a social security system covering all working people, with social protection for the poor and other groups in need, such as children and people with disabilities, as one of the critical enablers to the achievement of its goal. Given the short programme duration of the JP (2 years), the Vision proved to be too ambitious. A more realistic short-term development objective could have better defined an incremental step change that the JP could have achieved by the end of the two years.

The JP only operated at the lowest level (the first and lowest tier of anticipated changes) of its Theory of Change. The achievements of the JP under Outcome 1 and Outcome 2 laid the foundation for policy debate on addressing social protection gaps. Outcome 3 also laid the foundation for developing comprehensive and robust social welfare and assistance systems. However, the achievements under the three outcomes were not set sufficiently to steer the JP to higher levels along the Theory of Change.

The successes recorded against this narrow theory of change have contributed to changes in knowledge at both the operational and programme levels. However, the evaluators posit that the changes fall short of the potential offered by better utilisation of UNS tools at the JP's disposal. It was argued that South Africa is different, and the existing tools would not have been relevant. The evaluation believed that disagreements with the framework, indicators and approaches espoused by the Joint SDG Fund should have been captured and communicated to the Fund management.

Unexpected results achieved

Finding 8: The evaluation was informed that the JP had influenced the establishment and extension of the SRD grant, whose reach was 10 million individuals. From the available evidence, however, the SRD grant was introduced in April 2020 before the JP had taken root, hence improbable that the JP influenced its establishment. What is corroborated by stakeholders is that the JP influenced the extension of the grant to March 2023. Another unexpected outcome was that the JP had also created a basis for Parliament to hold the executive arm of Government to account concerning social protection for children and built the capacities of representative bodies of groups excluded from social protection to demand access for their membership. Aspects of these results could not be linked to the JP by stakeholders. However, the evaluation did establish that some of the PUNOs had ongoing work with government departments and Parliament. Within this context, the evaluation could not confirm the extent of the contribution of the JP.

The JP supported the review of Green Paper on Comprehensive social security reforms in South Africa. The Green Paper addressed key gaps, including low coverage and the financial sustainability of the current social security system. The Green Paper also proposed the establishment of a public social security fund (National Social Security Fund (NSSF) to administer a financially sustainable national social security scheme.

Some unexpected results emanated from the emergency of the COVID19 pandemic, which had not been foreseen in the initial programme design. These included, among others, space to advocate for the inclusion of specific groups in the Social Relief of Distress (SRD) grant and the extension to 2023. The SRD grant reached out to over 10 million beneficiaries receiving a grant of R350 per month¹⁷. Another unexpected outcome was the improved adequacy of the Child Grant benefits, which was a successful lobby by the JP towards cushioning beneficiaries against the negative impacts of COVID-19 on household incomes.

Organisations such as the Human Science Research Council used one of the JP's budget briefs in their advocacy with Parliament on the budget. A similar situation occurred for civil society organisations using JP's public finance work. The prevailing COVID-19 factors helped refocus the outputs and made them more results-oriented and quick-win-focused. Through the active participation of women operating in informality, the JP identified separate informal sector women into those not covered by any scheme and those already covered by existing schemes but lacking access to benefits.

While PUNOs attributed the developments related to social protection to the JP, the evaluation could not get independent confirmation of the same. Against a background of PUNOs having long-established working relationships (for example, ILO with DSD, UNICEF with Parliament) there was a risk of the conflation of the contribution of the JP with the relevance and contributions of the PUNOs in the South African landscape.

¹⁷ The exact contribution of the JP could not be established for several reasons, including challenges in establishing the mechanisms for influencing (the study cited as the influencing tool came after the SRD was established). The UN agencies involved already had a longstanding relationship with DSD, making the JP's contribution challenging to ascertain. Lastly, direct questions on the contribution of the JP to the establishment and extension of the SRD remained unanswered by stakeholders that were expected to provide evidence supporting the assertion.

Stakeholder perceptions about the quantity and quality of the outputs produced

According to the stakeholders, the JP produced high-quality outputs, mainly in studies and related advocacy work. The studies on the Basic Income Grant (BIG) and Basic Income Support (BIS) raised the debate on the efficacy of cash transfers in South Africa to a higher level. The Real-Time Monitoring Tool (RTMT) and the Child Well-Being Tracking Tool, with both tools having the objective to link cash and welfare services for children, were impactful in directing the DSD to rethink child wellbeing and poverty measurement. Studies on informal sector workers also played a critical role in mobilising responsible organisations and policymakers around the importance of social security for people aged 18-59 years working in the informal sector but not covered by any form of social security. The human rights checklist facilitated the mainstreaming of human rights in all the JP outcome areas.

Stakeholders acknowledged the contribution of JP products to improved engagement and dialogue on aspects of social protection. A concern was raised about the UN supporting civil society to make demands on the State without working with the State to identify potential sources of funds to meet the demands. Another concern was that some work had been undertaken independently and presented to the relevant stakeholders on completion. The queries raised suggest a preference for the co-creation of solutions.

Adequacy of backstopping support by the UN agencies (at country, regional and HQ levels) to JP

The SPSA-JP was unique because 3 of the 5 PUNOs have regional offices in South Africa. Three levels of JP operation within the UN were identified (heads of agencies, a technical backstopping team, and JP personnel). It was not clear that the distinctions and roles between the technical backstopping team and the JP personnel were well defined and understood. Differences in the set-up of agencies created some conflicting expectations on roles. For the country-specific PUNOs, the technical personnel worked at the level of the JP personnel. This raised issues of seniority and competency with junior personnel leading JP processes. For these PUNOs, a concern arose on the suitability of a regional role to lead country-level work given the constraints on the time that could be devoted to one country. For the regional roles, the expectation to invest more time in the JP was misplaced as it went counter to a backstopping role and would be disempowering for the JP personnel. The role of the RCO appears to have been limited to communicating with the Fund and handling reports. While expectations were that the technical lead PUNO could have done more, the RCO was not held to similar scrutiny on the basis that it had no personnel¹⁸.

Influence of COVID-19 pandemic on JP results and effectiveness and JP adaptation to changes

Finding 9: The COVID19 pandemic required that Government and UN agencies reprioritise their activities and factor in the COVID19 pandemic element in their processes and outputs.

The emergency and worsening of the COVID19 pandemic in South Africa significantly affected the delivery of the SPSA-JP results. Firstly, COVID-19 diverted attention from a systematic reform programme to respond to the immediate crisis. Government departments scrambled to preserve resources, with many developmental issues falling by the wayside. Government priorities changed, and the impact of the pandemic meant that certain planned activities (e.g., capacity building for government stakeholders on an HRBA to social protection) were put on the back burner. The Government reprioritised funds to the health sector leading to constrained fiscal space for other social programmes. This led to the Government's reluctance to commit to the basic income grant whilst prioritising a short-term SRD grant.

Restrictions on public gatherings, restricted workshops and data collection also led to slow expenditure of JP resources as some activities were postponed to later periods. COVID19 caused delays in conducting consultative activities, such as the advocacy campaigns, which only took place after the

¹⁸ This assertion was accompanied by an enumeration of RCO personnel that understated the existing roles in the RCO by half.

lifting of the lockdown. The pandemic also required that agencies reprioritise and factor in the COVID19 pandemic element in their processes and outputs. Within UN agencies, to compensate for the impact of the pandemic, professional staff were requested to trim their respective work plans and focus on work that could not be completed due to the extraordinary circumstances. In addition, the JP experienced challenges in recruiting staff and consultants. This led to some activities in 2020 being postponed to 2021.

Overall, the emergency of the COVID19 pandemic changed the delivery methods for the JP outputs but not the intended results. The JP had to adapt to implementation owing to the COVID-19 crisis. Instead of in-person primary data collection type of surveys, the JP switched to qualitative data collection and secondary data analysis to synthesise the situation analysis on social security coverage for women operating in the informal economy. The JP also shifted to Computer Assisted Telephonic Interviews (CATIs) for the fieldwork for the national focus group discussions (e.g., for the development of the Standard of Living Index in 2021).

Delays in delivering some of the outputs owing to the COVID19 pandemic also resulted in a no-cost extension of the JP to September 2022.

Effectiveness of governance and management arrangements

Finding 10: The SPSA-JP, to a satisfactory extent, improved collaboration within UN Country Teams (under the leadership of the UN Resident Coordinator) through demand-driven and context-specific initiatives designed and delivered by the stakeholders involved to enhance access to social protection for the vulnerable, including women and youths in the informal sector.

According to the Joint SDG Fund TORs, UNDAF Results Groups would provide strategic direction and oversight to programmes supported by the Joint SDG Fund for the 2030 Agenda. The evaluation noted that a functional JP Technical Team consisted of the PUNO JP technical focal persons. While the individual PUNOs might have been participating in the UNSDCF Results Groups, the evaluation did not receive any evidence of the Results Groups exercising strategic direction and oversight of the SPSA-JP.

It was a requirement that joint programmes funded by the Joint SDG Fund for the 2030 Agenda be governed by the authority of a Joint Programme Steering Committee. The Steering Committee would be responsible for implementation, coordinating inputs, fiduciary and management oversight, and facilitating collaboration between PUNOs and host governments. It would include senior managers of all signatories of the joint programme document. The evaluation established that there were conflicting positions with regard existence and functionality of the SPSA-JP Steering Committee. Whilst JP written reports and some interviewees indicated that the JP SC was not conclusively constituted nor fully functional, some interviewees posited that the JP SC was chaired by DSD, functional and had met on at least two occasions. The evaluation was, however, not availed with evidence of the meetings in the form of the JP SC meeting minutes or notes-to-file as proof of its functionality.

ILO was appointed the Convening/Lead agency for the JP and charged with consolidating the narrative reports from the PUNOs for submission to the Joint SDG Fund Secretariat through the RCO. The Resident Coordinator would use this to report to the UN Secretary-General and the Government of South Africa on the performance of the UNSDCF, including the results of the JP.

To improve the alignment of funding at the country level, and to enable a new generation of Resident Coordinators to shape country-based programming aligned with the UNDAFs, the Joint SDG Fund encouraged UNCTs to set up a country-based and locally managed SDG financing instrument

(“Country-level SDG Fund”). In line with the Joint SDG Fund Theory of Change, that would allow RCs to mobilise flexibly deployable funding. The evaluation established that the RCO, within the context of the Joint SDG Fund, did not move towards establishing a country-level SDG Fund to finance social protection initiatives.¹⁹

Finding 11: The results achieved under the JP were mainly driven by the commitment of the individual PUNOs and facilitated not through the JP governance structures that should have required accountability for results.

The evaluation posits that the commitment of the individual PUNOs mainly drove the results achieved under the JP. The JP Steering Committee was not fully functional to steer the JP toward results²⁰. There were also no Thematic Working Groups to drive processes between the rare JP Steering Committee meetings and no active and compelling link between the JP and the UNSDCF Results Groups who could also have helped push the JP for results.

The JP document did not spell out the coordination, implementation and monitoring roles and responsibilities of the various key JP governance structures, including RCO, JP Steering Committee, Convening/Lead agency and PUNOs.

Effectiveness of partnerships

Finding 12: The SPSA-JP was founded on multi-stakeholder partnerships and consensus building. The primary forum selected for multi-stakeholder engagement was NEDLAC. Based on the setup of NEDLAC, it was unclear if it would be the right structure for the coordination of social protection.

The SPSA-JP was founded on multi-stakeholder partnerships and consensus building. The selected platform for the multi-stakeholder partnership was NEDLAC. The available descriptions of NEDLAC emphasise that successful policymaking in post-apartheid South Africa is driven by consensus and support among a broad range of stakeholders and provide descriptions for four types of stakeholders (organised labour, employers, community, and Government) and mechanisms for arriving at consensus. While the selected platform is suitable as an outlet and interaction space for the consideration and negotiation of the next steps on social policy, it does not seem to be the right space for engagements of a technical and partnership nature on social protection. The partnerships envisaged by the Joint SDG Fund would bring together partners interested in social protection to combine resources (technical and financial), undertake common analysis, identify possible solutions and strategies, and support implementation. Some solutions would most likely be of a policy nature, while others would address programmes' management and operational aspects. The former would likely need to be passed through NEDLAC, while the latter would entail directed at specific technical departments.

Enablers for the effective implementation of the JP

Key enablers in the implementation of the JP were:

(a) An approach (particularly concerning Outcome 1) that allowed the Government to lead in selecting the expert panel. This led to shared ownership of the feasibility report and its recommendations. The Government took an interest and set up an expert panel for phase 2 to strengthen the modelling work of the report, as well as lead the process of conducting qualitative research on the SRD grant.

¹⁹ Some PUNO personnel believed that South Africa is different from other countries and that development partners have limited influence. Consequently, establishing a forum that included donors was considered a futile exercise unlikely to bear any fruit.

²⁰ Some cited COVID-19 as a limiting factor in the establishment and functioning of the Steering Committee

(b). COVID-19 and the urgent need to find an inclusive response created a policy window for social protection dialogue and reform.

(c). The engagement of membership-based organisations made reaching women operating in the informal economy easier and improved the focus of the work on women in the informal sector.

(d) Existing relationships with stakeholders meant that the JP partners were able to leverage those relationships in favour of the JP activities, outputs, and outcomes.

Constraints

The main constraints to programme implementation and achievement of results were:

- (a) COVID-19 containment restrictions constrained programme activities. Programme implementers could not travel and meet stakeholders as necessary. The online way of working resulted in limitations on stakeholder engagement;
- (b) The limited functionality of the steering committee; and
- (c) The inability to bring donors and other stakeholders together for a jointly defined situation analysis and response strategy compromised the depth and quality of the intervention.

JP added value to SP work in South Africa

On the specific outcome of inclusion of women informal workers in social security schemes, the JP increased the understanding of the size and needs, identifying quick wins in access to existing policies and drafting advocacy strategy for greater coverage.

There was a collective push at the start of the JP to expand social protection, but there was confusion about where to focus and what areas to develop. COVID-19 gave further impetus to these debates, so the JP was timely in helping a wide range of stakeholders concentrate their energies.

It supported the campaigns by civil society to extend the COVID-SRD grant and spark further engagement regarding basic income support in line with the recommendations of the UN Human Rights Mechanisms, i.e., the UN Committee on Economic, Social and Cultural Rights.

The JP identified the gaps in the current social protection programmes. For instance, informal sector workers, particularly women, still face a social protection gap. The “provision of income security for those between 18 and 59 years” is a “glaring social protection gap.” Furthermore, informal sector workers cannot access social security and insurance schemes because they are based on traditional models of workers in a stable employment relationship, with a regular wage and long-term contracts in the formal sector.

Efficiency

Efficiency in resource allocation and utilisation towards the achievement of JP objectives

The funds were allocated following the design of the programme. The SDG Fund disbursed the funds to the SPSA-JP without delay. Several factors constrained the timeliness of the implementation of activities and delivery of outputs. The COVID-19 pandemic resulted in reprioritising, redesigning delivery methods and rescheduling critical activities. Key JP personnel were recruited about a year after the commencement date of the JP.

The main factors negatively affecting the efficiency of resource allocation were the insurance and staffing costs for the programme. Under Outcome 4 Insurance of equipment was allocated US\$1,074,559 and staffing US\$293,096 which translates to about 50% of the total JP budget for two cost items alone. This made the JP overhead heavy which translated to allocation inefficiency. Moreso, the JP budget did not include any equipment that would be procured for the JP. The insurance budget was possibly even higher than the total value of the insurable assets used by the programme

The evaluation could not conclusively assess the resource absorption rates due to incomplete information. Expenditure information was only available for two outcomes. Outcome 1 had a low

resource utilisation rate of 41.84% and whilst outcome 3 had a satisfactory rate of 58.56%. For the two outcomes, it was unlikely that the allocated resources would be exhausted by the end of the JP.

Table 8: Resource absorption/utilisation rates

Outcome	Total Budget	Utilised Budget	Absorption/Utilisation rate
Outcome 1	717,885.00	300,352.00	41.84%
Outcome 2	390,290.65		
Outcome 3	655,617.00	383,926.00	58.56%
Outcome 4	1,605,701.00		
	2,512,777.00		

Budgetary provisions for addressing gender, human rights and inclusivity

A specific allocation was made for human rights through OHCHR but delayed due to challenges in inter agency transfers. The budget allocation issues to OHCHR was later resolved during the no cost extension process. The evaluation, however, had reservations on the adequacy of the allocated budgets because some of the vulnerable groups that had been reflected as being of interest in the programme design faded away in the programme implementation. Nothing was reported regarding activities and interventions targeted at the rural informal sector, people with disabilities and youths.

Operational performance: SPSA-JP is efficiently, coherently, and consistently managed.

Table 9: Assessment of JP operational efficiency:

Theme	Operational performance indicators	Evaluation Assessment
Catalysing UN Coherence	Average # of Standard Operating Procedures (out of 15 core elements covered by SOPs) fully implemented by UNCTs in supported programme countries.	
	Level of coherence of UN in implementing programme country	The PUNOs had: One leader (RCO), one funder but no joint fund, and one JP implemented individually.
	Reduction in transaction costs for the PUNOs in interaction with national/regional and local authorities and/or public entities compared to other joint programmes in the country in question.	The absence of a functional JP SC resulted in each component leading to PUNOs engaging independently with individual government departments relevant to its outcome area.
Resource Mobilisation	% matched funding (core/assessed resources, agency thematic funds, government cost sharing and other agency-specific non-core resources)	ILO and UNICEF contributed 27% of the total JP budget.
Operational Effectiveness	Annual % financial delivery	
	% of direct cost expenditures	
Compliance with UN Standards	Annual portfolio analysis informs the funding prioritisation by the Strategic Advisory Group.	
	JP engagement with diverse stakeholders (e.g., parliamentarians, civil society, IFIs, bilateral/multilateral actors, private sector) (QCPR)	The JP engaged with government departments, CSOs, and academia, but little did not demonstrate engagement with IFIs and bilateral/multilateral actor
	Focus on addressing inequalities (QCPR) and the principle of “Leaving No One Behind.”	The SPSA-JP was founded on the LNOB principle to reduce income inequalities through enhanced social protection and social security access.
	Number of outcomes featuring gender results at the outcome level (QCPR)	One outcome (Outcome 2) featured women employed in the informal sector and their need for social security.

	The extent to which JP undertook or drew upon relevant human rights analysis and has developed or implemented a strategy to address human rights issues	The JP drew from three human rights analysis tools and mainstreamed HRs into its programming across all the outputs.
	The extent to which JP planned for and could demonstrate positive results/effects on youth	The JP had planned to support the development of policy and regulatory interventions to benefit unemployed and informal sector employed youths.
	The extent to which the JP considered the needs of persons with disabilities (QCPR)	The JP's design included supporting interventions for people with disabilities, but it appears this faded during implementation as very little was reported on disability.
	Making use of risk analysis in programme planning, when relevant (disaggregated by country)	The JP design included risk analysis and mitigation measures. The risks were monitored and reported upon in the JP annual reports.
	% of Joint Programmes that conducted do-no-harm / due diligence and were designed to take into consideration opportunities in the areas of the environment and climate change	

Orientation to impact and sustainability

Finding 13: The JP made limited progress towards achieving the anticipated impacts.

The SPSA-JP sought to address exclusion from existing provisions of social protection programmes and advocate for a comprehensive and inclusive system that would leave no one behind. From the synthesis of the achievements of the JP, the evaluation concluded that the JP had made limited progress toward achieving the anticipated impacts. It was noted that the JP had done considerable groundwork in terms of laying the foundations for advocacy, consultation and consensus building with regards to (i) developing feasible options to cover the most glaring social protection gap (the provision of income security for those between the ages of 18 and 59 years) and supporting the process of building consensus on a nationally defined Social Protection Floor (NSPF); (ii) establishing social insurance schemes for women in the informal sector, particularly in rural areas; and (iii) support the development and financing of a new strengthened welfare services delivery model and its linkages to social grants. However, much still needed to be done in terms of upstream policy consultative work, consensus building, influencing the establishment of suitable institutional arrangements and instruments, and capacity development of institutions to deliver a comprehensive and inclusive system that would leave no one behind. The JP still had some way to reach the end beneficiaries with the benefits of strengthening social security and social assistance systems.

Programme impact on practice and policy levels

The programme has not yet visibly worked at the practice and policy levels. The evaluation acknowledged that some of the products of Outcome 2 were already raising debate among stakeholders on the feasibility of a social security scheme for the informal sector, including enhancing access to UIF, COIDA and maternity benefits for domestic workers. The engagement of beneficiaries and their representative bodies resulted in the realisation that social security provisions for domestic workers were already in place under UIF and COIDA and the gap was in the modalities for provisioning. This engagement process was a good practice because it helped identify project design omissions in the consultative process. The JP's outputs under Outcome 3 had also begun influencing thinking around tracking child wellbeing. For Outcome 1, however, much advocacy, lobbying, communication, upstream consultation, and consensus building were still required to influence practice and policy in the social assistance arena. Considerable disagreements still surrounded the proposed BIG. Key

stakeholders, including National Treasury and other think tanks, were still to buy into the thinking and rationale of the proposed grant.

The evaluation, however, observed challenges arising from inadequate communication and advocacy. Stakeholders were still confusing the Basic Income Support (BIS) – a short to medium-term measure premised on the same rationale as the Social Relief of Distress grant, and the Basic Income Grant – a long-term measure that seeks an integrated and sustainable system of social protection in the two spheres of social assistance, social security, and active labour market interventions. Some of the criticism of BIG mainly emanated from the misunderstanding that it was an immediate necessity. Yet, it is meant to be part of the country’s long-term strategic planning.

Sustainability of programme outcomes and results

Finding 14: Prospects of sustainability of achieved results were relatively high, especially for Outcome 2 - the informal sector social security for the women in informal sector initiative, and Outcome 3 - strengthened social welfare policy and regulatory frameworks.

The prospects of sustainability varied across the outcomes. The sustainability of results under Outcome 1 would depend on the endorsement and institutionalisation of the Basic Income Support and the Basic Income Grant by the Government. Whilst the concepts already had the acceptance of the Minister of Social Development; there was still work to be done to convince the other Government departments, especially those in the economic development sector, on the feasibility of these interventions, given weak economic performance and the shrinking fiscal space.

For Outcome 1, the GCE and SAMOD models developed by the JP are now the key analytical tools used by DSD in SDR and other social grants analysis.

I would also add – that the Government’s interest in the work of the Expert Panel and the appointment of Expert Panel II (which would continue to work beyond the JP) is a sign of sustainability of this approach. In terms of scalability, DSD is using a similar approach for the Green Paper on comprehensive Social Security. For policy coherence and linkages, the Green Paper incorporates the BIG.

As for the Outcome 2 results, whilst there were already signs of traction in terms of acceptance of the rationale of a social security scheme for the informal sector, the sustainability of these achievements would very much depend on the approval by and ability of the Government to pay the matching contribution. At the workshops on UIF, maternity benefits and pensions, informal workers indicated their “willingness to contribute” to the above schemes. However, considering the low earnings levels in the informal sector (around R2000/month in 2018), there was the proviso that the Government should be willing to make at least a matching contribution to ensure meaningful benefits. Indications were that fiscal space was too constrained for Government to make matching contributions against the beneficiary contributions. It was noteworthy, though, that social protection as a policy issue had been firmly integrated into the agenda of organisations of informal workers, which was one component of ensuring wider social uptake and sustainability. WIEGO pledged to draw on its resources to ensure uptake of the informal sector social security scheme at NEDLAC, demonstrating ownership and internalisation of the JP results by the key stakeholder.

Under Outcome 3, the JP also made significant achievements in building the foundations for the sustainability of results. This was mainly facilitated by linking the results to the systems of the relevant Government departments, especially DSD, Statistics South Africa, and NPD. CSOs also began utilising the social expenditures budget analysis tool for advocacy. Also importantly, one of the PUNOs already had the tool embedded in its strong social policy analysis and advocacy portfolio, which was a vital sustainability factor beyond the life of the JP.

Scalable programme components

At the time of evaluation, it was difficult to determine the scalability of the programme components. It was not yet clear whether Outcome 1 would achieve conclusive results.

The JP has been instrumental in supporting analytical work (SAMOD and CGE modelling and Expert Panel report), informing the extension of the SRD grants. The SRD grant is seen by many – citizens, CSOs, Think Tanks, politicians as the precedence/logical basis for the BIG. The Government’s statements on BIG usually made reference to the COVID SRD grant. This was in line with global COVID recovery policy approaches i.e., transforming COVID response interventions to long term sustainable social protection measures. For the DSD, SRD grant was probably the ONLY policy window for a BIG in South Africa – whichever form it may take.

As for Outcome 2, a definitive result was likely, and whatever form it might take, it could be implemented at scale nationally. Outcome 3 would also be scalable, including going beyond software support to address the funding gaps to increase welfare services, human resources, physical infrastructure, information and communication technology, and office and delivery equipment.

Sustainability of results attained on gender equality, empowerment of women, human rights, and human development by primary stakeholders

There were no mechanisms, procedures and policies established to carry forward the results attained on gender equality, empowerment of women, human rights, and human development by primary stakeholders. The sustainability of these parameters would depend on the institutionalisation of the results - which was unlikely to be achieved by the end of the JP. Notwithstanding, the Department of Employment could continue pushing for some results under Outcome 2, for example, enhancing access to UIF, COIDA and maternity benefits for domestic workers, whilst the DSD could continue working with partners on child welfare-related issues beyond the life span of the programme.

JP exit strategy

The evaluation observed that the JP design document did not spell out an exit strategy, which was a significant omission. The proposed JP no-cost extension missed the opportunity to spell out the exit strategy. The request for a no-cost extension to include an exit strategy should have become a requirement. Some elements of an exit strategy could be crafted based on handing over the components to the responsible Government departments, primarily because the components were implemented through partnerships with the same, and they can sustain some of the results.

JP Contribution to the acceleration of SDGs in South Africa

<p>Finding 15: The short duration of the JP did not allow it to make an impactful contribution to the SDGs, but the evaluation posits that the JP laid strong groundwork for future contributions by the social protection sector to some of the SDG targets.</p>
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The JP intended to contribute to SDG 1.3 through its efforts to reach a consensus on a social protection floor in terms of developing nationally appropriate social protection systems and expediting South Africa's commitment to a social floor as outlined in the MTSF 2019-2024. These measures would bring about predictability in budgetary support to reduce poverty, vulnerability, and inequality. The JP had done the significant groundwork in promoting the social protection floor for the unemployed and low-income, bringing women in the informal sector into social insurance.

The JP is also likely to contribute toward SDG targets 1.1, 1.2 and 1.3 through its work on exploring the feasibility and options for covering the missing gap (18-59-year-olds). The initial efforts to support the establishment of more strategic support and funding of social welfare services would mean improved access and delivery towards more consistent support for vulnerable children and adults. The proposed social security benefits and social assistance transfers would enhance consumption income

for informal sector employed households during retirement. Income transfers to this age group would also improve the adequacy of the Child Support Grant and other child-related grants, which poor and unemployed households might regard as their sole source of income and support the transition for the youth from education to employment. Through the decent employment effects of this incentive to informal sector work, the JP also contributed to SDG target 8.5. Whilst the JP results had not yet translated into actual benefits for the target group, the likelihood of success was high.

Mainstreaming of cross-cutting issues

Finding 16: Human rights were well-mainstreamed across all the outcome areas, but the mainstreaming of gender, youth and disability was inadequate, except under Outcome 2, where women and youths were mainstreamed by default.

Gender

The JP made minimal deliberate efforts to ensure that outputs and activities incorporated gender considerations, including the use of gender-disaggregated data, where possible. Gender-related data was only provided for the baseline and target of Output 2.1; all the other outcome and output indicators are gender neutral. The programme implementation reports, however, submitted that the design of research tools, the inclusion of gender rights groups and Government agencies (e.g., Department of Women in President's Office) in the implementation of activities, selection of implementing partners also ensure the application of gender considerations.

Human rights

The evaluation established that the JP prepared a human rights and social protection checklist. The tool was designed to support the integration of a human rights-based approach to social protection in South Africa while also reinforcing the realisation of the sustainable development goals, mainly SDG target 1.3, to ensure that no one was left behind. The checklist was based on international human rights and social security standards, including treaties ratified by South Africa. It was also designed in line with human rights principles: the universality of protection; equality and non-discrimination; availability; accessibility and adequacy, meaningful and effective participation; adequate legal and institutional framework; access to effective remedies and monitoring and evaluation. The checklist thus allowed for an assessment of how a human rights-based approach to social protection was reflected in the design, implementation and evaluation of social protection plans, policies, and programmes.

The work on child poverty, social protection floors and BIG were all firmly rooted in human rights. The Expert Panel report, for example, and the Green Paper had whole sections on the human rights. The social protection floor concept was fundamentally based on the human rights to social protection. In addition, to assist the cause of WIW organisations to advance human rights-based policy making and programming of social protection for their target group, the JP provided resources to work with membership-based organisations of workers in the informal economy. The groups firmly placed social protection as a critical policy agenda issue through:

- Research and story-telling – the impact of the COVID19 crisis on income security and how social protection might alleviate the suffering of the affected informal sector members.
- Promotion of the human rights of informal sector workers through facilitating worker-oriented workshops to increase awareness and education on critical issues, providing space and support for the development of advocacy demands (on unemployment, compensation for injuries and diseases in the case of domestic workers and maternity and pension benefits for self-employed) and,
- Bringing worker organisations into dialogue with relevant government stakeholders (Department of Employment and Labour; Department of Social Development; and

South African Law Reform Commission/Ministry of Justice). These dialogues formed important stepping-stones in establishing a relationship between workers and the State, which was critical to advancing human-rights-based policy making.

The evaluation noted that disability was not adequately mainstreamed into the programme. The JP did not report implementing activities explicitly to enhance disability inclusion in social protection.

Fundraising for SP

The Joint SDG Fund encouraged UNCTs to set up a country-based SDG financing instrument (Country level SDG Fund), managed locally. In line with the Joint SDG Fund Theory of Change, that would allow RCs to mobilise flexible deployable funding. The country level SDG fund was not in place, neither were there any visible efforts to establish the same. The JP did not visibly enhance the fundraising capacities of the PUNOs. Only one PUNO mobilised a small contribution (\$24,000) as part of the regional COVID-19 response initiative towards additional documentation, a documentary of women operating in the Informal sector, and multiple challenges as exposed by COVID-19. Fundraising was, however, not a very high priority of the JP - considering the constraints of COVID on budget utilisation.

Innovation, learning and sharing

The evaluation established that the JP had a Learning and Sharing Plan, but its implementation was not monitored and reported. Some of the PUNO staff were not aware of its existence. Reports insinuated that the LNOB Social Protection checklist was a learning tool that would inform the critical capacity-building activity for UN staff, Government and JP partners. For Government officials, the JP sponsored some e-learning activities, given the challenges of COVID. Other learning and sharing activities included: the co-hosting by the JP of a research colloquium with civil society, the private sector, and the Government on the relevance of multidimensional poverty approaches; exploring Computer Assisted Telephonic Interviews (CATIs) – an innovation for field surveys considering tight lockdowns in South Africa; and engagement in various COVID-19 impact and recovery assessments – informing government and stakeholder responses.

Strategic communications

Finding 17: The evaluation established that the JP had a Strategic Communications Plan, but almost all the interviewed PUNO technical focal persons did not know about its existence. Hence the Communication Plan was not consciously implemented.

The evaluation established that the JP had a Strategic Communications Plan, but almost all the interviewed PUNO technical focal persons did not know about its existence. Hence the Communication Plan was not consciously implemented. As a result, the annual budget for communications (5% of the total budget) was not utilised. Visibility outcomes could therefore not be influenced by the funding provided for JP strategic communications. This prevailing scenario negatively affected the ability of the Country Profile Page on the Joint SDG Fund website to contribute to the SPSA-JP outreach.

The Joint SDG Fund guidelines required that each PUNOs took appropriate measures to publicise the Joint SDG Fund and give due credit to the other participating organisations, including the host Government, donors, PUNOs and other relevant entities. In line with this requirement, the JP supported the production of several strategic documents of strategic communication importance. However, these could not be quantified due to weak reporting on the Communication Plan implementation. Some of these included the following:

- Human Rights Checklist;
- Statistics South Africa, (2020), *Child poverty in South Africa: A Multiple Overlapping Deprivation Analysis*;

- National Planning Commission, (2020), *A social compact for social cohesion*;
- UNICEF South Africa submission on the Medium-Term Budget Policy Statement (2020);
- Feasibility studies on basic income grant in South Africa –international experiences and good practices (including COVID-19 responses) in direct income transfers: lessons and options for a basic income grant (for the 18 – 59 age bracket) in South Africa;
- South Africa’s Child Support Grant: Making an even greater difference during COVID-19;
- Narratives of workers' lives (2021);
- Etc.

Due to the weak reporting on this component, the evaluation could not establish the JP’s key communication performance (as required for Joint SDG Fund reporting) on the following indicators:

- No. of articles (interviews, human interest stories, press releases, expert insights, etc.) about the JP published by an external media outlet (non-UN published);
- No. of articles (interviews, human interest stories, press releases, expert insights, etc.) about the Joint Programme that the UNCT and JP PUNOs published; and
- The number of social media followers.

Monitoring and Evaluation system and its relevance

Finding 18: The JP did not have an integrated M&E system, but the system was decentralised to the PUNOs in charge of the various JP outcome components.

The Joint SDG Fund required that the UNCTs receiving funding allocations from it submit data, information, and quality/timely reports as required by the Joint SDG Fund Strategic Advisory Group and Operational Steering Committee for monitoring and evaluation. The evaluation found that the PUNOs in the SPSA-JP submitted joint annual reports to the Joint SDG Fund through the RCO. The reports reflected the outcomes and outputs outlined in the JP results matrix. Through the Leave No One Behind annual report, the JP gave a narrative and an analysis of how the JP outputs and outcomes had contributed to the overall impact in terms of SDG acceleration in social protection in South Africa, as well as its contribution to the global programmatic results. The JP only produced the LNOB 2020 Report, and those for 2021 and 2022 were still pending.

There was, however, no integrated M&E system for the JP. On enquiry, the evaluators were informed that the M&E of the various JP components were decentralised to the PUNOs. The evaluation did not see any evidence of guidelines on the indicators the individual PUNOs were supposed to track and how these would be consolidated at the JP level. Notwithstanding, the fact that annual reports were being compiled showing the performance of the indicators in the results matrix was evidence that the PUNOs were maintaining monitoring data of their respective components.

It was also a requirement that the JP submitted annual financial reports as of 31st December each year concerning the funds disbursed to it from the Joint SDG Fund Account, to be provided no later than four months after the end of the applicable reporting period. The evaluation established that the PUNOs maintained financial reports for their respective components. This was in line with the Joint SDG Fund guidelines (from the Fund TORs) that the PUNOs that received Joint SDG Fund resources would assume full programmatic and financial accountability for these resources, as outlined in the existing

legal agreements. However, the evaluators did not see the consolidated JP financial reports submitted to the Joint SDG Fund.

Assessment of Risk Analysis, Mitigation, M&E

Finding 19: The JP had made an effective risk analysis, and adjustments to the risks were made across reporting periods.

The JP had done an effective risk analysis which identified contextual, programmatic, institutional, and fiduciary risks to strengthen its Theory of Change. However, without an integrated M&E system for the JP, the evaluation could not ascertain the risk M&E process. The evaluation observed that the risks changed from one annual report to the other. It could not be established whether the risks that were being dropped had been resolved or they had ceased to be relevant. Table shows an assessment of the risk effects and the extent to which the JP has managed to implement measures to mitigate risks defined in the JP design document.

Table 10: Risks, Planned Mitigation and Outturn

Risk	Planned mitigation strategy	Assessment of Risk Effects and Handled by JP
Contextual risk		
Financial cuts in the social protection sector by the Government resulting in difficulties in advocating for increases in the number of social grants and programmes. (The thinking here is that this would put further strain on the already diminished government resources)	On-going engagements with the Government about the importance of the social protection system and the LNOB in the country	The COVID-19 mitigation measures significantly affected public finances and government priorities. However, the Government continued to make great strides in social protection as a critical measure to mitigate the impact of the crisis.
Programmatic risks		
Lack of coherence in Government, where political parties or coalition government disagree on the proposed social assistance schemes resulting in contentious debates which could add barriers and increase the time taken to attain buy-in and support.	Through the lead government department of social development, begin advocacy efforts before the project commences to ensure that buy-in is ascertained.	The risk remained real, with key stakeholders in Government not buying into the BIG. By the time of evaluation, the JP had not yet presented the BIG and BIS to NEDLAC.
Lack of support by social partners and CSOs for the proposed social protection schemes/floor, especially around the valuation of the benefits		Social partners, especially the CSOs and academia, supported the development and advocacy for the proposed social protection schemes/floor, especially around the valuation of the benefits.
Smaller political parties oppose the proposed social assistance/BIG and pursue the deepening of the dependency debate, creating additional barriers and decreasing the project's buy-in.	Through the lead government department of social development, begin advocacy efforts before the project commences to ensure that buy-in is ascertained.	The evaluation did not receive any submission on the involvement of smaller political parties in the social assistance discussions. The discussion that existed, even on the web, were purely technical without the political element.
Lack of departmental/agencies coordination in the delivery of social protection programmes and services	Set up coordination mechanisms and accountability measures to guide coordination	The evaluation observed no national social protection coordination framework in South Africa. The JP should have tried to mitigate this risk by influencing and supporting the establishment of such a framework. Notwithstanding, the risk is low because

		lead PUNOs could relate directly with component interlocutor Government departments. The failure to elevate discussions to NEDLAC was not a result of a lack of departmental/agency coordination but a weakness in the whole JP coordination. The JP SC was not fully functional and effective.
Institutional risks		
The new government district model requires closer cooperation, which has never been easy in SA.	Support the implementation of the district model/ include learning mechanisms and have sound M&E systems in place to feedback lessons learnt and improve implementation	The risk remained low, and the JP had not yet matured for subnational level implementation. A PUNO (UNDP) had started an independent initiative (outside the JP) on the district model.
Fiduciary risks		
Working with implementing partners in executing parts of the JP	Existing working relationships/track record of organisations that have delivered and integrity pacts between PUNOs and service delivery implementers	The risk was low. A considerable proportion of the successes of the JP could be attributed to effective partnerships with CSOs, academia and independent researchers.

Emerging Issues

The evaluation identified several emerging issues that would have a bearing on the future with the JP results.

- i. The UN in South Africa did not utilise the SPSA-JP as an opportunity to support the development of integrated financing solutions that accelerate SDG progress. The UN's comparative advantage enables transformative actions on the SDGs by linking integrated policy and financing and balancing the social, economic, and environmental aspects of sustainable development in South Africa.
- ii. There is a government-led coordination mechanism on youth employment in which development partners participate, but there is no National SP coordination structure in South Africa. Thus, SP policymaking is fragmented.
- iii. No SP development partner/donor group/forum brings together international financial institutions and donors in South Africa to discuss SP.
- iv. Because there are no jobs, there is a vast gap in social protection for the 18-59-year-old age group. There are active labour market interventions for this group, but a small proportion of the youth has access to these interventions. Many unemployed youths have no skills.
- v. The convening role of the UN is critical for bringing development partners together. With a fragmented SP coordination system, the same things are discussed and churned repeatedly through different uncoordinated fora without impact. The South African Government mainly relies on academia for expert advice, but these experts usually have local knowledge. Through their global knowledge networks, the UN, IFIs and donors will infuse new perspectives into SP policy design and programming.
- vi. The components of the JP were spread across departments. DSD was responsible for components 1 and 3. DoEL for components 1 and 2, with elements of component 3 on the SPF, Department of Social Insurance overlapping with DoEL, and NPD for SPF. There is a need to lobby Government to consolidate these SP components under fewer departments.

- vii. The UNCT in South Africa had no consolidated process knowledge for joint programming. There was a need for investment in training on joint programming.
- viii. The quality of the results matrix and reporting shows limitations in applying RBM.
- ix. In the future: How can the studies completed and tool developed so far be used to strengthen stakeholder engagement and influence the implementation of the NDS 2030 and the MSTF 2019 – 2024?
- x. Two narratives need to be reconciled. One talks about the need to integrate SP with universal social services to build human capital to help people graduate from poverty. The other narrative says poverty is too high hence the need for cash transfers to increase incomes. If BIG is to be adopted, it may need to be integrated into a robust social service system following the Scandinavian model.
- xi. There is a need to link SP to the active labour market interventions? to link youths with training and other human capital development opportunities.

CONCLUSIONS

Overall, the performance of the JP was satisfactory. A choice was made to focus on specific population sub-groups in a context where concerns have centred on the design, coordination, and operation of the social protection system. The chosen approach emphasized inadequate coverage from a sub-population-group perspective. Coverage is one of the multiple challenges facing the social protection system in South Africa. Other aspects are coordination, integration, system efficiency and policy coherence across domains (including social services, skills development, and the labour market).

The choices made at programme design and during implementation did not only affect what was delivered but also how it was delivered, understood and consequently, the perceptions of what constitutes success for the JP. The evaluation took the position that funding from the Joint SDGs Fund was not to be treated as regular donor funding for a programme whose sole purpose is defined by the funded programme. Rather, the approach of the evaluation was to refer to the terms of reference of the Joint SDGs Fund, the types of transformations it promised, and the opportunity that the UNCT had to transform social protection while furthering UN reforms. As to what constitutes sufficient inter-agency efforts in working together on social protection, the evaluation referred to globally defined interagency institutional arrangements, processes, and tools to which the PUNOs are participants. The evaluation undertook a literature review that established the potential for achievement of the Joint SDGs Fund-informed deliverables and the use of an inter-agency approach guided by UN guidance on Joint Programming. Approached from this perspective, the evaluation identified five types of transformations that could be achieved:

1. How the UNCT organised to work jointly on Social Protection (Organisational Fix) – informed by guidance on Joint Programming),
2. How the UNCT worked with other stakeholders on Social Protection (Institutional Fix) – informed by inter-agency guides and tools,
3. What the UNCT worked on to improve social protection (Technical Fix - Content, services, and coverage) – informed by the context,
4. How the UNCT strategically utilised the Joint SDG Fund resources for better strategic positioning of the UN offer (collective strength, role, funding, communications, results); and
5. What the JP transformed at operative level (collective and individual learning on operationalising DaO and delivering on a particular theme).

Examined from this perspective, several aspects of these potential transformations were included (some more explicitly than others) in the design of the JP. However, operationally, emphasis was placed on the technical fixes (#3) with some learning from the participating PUNOs (#5). The ToC (pitched at #3), promised more than what was pursued and presented in the results matrix. Within the results matrix,

the indicators were set at various levels and were a mix of process and change indicators. The change indicators were beyond what could be achieved in the two years of the JP. On #5, there was no structured and deliberate process.

On #1, #2 and #4 the processes were not adequately structured to have strong prospects for continuity beyond the JP and to be able to underpin furtherance of the long-term agenda represented by #3. It is the view of the evaluators that deliver on all the transformations, the RCO would have needed to play a much stronger role with clear delineation of technical and strategic leadership. The JP as delivered has much to show in terms of the technical work but much less to show in terms of furthering DaO. The Joint SDGs Fund funding enabled the agencies to undertake work that could have carried out with funding from any other donor. The transformational nature of the Joint SDGs Fund, beyond agencies learning about each other's work was limited.

While some stakeholders pointed to South Africa as being different and needing a different approach, the evaluation posits that an opportunity was missed in not using a SPIAC-B espoused approach and the terms of Reference of the Joint SDGs Fund to guide the design of the JP. The selected approach has produced valuable products whose continuity is dependent on mobilising new resources. On the other hand, the SPIAC-B and Joint SDGs Fund approach would have emphasised institution-building (establishing multi-stakeholder forums that include donors, common assessment, and fund), which, assuming the successful establishment of a local Social Protection Fund, would have enabled the continuation of any population sub-group work beyond the JP. Moreover, the aggregation of SPIAC-B country-level representatives would have created a strong base from which future UN work in social protection would benefit.

Evaluability and quality of programme design: The SPSA-JP was evaluable, with a theory of change, defined outcomes and indicators, indicator baselines and targets. However, the outcome level indicators were set too low or lacked adequate detail to be truly meaningful to underpin the JP theory of change. Most of the outcome and output indicators lacked results-based management language. They were not SMART. While the implementation strategy was realistic, the scope of the programme design was not realistic. The aim and objectives of the JP were not achievable within the two years of its subsistence. The programme design process was participatory, including all the participating PUNOs and the lead Government department, i.e., the Department of Social Development and the Department of Labour and Employment

Relevance: The programme considered the needs and priorities of the stakeholders and beneficiaries identified in the programme document and during the programme implementation. The JP was founded on the human rights approach, which resonates with the Constitution of South Africa. The JP was aligned with national priorities and the UNSDCF 2020 - 2025 and sought to coordinate with other relevant development activities, including the SDG 2030 agenda,

Cohherence: The JP was systemically, nationally, and globally coherent. Nevertheless, it was designed during the former cooperation's subsistence and implemented during the UNSDCF 2020-2025 but was not reviewed to align it with the new cooperation framework. This technical omission, however, did not affect the quality of implementation. The uniqueness of the South Africa context was used as a basis for not following closely the approach proposed by the Joint SDG Fund. Thus, the JP implemented missed opportunities to establish structures and processes that would drive long-term transformations in social protection. It is the evaluators' view that preference was given to products. For continuity, products will require additional programmatic action.

Effectiveness: The programme's overall effectiveness was affected by the mismatch between its ambitious Theory of Change and the toned-down implementation targets, as well as the emergency of the COVID19 pandemic, which posed challenges to programme implementation. The toning down of the programme to a level much lower than the objective of the Theory of Change was rational to try

and match the programme scope with its implementation duration. While the JP made good progress towards the achievement of the outcomes at the lower level at which they were set, overall, the programme performance was satisfactory. This was mainly so because the outcomes were set at the lowest level of the ToC leaving much of the pathways to the realisation of the ToC aspiration to an uncertain future.

Effectiveness of governance and management arrangements: The absence of a fully functional JP Steering Committee compromised the achievement of results. The results achieved under the JP were mainly driven by the commitment of the individual PUNOs and facilitated not through the JP governance structures that should have required accountability for results.

Efficiency: The financial and human resources were allocated according to programme design. However, the total JP budget was very overhead heavy. The JP components also demonstrated low resource absorption capacities.

Orientation to impact and sustainability: The programme made limited progress towards achieving the proposed results. The intended impact was not achievable over the short duration of the programme. The JP did considerable groundwork laying the foundations for advocacy, consultation and consensus building which could serve as steppingstones to impact. However, much still needed to be done in terms of upstream policy consultative work, consensus building, influencing the establishment of appropriate institutional arrangements and instruments, and capacity development of institutions to deliver on a comprehensive and inclusive system that would leave no one behind. Prospects of sustainability of achieved results were high.

Contribution to SDGs: The JP also likely contributed toward SDG targets 1.1, 1.2 and 1.3 through its work on exploring the feasibility and options for covering the missing gap (18-59-year-olds) and initial efforts to support the establishment of more strategic support and funding of social welfare services which would mean improved access and delivery towards more consistent support for vulnerable children and adults. Through the decent employment effects of this incentive to informal sector work, the JP also contributed to SDG target 8.5. Whilst the JP results had not yet translated into actual benefits for the target group, the likelihood of success was high.

Mainstreaming of cross-cutting issues: The programme mainstreamed human rights across all the outcome areas but had challenges in fully mainstreaming the cross-cutting of other problems, including gender, youth, and disability.

Monitoring and evaluation: No integrated JP monitoring & evaluation system was in place. The M&E function was decentralised to the PUNOs. Because of this decentralisation of the M&E, the evaluation could not identify where programme risks and assumptions, cross-cutting issues, and communication and learning plans were being monitored. There was no evidence that the M&E system collected and used data disaggregated by gender, people with disabilities, and age.

The utilisation of results: The COVID-19 pandemic worsened inequality, poverty and unemployment. As a result, the Government was keen to have an inclusive and sustainable COVID-19 recovery and saw social protection as one of the vehicles to achieve this. DSD specifically mentioned the work under Outcome 1 as having contributed to their efforts to push the social protection agenda in national policy forums.

RECOMMENDATIONS

Recommendation 1: The UN should undertake a relevance and feasibility assessment of establishing a local chapter of the SPIAC-B (named appropriately) to convene multiple stakeholders with an interest in social protection in South Africa. This is critical in a context where none of the actors separately has sufficient influence to move the social protection system.

Addressed to	Priority	Time frame	Level of resources required
United Nations	High	Short-term	Low

Recommendation 2: UN should use its convening power to influence the establishment of national social protection coordination structures in South Africa. These structures will be critical for completing all the JP's work-in-progress and utilising results to influence policy and decision-making. These structures will also be essential in addressing fragmentation.

Addressed to	Priority	Time frame	Level of resources required
United Nations	High	Short-term	Medium

Recommendation 3: There should be a high-level coordination structure to exercise oversight of the Expert Panel to ensure high-quality technical inputs into the design of a sustainable social assistance mechanism. The SRD grant was a good initiative that served its purpose well. However, development partners convened by the UN and donors should help Government transform the SRD into a sustainable social assistance mechanism. In the future, there is a need to link the SRD grant to the work/active labour market. The grant is significant because it helps people pay job search costs. Grant applicants should be related to employment services to engage in work eventually. This should include high-level coordination structures having oversight of the Expert Panel to ensure high-quality technical inputs into the design of such a mechanism.

Addressed to	Priority	Time frame	Level of resources required
United Nations, DSD and Donors	High	Medium-Term	Medium

Recommendation 4: The UN should consider mobilising Inter-Agency Social Protection Board member agencies at the country level to undertake an ISPA. The work under the JP has brought to the fore some of the challenges in social protection and promoted debate. Beyond the debate, there needs to be a focus on solutions. The solutions lie beyond policy provisions and implementation and awareness and ability to claim among the potential beneficiaries, financing of social protection and the efficient use of resources allocated for social protection. The current focus on social protection is an important window that can be used to arrive at a consensus on issues. The UN should consider mobilising Inter-Agency Social Protection Board member agencies at the country level to undertake an ISPA.

Addressed to	Priority	Time frame	Level of resources required
United Nations	High	Short-term	Medium

Recommendation 5: The UN should consider the establishment of a UN Social Protection Group that consists of not only the JP PUNOs but all UN agencies with an interest in Social Protection.

The JP enabled PUNOs to understand the contribution that each agency could make and their combined strengths. The UN should consider using the experience of the JP as a building block toward the establishment of a UN Social Protection Group that consists of not only the JP PUNOs but all UN agencies with an interest in Social Protection.

Addressed to	Priority	Time frame	Level of resources required
United Nations	High	Immediate	Low

Recommendation 6: Set up a Social Protection Fund that will support experimentation and adaptation

The Social Protection issues in South Africa are likely to persist for a long time with policy integration being a major feature of long-term solutions. The policy integration work falls within the comparative advantage of the UN. To foster work across sectors, the UN will need to mobilise resources (technical and financial) for innovative solutions as well as adaptation of lessons from other countries. The UN and donors should consider setting up a Social Protection Fund that will support experimentation and adaptation.

Addressed to	Priority	Time frame	Level of resources required
United Nations and Donors	High	Immediate	Medium

Recommendation 7: The UN, under the leadership of the RCO, should strengthen learning across joint programmes.

While several joint programmes have been implemented by the UNCT in South Africa, awareness of the same was low among SASP-JP personnel. Similarly, reference to existing guidance was limited potentially exposing the JP to avoidable challenges.

Addressed to	Priority	Time frame	Level of resources required
United Nations	High	Immediate	Low

GOOD PRACTICES

The evaluation identified a number of good practices from the SPSA-JP implementation, among which were the following:

1. Appointment of an Expert Panel as an Advisory Committee to DSD was a good practice. Through the ILO-WITS MoU and DSD-WITS partnership, the ILO and WITS supported DSD initiatives on the BIG, including the establishment of an Expert Panel (EP) on the BIG. The objective of the EP was to provide strategic guidance and technical support/input to DSD on the Basic Income Grant, in particular, the development and follow up actions of the Cabinet memo on the BIG, appraise BIG options and to serve as a collaborative and coordination hub for BIG research and knowledge generation. The measurable and visible impact was the elevation of the debate on BIS for the 18 -59 working age group into the national social security agenda.
2. Engagement with beneficiaries and their representative bodies was also a good practice. Whilst the project at the design stage intended to develop a social security system for those in the informal sector, including domestic workers, continuous engagement with the intended beneficiaries and their representative bodies during implementation revealed that sections of the informal sector were already catered for in existing policy instruments (UIF, COIDA and maternity leave) and the gap was translating provisions into benefits. The impact was a redirection of effort towards the designing of systems for the provisioning of benefits to the informally employed.
3. The project had a provision for each of the five participating PUNOs to hire a Project Officer. UNICEF and UNWOMEN hired one Project Officer to manage their component, which was a good practice. The measurable impacts were the realised cost savings as well as the effective implementation of the project component, with each of the two PUNOs' project management needs being satisfied.

LESSONS LEARNT

The JP stakeholders were allowed to identify any improvements they would make if allowed to implement a similar JP. Box 1 below presents selected responses from PUNOs and one of the partners.

- Given the opportunity to revisit the implementation of the Joint Programme, what would you do differently?
 - I would engage key stakeholders to implement the findings - in particular, rolling out social insurance to the informal sector needs the engagement of the insurance sector and informal sector associations as they are players in the informal sector who can afford to pay contributory social insurance.
 - I would have a broader stakeholder engagement ahead of the inception proposal to capture the needs accurately. I would also, if conditions allow, have more regular stakeholders' engagement to ensure buy-in and sustainability of the project.
 - For the partners to implement the programme together and jointly rather than as separate agencies.
 - Better calibrate the balance between evidence generation and advocacy. Respond more expeditiously to shocks and incorporate shock-responsive social protection into the design and implementation of the JP. Greater visibility of the JP through more regular Steering Committee meetings and meetings with various stakeholders and the donor community.
 - (WIEGO) Our work primarily targets organisations of informal workers as our primary constituency. This project has brought us closer contact with government departments working on social protection. We have learned that much is being done and planned around social protection within the Government (for example, pension scheme and basic income proposals from DSD). The real challenge is to bridge the divide between workers and the Government to ensure that these plans adequately account for the needs of the missing middle.

The evaluation also identified the following developmental and operational lessons.

Developmental Lessons

- Investment in the process is important, especially where solutions are contested (wicked problems). While the JP has produced valuable products, arriving at a consensus is challenged by the multiplicity of voices in social protection. Recognition of the difficulty of generating consensus positions calls for more inclusive processes that bring different voices into the same spaces for engagement. Illustrative examples include the divergent voices on the feasibility of a basic income grant, differences in approaches to addressing poverty through employment, and calls for greater focus on improving the efficiency of existing social expenditures before adding on new commitments. The various positions are not incompatible. Rather, they could constitute a package of social protection reforms.
- Systems change interventions need to adopt realistic timelines and set outcomes, indicators and targets that are in keeping with the selected timeframes for programme interventions. Systems reform is a long-term process that requires strategic investment. Choices must be made between institutional/structural changes or a focus on policy and programme performance. While the approach espoused by the Joint SDG Fund focused on institutional/structural changes. The SPSA-JP opted for policy and programme level changes. Within the selected approach, the results achieved require further investment which calls for the allocation of added resources to consolidate the gains.

Operational Lessons

- Technical soundness needs to be coupled with strong process considerations and guidance to realise the potential of joint programming Technical soundness needs to be coupled with strong process considerations and guidance to realise the potential of joint programming through measures that include:
 - Reflection on existing guidance on DaO and JPs to identify opportunities and options for strengthening operational efficiency
 - Operational efficiency indicators to ensure that JP partners do not operate independent of each other and/or miss the benefits that arise from JPs
 - Consideration of the ‘state of the art’ approaches within thematic areas to ensure the most strategic design choices are made.
- Independent operation of JP components runs the risk of missing opportunities to mobilise additional resources for the JP theme as agencies may focus on their separate needs to the detriment of shared interests. This is particularly critical where JPs are new and initially appear to present increased transaction costs for agencies. Efforts to strengthen joint programmes can also be negatively impacted by funding arrangements that disperse joint programme decision-making.

ANNEXES

Annex 1: Terms of Reference



Terms of Reference

Independent Joint Final Evaluation of the Programme “Social Protection in South Africa”

-Version 1 March 2022-

Programme Title	An integrated and universal social protection linked to Social Protection in South Africa developmental social welfare services in South Africa - Short title: Social Protection in South Africa
Implementation agencies	ILO (lead agency) -UNDP-UNICEF-UNWOMEN- OHCHR
National partners	<p>National and Provincial authorities:</p> <ul style="list-style-type: none"> • National Department of Social Development (DSD) • Department for Performance Monitoring and Evaluation (DPME) • National Treasury (NT) • Statistics South Africa (STATS SA) • Provincial Departments of Social Development • South African Human Rights Commission (SAHRC) • Department of Employment and Labour (DoEL) • South African Social Security Agency (SASSA) • National Planning Commission (NPC) • The Presidency • National Assembly (NA) and the National Council of Provinces (NCOP) • City of Johannesburg <p>Civil society organizations:</p> <ul style="list-style-type: none"> • National Association of Child Care Workers • Black Sash • The Studies in Poverty and Inequality Institute (SPII) • Centre for Social Development in Africa, University of Johannesburg • Women in Informal Employment: Global and Organizing (WIEGO) • SA Informal Traders Association

	<ul style="list-style-type: none"> • Children’s Institute <p>Social Partners (NEDLAC)</p> <ul style="list-style-type: none"> • Federation of Unions of South Africa (FEDUSA); • Congress of South African Trade Unions (COSATU) • National Council of Trade Unions (NACTU) • Business Unity South Africa • Strategic Analytics and Management • The Association for Savings and Investment South Africa (ASISA) • Organised Civil Society represented at NEDLAC <p>Other partners:</p> <ul style="list-style-type: none"> • Human Science Research Council (HSRC) • PLAAS – Research Institute at University of the Western Cape • WITS – Social Security
SDG targets directly linked to	1.1, 1.2, 1.3, 5.4, 8.5 and 10.1
Donor	Joint SDG Fund
Budget	Total US\$ 2,750,000 (US\$2,000,000 Join SDG Fund)
Duration	01/01/2020 - 01/09/2022
Type of Evaluation	Independent Joint Final
Timing of evaluation	June-early August 2022

I. Background of the Programme

The Joint Programme Short title: Social Protection in South Africa (SP-JP) seeks to address exclusion from existing provisions of social protection programmes and advocates for a comprehensive and inclusive system that leaves no one behind. It therefore aims to: (i) develop feasible options to cover the most glaring social protection gap (the provision of income security for those between the ages of 18 and 59 years) and support the process of building consensus on a nationally defined Social Protection Floor (NSPF); (ii) establish social insurance schemes for women in the informal sector, particularly in rural areas; and (iii) support the development and financing of a new strengthened welfare services delivery model and its linkages social grants; and (vi) establish a Joint Programme Management structure to oversee and monitor the implementation of the Joint Programme (JP) and present regular progress and monitoring reports.

The expected results for the identified focal areas include among others unpacking of a social protection floor, its measurement and costing, and building consensus on a NSPF. The programme also explores feasible options for social assistance (Basic income grant) for 18 to 59 years old by the end of the JP, costing implementation approaches suitable to the country's context. In addition, the JP should explore local and international options for a package of social insurance measures for women in the informal sector, cost the scheme options and propose feasible and sustainable scheme and delivery modalities and seek consensus positions. Finally, with a new Welfare White Paper developed, the JP should provide support for review of the policies and regulatory frameworks for a new social welfare services delivery model, cost the gaps and propose implementation modalities for consideration. The major thrust for the new welfare services delivery model is to address the funding gaps to increase welfare services human resources, physical infrastructure, the use of information and communication technology, office and delivery equipment. The approach of leaving no one behind is both targeting currently excluded groups including young people and adults between 18-59 years old as well as women in the informal sector, looking at the specific situation of women, children, people with disabilities and migrants in the context of the proposals that to put forward as part of the joint programme, as well as advancing the gradual implementation of a ground-breaking Basic Income Grant (BIG). A basic income grant, combined with the clarity and approaches to link social welfare (care) services with social grants beneficiaries, social insurance and a new and better-funded welfare delivery model will have multi-dimensional socio-economic impacts, empower women and greatly and dynamically change the trajectory towards the achievement of SDGs by 2030.

1.1 Joint Programme Outcomes

Overall, the JP seeks to support the achievement of integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

1. Outcome 1 - Support the process of building consensus on a nationally defined Social Protection Floor and proposed social assistance scheme for 18- to 59-year-old persons in poverty
2. Outcome 2: Propose a social insurance package for women working in the informal sector
3. Outcome 3: Support the revised welfare services policies and regulatory instruments, financing and delivery requirements and linkages of a social welfare service delivery model with social grants to enhance socio-economic impact through technological and human resources
4. Outcome 4: Joint Programme Management ensured programme implementation according to the approved work plan, human and other resources procured management and oversight structures established

For more details on the programme results and Theory of change please see the annexes.

II. Evaluation background

The joint final independent evaluation will be managed by an Evaluation management committee (EMC) integrated by evaluation managers of the Participating United Nations Organizations (PUNOs) not involved in the implementation of the joint programme. The EMC will be led by the RCO (Resident Coordinator's Office) designated officer and ILO evaluation manager as the lead agency (as per established process for independent evaluations and request of the funder).

The evaluation will follow the United Nations Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System, including the UNEG guidance on Joint Evaluation, the Glossary of key terms in evaluation and results-based management developed by the OECD's Development Assistance Committee (DAC) and the UNEG Integrating Human Rights and Gender Equality in Evaluations guidance (<http://www.unevaluation.org/document/detail/1616>). In this context, it also will have due regard to the evaluation policies of PUNOs to ensure the requirements of their policies are met. The ILO Evaluation Office (ILO/EVAL) evaluation policies and technical guidance (see [here](#)).

The evaluation process will be participative and will involve all relevant programme's stakeholders and partners. Evaluation results will be disseminated amongst government, development partners, civil society, and other stakeholders. A joint management response will be produced upon completion of the evaluation process and made publicly available on the evaluation platforms or similar of PUNOs.

Analysis of gender-related concerns will be based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Programmes.

The evaluation should be carried out in adherence with the relevant parts of the UNEG joint evaluation guidelines, as well as ILO Evaluation ones and those of the other partner UN agencies. In particular, this evaluation will follow the ILO policy guidelines for results-based evaluation; and the ILO EVAL Policy Guidelines Checklist 3 "Preparing the inception report"; Checklist 4 "Validating methodologies"; Checklist 5 "Preparing the evaluation report" and Checklist "6 Rating the quality of evaluation report"

III. Purpose and objectives of the Evaluation

The purpose of the evaluation is two-fold: accountability; and learning, planning, and building knowledge. These purposes respond to the demand of the donor and the PUNOs evaluation policies regarding accountability, documentation of the results achieved. In terms of learning, planning and building knowledge; all key stakeholders (i.e. National stakeholders, PUNOs and the donor) are interested to learn from implementation in terms of what has been achieved and why towards strengthening sustainability and follow-up on the subject in the country in terms of programme objectives, specifically contribution to the SDGs (through the SDGs targets) and to the UNDS reform (i.e. Resident Coordinator (RC) leadership, UN Country Team (UNCT) coherence, etc.). Moreover, the PUNOs and the donor can also utilize this learning for replication or improve similar programs in other countries, as well as to consider potential follow-up support after the end of the programme.

The final independent evaluation has the following objectives:

1. Establish the relevance of the programme design and implementation strategy in relation to the relevant national development frameworks, UNSDCF and UN agencies cooperation programmes and final beneficiaries needs.
2. Establish the coherence of the programme design and implementation strategy in relation to the relevant national, UN agencies (including the UNDS reform), and other multi or bilateral programs and programmes.
3. Assess the extent to which the programme has achieved its stated objectives and expected results, while identifying the supporting factors and constraints that have led to them.
4. Identify positive and negative unexpected results of the programme.
5. Assess the implementation efficiency of the programme
6. Assess the extent to which the programme outcomes will be sustainable.
7. Assess to what extent the programme contributed to the acceleration of SDGs progress
8. Identify lessons learned and potential good practices
9. Provide recommendations to programme stakeholders to promote sustainability and support further development of the programme outcomes

IV. Scope of the Evaluation

The scope of the evaluation covers the entire programme period from January 2020 to May 2022. In particular, the evaluation will measure progress towards all outcomes produced since the start of the programme and will assess the overall level of achievement of the four outcomes to understand how and why these have been achieved and to what extent.

Recommendations, emerging from the evaluation, should be strongly linked to the findings of the evaluation and should provide clear guidance to stakeholders on how they can address them.

The evaluation will integrate gender equality and human rights as a crosscutting concern, particularly regarding people with disabilities throughout its deliverables and process. It should be addressed in line with ILO/EVAL guidance note n° 3.1 and Guidance Note n° 7 to ensure stakeholder participation. Furthermore, it should pay attention to issues related to social dialogue, international labour standards in line with EVAL guidance note 3.2, and just environmental transition. Moreover, the impact of the COVID19 in the completion of the programme will be taken into account.

V. Evaluation users

The primary users of the evaluation are the national stakeholders indicated in the ToRs cover, including National and Provincial authorities, civil, society organizations and social partners. The UN agencies implementing the programme and the UN SDG fund are also major clients of this evaluation

The evaluation results are expected to be applied for follow-up actions, new interventions by national stakeholders and the PUNOs, as well as support academia and media discussions on the subject through evidence-based analysis. The PUNOs will contribute to this process through learning plans that could be jointly organized after the evaluation has been completed. The evaluation report will be developed towards support this learning purposes as discussed in previous sections.

VI. Evaluation criteria and questions

The evaluation will cover the following evaluation criteria

- i) Relevance strategic fit (including validity of design)
- ii) Coherence
- iii) Effectiveness
- iv) Efficiency
- v) Impact orientation
- vi) Sustainability

In line with the results-based approach applied by ILO, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation criteria and the achievement of the outcomes/ objectives of the programme using, but not limiting to, the indicators in the logical framework of the programme.

The evaluation should address the questions below, answering not only what has or not been achieved but especially how and why. Other aspects can be added as identified by the evaluator in accordance with the given purpose and in consultation with the evaluation manager. Any fundamental changes to the evaluation criteria and questions should be agreed to between the evaluation managers and the evaluator and reflected in the inception report.

Key Evaluation Questions

The evaluator shall examine the following key issues:

1. Relevance and strategic fit,

- Has the programme taken into account the needs and priorities of the different stakeholders and beneficiaries identified in the programme document and during the programme implementation?
 - In hindsight, was the programme design realistic and purposeful towards achieving its objectives? Has the programme design been logical and what could be done in future to improve the design of similar projects?
2. Coherence
- How has the programme contributed to increase the UN coherence and jointness in the social protection area, and in general in the implementing UN agencies work and RC leadership in the UN in the country?
 - How the programme has contributed to integrate efforts of PUNOs in the context of the UNDS reform?
 - How well the programme complements and fits with other on-going UN and national and provincial governments programmes in the country?
3. Validity of design
- Does the programme have a clear theory of change that outlines the causality include consideration of external factors (referring to assumptions and risks)?
 - Has the design clearly defined achievable outcomes and outputs?
 - Has the programme planning included a useful monitoring and evaluation framework including outcomes indicators with baselines and targets?
 - Was the implementation approach valid and realistic? Has the programme adequately taken into account the risks of blockage?
 - Has the programme addressed gender, race/ethnicity, youth, and disability inclusion related issues in the programme document?
 - Were the key national stakeholders (i.e., National and Provincial authorities, civil; society organizations and social partners) and all PUNOs actively involved in the design of the programme?
4. Programme effectiveness
- To what extent did the programme achieve its objectives, or it is likely to be done by May 2022 or not, for the different targeted groups such as women, youth, and people with disabilities, and why?
 - Has the programme followed its theory of change, including interaction with external factors/hypotheses?
 - Have unexpected results at outcome level taken place and why?
 - To what extent have the quantity and quality of the outputs produced been satisfactory or not for the programme stakeholders and why
 - Has any unplanned output developed during the implementation, why and how relevant has been?
 - To what extent has been or not effective the backstopping support by the UN agencies (at country, regional and HQ levels) and why?
 - To what extent has the COVID-19 Pandemic influenced programme results and effectiveness, and how the programme has addressed this influence and adapted to changes?
5. Efficiency of resource use
- To what extent have resources (human resources, time, expertise, funds etc.) been allocated and used efficiently to achieve the programme objectives? In general, did the results achieved justify the costs or not? Could the same results be attained with fewer resources? If so, why has it happened in this manner?
 - Were the funds allocated according to the task at hand?
 - Were funds and activities delivered in a timely manner? If not, what were the bottlenecks encountered?

- Did the programme budget make adequate provisions for addressing gender, human rights and inclusion related specific objectives/activities?
 - Has an effective risk analysis and monitoring and evaluation system been established and implemented?
6. Effectiveness of governance and management arrangements
- Has the governance arrangement of the programme facilitated programme results? Is there a clear understanding of roles and responsibilities by RCO, PUNOs, and national stakeholders?
 - Has the management arrangement of the programme facilitated programme results? Is there a clear understanding of roles and responsibilities by RCO, PUNOs, and national stakeholders involved into implementation and monitoring?
 - Have partnership with stakeholders contributed effectively to the programme objectives, if not why?
 - Has the monitoring & evaluation system in place relevant, including collecting and using data disaggregated by gender, people with disabilities, and age (and other categories that the programme has identified)?
7. Orientation to impact and sustainability
- Has the programme worked towards achieving the proposed impacts? Has the programme strategy and programme management steering oriented towards impact?
 - Has the programme worked at practice and policy levels (change in practices, perceptions, technical capacity, and governance or enabling environment)?
 - Assess whether programme outcomes have been or are expected to be achieved in a sustainable manner that enable continuing beyond the programme's lifespan? To what extent will national institutions and implementing partners be likely to continue the programme results without external funding or support?
 - Which programme areas are the most relevant and strategic to scale up or consider going forward?
 - To what extent do mechanisms, procedures and policies exist to carry forward the results attained on gender equality, empowerment of women, human rights and human development by primary stakeholders
 - Has an effective and realistic exit strategy been developed and implemented?
 - Identify and discuss gaps in the sustainability strategy and how the stakeholders, including other UN agencies programmes support, could address these, taking into consideration potential changes in the country due to the COVID 19 pandemic.

General

- How has the programme contributed to the acceleration of SDGs progress in South Africa?

VII. Methodology

The evaluation should be conducted under a Theory of change-based approach, using mix methods, and with utilization-focus by the evaluation users identified above in this ToR. Moreover, it should address the crosscutting themes including gender and human rights, social dialogue, international labour standards, and just environmental transition. Recommendations, emerging from the evaluation, should be strongly linked to the findings of the evaluation and should provide clear guidance to all stakeholders on how they can address them, indicating in each one to whom is directed, priority, resources required and timeframe (long, medium, or short).

Due to the onset of the COVID-19 pandemic and its impact on the world of work, this evaluation will be conducted in the context of criteria and approaches outlined in the ILO internal guide: Implications of COVID-19 on evaluations in the ILO: An internal Guide on adapting to the situation (version March 25, 2020). The evaluation will be conducted virtually (home-based). If the situation of COVID 19 varies, the evaluation may

partially or fully move to face-to-face modality. This will be defined at the time of contract signature, taking into account the COVID 19 situation.

The methodology can include the application but not limited to the following data collection tools: document review, face to face or virtual interviews, electronic surveys, and focus groups with a wide range of stakeholders and a stakeholders' workshop at the end of the data collection phase. Triangulation of sources and techniques should be central.

Inception phase: desk review

The Desk review will include the following information sources:

- Programme document
- Work plans
- Programme monitoring plans and reports
- Progress reports
- Programme budget and related financial reports
- Technical reports
- Reports from various activities
- Steering committee meeting minutes
- Others as required

All documents will be made available by the National Programme Coordinator (NPC), in coordination with the EMC (through the RCO and ILO evaluation manager), in an electronic mechanism (Google drive, Drop-box, or similar) at the start of the evaluation.

In addition, the evaluation team will conduct a meeting with the UN agencies programme officers and another with the donor to reach a common understanding regarding expectations and available data sources.

The Inception report will cover the evaluability assessment regarding the availability of data/information to answer the ToR evaluation questions, the programme materials to be consulted, the preliminary analysis of the theory of change of the programme, the evaluation questions and evaluation indicators operationalized in an evaluation matrix, detailed work plan, list of stakeholders to be interviewed, outline of the stakeholders' workshop and of the draft and final report; and all data collection tools as well as logistical arrangements. All elements will follow ILO/EVAL Checklist 3 (see Annex 1).

The Evaluation team leader will receive a list of key stakeholders by the NPC. If the Evaluator team requires contacting other stakeholders, beyond the list, this can be discussed with the Evaluation Managers leads (RCO and ILO EMC members) during the preparation of the Inception report.

The Inception report will operationalize the ToRs and should be reviewed by the Evaluation Reference Group and approved by the EMC before moving to data collection at field level.

Data collection/field work

The evaluators will undertake group and/or individual discussions. The programme managers and agencies officers will provide all its support in organization of these virtual interviews to the best extent possible. The evaluators will ensure that opinions and perceptions of women, people with disabilities, and vulnerable groups as relevant, are equally reflected in the interviews (i.e. individuals and specific questions to cover these categories).

The evaluators are encouraged to propose alternative mechanism or techniques for the data collection phase. These will be discussed with the programme manager and the evaluation managers at the Inception phase. Any alternative should be reflected in the Inception report.

The evaluators should follow the UNEG ethical guidelines on evaluation (see [here](#)) and the signed ILO evaluator Code of conduct.

- Interviews with UN agencies programme Staff

A first meeting will be held with the RCO, UN implementing agencies at country level and the ILO Regional Social Protection Specialist, the Programme Team. The evaluation team will undertake group and/or individual discussions with programme staff based in Pretoria. The evaluator will also interview programme staff of other UN programmes as relevant, and UN agencies staff responsible for financial, administrative, and technical backstopping of the programme. An indicative list of persons to be interviewed will be prepared by the NPC in consultation with the Evaluation Managers lead officers (RCO and ILO evaluation managers).

- Interviews with national stakeholders in the country

The evaluators will meet relevant stakeholders including:

- National Department of Social Development (DSD)
- Statistics South Africa
- National Treasury
- NEDLAC
- South Africa Informal Traders' Association
- South African Social Security Agency (SASSA)
- Academia and research institutes (i.e. South Africa Universities)
- World Bank
- RCO South Africa
- UN participant agencies
- UNSDG Fund (New York)

to examine the delivery of outcomes and outputs.

A virtual stakeholders' workshop will be organized to discuss initial findings and complete data gaps with key stakeholders, including national stakeholders and implementing UN agencies staff. The workshop will be logistically supported by the programme and programmatically managed by the evaluation team. The details of it should be stated clearly in the Inception report for further preparation during the data collection phase.

Report Writing Phase

Based on the inputs from discussions and interviews with key stakeholders, the evaluation team will draft the evaluation report. The draft report will be sent to the Evaluation Management Committee for a methodological review, and then be shared with key stakeholders for their inputs/comments.

The Evaluation Management Committee will consolidate all comments, including methodological ones and will then share them with the Evaluation team for consideration in finalizing the report.

The Evaluation team will finalize the report, taking into consideration the stakeholder comments with an audit trail of how the comments were incorporated or not and submit the final version for approval by the UN agencies (HQ or Regional level evaluation office as per each UN organization setting).

VIII. Deliverables

- Inception report (with detailed work plan and data collection instruments following EVAL Checklist 3 – see annex)
- Preliminary findings presentation to the Evaluation Reference Group to review evaluation team findings and potential recommendations and fill information gaps (PowerPoint presentation).
- A concise draft and final Evaluation Report (maximum 35-40 pages plus annexes and following EVAL Checklists 5 and 6 framed under UNEG standards -see Annex) as per the following proposed structure:
 - Cover page with key programme and evaluation data (using ILO EVAL template)
 - Executive Summary
 - Acronyms
 - Description of the programme
 - Purpose, scope, and clients of the evaluation
 - Methodology and limitations
 - Clearly identified findings for each criterion
 - Conclusions
 - Recommendations
 - Lessons learned and good practices (summary in the main report and a detailed account in ILO EVAL template, annexed to the report)
 - Annexes:
 - TOR
 - Evaluation questions matrix
 - Data Table on Programme Progress in achieving its targets by indicators with comments
 - Evaluation schedule
 - Documents reviewed
 - List of people interviewed
 - Lessons learned and good practices (using ILO-EVAL template)
 - Any other relevant documents
 - Separate Evaluation Summary using the ILO template.

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided to the Evaluation Management Committee in electronic version compatible with Word for Windows.

IX. Management arrangements, work plan & time frame

Evaluation Management

The evaluation team leader will report to the Evaluation Management Committee (EMC) led by the RCO assigned officer and ILO evaluation manager and should discuss any technical and methodological matters with them, should issues arise.

The EMC is composed by an evaluation officer from each agency, not linked to the programme and led by ILO. All officers will have evaluation background and work on this area in the agency they represent. The officer can be based anywhere, as the work will be virtual.

The ILO evaluation manager, with support from ILO/EVAL, will provide the highest quality control, using ILO/EVAL checklists (see annex 1).

The EMC function is to take full responsibility for the supervision of the evaluation teamwork, particularly the deliverables and assure a good relationship between them and the programme, acting as broker between both key actors for the evaluation. A major role is the approval of the programme deliverables (inception report, draft report, and final report) following UNEG and UN agencies evaluation standards and making sure to receive feedback from the Evaluation Reference Group (see below). The EMC assures the independence, credibility and

transparency of process and its outcome. The EMC is the highest evaluation decision body, under the supervision of the UN agencies evaluation offices.

The evaluation will be carried out with full logistical support of the programme staff led by the ILO programme manager, with the administrative support of the ILO Country Office in Pretoria (with support from the other UN agencies). The EMC, particularly through the ILO lead evaluation manager, will work closely on it.

Evaluation Reference Group

RCO and UN agencies and key national partners (as identified by the programme) will integrate the Evaluation Reference Group (ERG). The ERG has no management role. Its function is to provide technical advice to the EMC and through them to the evaluation team to improve the quality of the evaluation based on their knowledge of the context and the programme. In detail the ERG has the following functions:

Planning

- Review draft TOR and provide feedback ensuring that the TOR leads to a useful evaluation output and provide any additional key background information to inform the finalization of the ToR.
- Identify source documents for the evaluation team.

Inception

- Meet with the evaluation team led by the programme national coordinator. The ERG is a source of information for the evaluation, providing guidance on how the evaluation team can design a realistic, practical, relevant, and useful evaluation.
- Assist in identifying key stakeholders to be interviewed, identifying, and accessing key documentation and data sources. This is important to safeguard against bias.
- Review and comment on the draft inception report.

Data Collection

- Act as key informants during the data collection stage. Assist the evaluation team by providing sources of the information and facilitating data access.
- Attend the end of data collection workshop to discuss preliminary findings

Data Analysis and Reporting

- Review and comment on the draft evaluation report, specifically focusing on accuracy, quality, and comprehensiveness of the basis against which the findings are presented, and conclusions and recommendations are made.
- Particular attention should be given to ensuring that the recommendations are relevant, targeted, realistic, and actionable.
- The ERG must respect the decision of the independent evaluators regarding the extent of incorporation of feedback provided to them by the ERG and other stakeholders, as long as there is sufficient transparency in how they have addressed the feedback, including clear rationale for any feedback that has not been incorporated.

Disseminate and Follow-up Phase

- Disseminate the final evaluation report internally and externally, as relevant.
- Share, as relevant, evaluation findings within the respective units, organizations, networks and at key events.
- Provide input to the management response and its implementation as appropriate.
- Apply the learning extensively as appropriate

Evaluation Work plan & Time Frame

The total duration of the evaluation process is estimated to 32 working days for the team leader and 23 for the team member.

N.	Activity	Responsible	Team leader No days	Team member No days	Dates
1	<u>Evaluation process planning:</u> <ul style="list-style-type: none"> • Zero draft of ToRs to share with the donor • Agencies designate Evaluation Reference Group (ERG) and Evaluation Management Committee (EMC) members • List of stakeholders to share the TORs draft for comments • Draft ToRs shared with ERG and EMC, and other as relevant, for feedback to arrive to a final version 	Evaluation management lead officers (EML) and Programme	0	0	December 2021- January 2022
2	<u>Selection and contracting of evaluation team:</u> <ul style="list-style-type: none"> • Publication of the Call for expression of interest • Selection • Contracting process 	EML	0	0	1 February - 25 March
3	<u>Evaluation process:</u>	EML			
a	Launch the Evaluation and Briefing to the Evaluator	EML	0.5	0.5	6 June

b	Desk-review phase and Inception report approval (including feedback from the ERG)	Evaluation team (ET) with programme support	9.5	6.5	6-17 June
c	Data collection (virtual or face-to-face if the COVID 19 situation allows)	ET with programme support	10	10	20 June -1 July
d	Stakeholders' workshop (preliminary findings and recommendations. and fill information gaps)	ET with programme support	1	1	4 July
e	Draft report development	ET	7	3	5-20 July
f	Methodological review of the draft before circulation	EMC	0	0	18-19 July
g	Circulate the draft report to ERF (and meeting ERG+EMC if necessary)	EML	0	0	20 July - 3 August
h	Consolidate comments from stakeholders and share with the Evaluator	EML	0	0	4 August
i	Incorporate comments from programme team and stakeholders	Evaluation team	4	2	8-11 August
j	Review by EMC and UN agencies evaluation offices approval	EMC/EML	0	0	12-16 August
4	<u>Dissemination:</u> <ul style="list-style-type: none"> • Upload the report in the ILO/EVAL public website • Joint management response • UN agencies learning use of the evaluation report 	ILO/EVAL and UN agencies	0	0	17-25 August
Total number of days for evaluators			32	23	

Calendar of payment

- Approval of the inception report: 20%
- Presentation of the preliminary findings (PowerPoints at the stakeholders' workshop) and provide draft report 40%
- Approval of the final report 40%

X. Evaluation team

Evaluation team responsibilities

Evaluation team leader responsibilities
a. Desk review of programme documents
b. Briefing with EMC
c. Preliminary interviews with the RCO, UN agencies, and programme officers
d. Development of the Inception report including the evaluation instrument
e. Undertake interviews with stakeholders (virtual)
f. Facilitate the virtual stakeholders' workshop
g. Draft evaluation report
h. Finalise evaluation report

Evaluation team member responsibilities
a. Support the desk review of programme documents
b. Undertake interviews with stakeholders (virtual)
c. Support the facilitation of the virtual stakeholders' workshop
d. Provide inputs in the draft and final evaluation reports

Profile of Evaluation team

The Evaluation team should have the following qualifications:

Team leader

- Advanced university degree in social sciences or related graduate qualifications.
- A minimum of 7 years of professional experience in evaluating social development programmes initiatives in the role of sole evaluator or team leader; including gender, human rights and disability

inclusion; moreover, experience in social protection in Africa middle income level countries will be an added advantage.

- Proven experience with theory of change approach and other strategic planning approaches, M&E methods, and approaches (including quantitative, qualitative, and participatory), evidence-based analysis and report writing.
- Fluency in written and spoken English required, other official languages in South Africa is an added advantage.
- Knowledge and experience of the UN System of implementer agencies roles and mandates as well as broader UN evaluation norms and its programming is desirable.
- Understanding of the development context of South Africa is an advantage.
- Excellent consultative, communication and interview skills.
- Demonstrated ability to deliver quality results within strict deadlines.
- Not have been involved in the programme.

Team member

- University degree in social sciences or related graduate qualifications.
- A minimum of 5 years of professional experience in evaluating social development programmes initiatives or related social research as team member including gender, human rights and disability inclusion, experience on the area of social protection will be an added advantage.
- Proven experience with theory of change approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), evidence-based analysis and report writing.
- Fluency in written and spoken English required, other official languages in South Africa is an added advantage.
- Knowledge and experience of the UN System of implementer agencies roles and mandates as well as broader UN evaluation norms and its programming is desirable.
- Understanding of the development context of South Africa is an advantage.

XI. Budget

A budget is allocated for this evaluation and is under the full control of the evaluation lead managers for engagement of the evaluators' organization of workshops and consultative meetings with stakeholders. The evaluation budget includes:

- Fees for the team leader for 32 workdays and for the team member 23 workdays.
- Cost of meetings and workshop (optional).

Annex 1 Relevant documents and tools on the ILO Evaluation Policy

1. UNEG joint evaluation guidelines
<https://unsdg.un.org/resources/uneq-resource-pack-joint-evaluations>
2. Code of conduct form (To be signed by the evaluators)
http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm
3. Checklist No. 3 Writing the inception report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm
4. Checklist 5 Preparing the evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm
5. Checklist 6 Rating the quality of evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm
6. Template for lessons learned and Emerging Good Practices
http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm
http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm
7. Guidance note 7 Stakeholders participation in the ILO evaluation
http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm
8. Guidance note 4 Integrating gender equality in M&E of programmes
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm
9. Template for evaluation title page
http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm
10. Template for evaluation summary
<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>
11. ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations, 4th ed
https://www.ilo.org/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm

Annex 2. List of related initiatives

Name of initiative/ programme	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person (name and email)
Social Protection Floor	<p>1. Develop in a multi-stakeholder context, the elements and benchmarks of a comprehensive social protection floor</p> <p>2. Conduct relevant research, and review existing research, around the various social protection floor options</p> <p>3. Make final recommendations to the Presidency about the size and shape of a social protection floor in South Africa</p>	Problematizing, benchmarking and developing consensus on a social protection floor	National Planning Commission (Government of the Republic of South Africa)	The Presidency, NEDLAC, CSOs	Government own funding	A new NPC will be appointed soon: we will await details and then provide such in final proposal
Expanding SASSA Grant Recipients (BIG)	<p>1. Review current government and external research on income security</p> <p>2. Undertake a fiscal-space analysis</p> <p>3. Convene a multi-stakeholder forum to review and discuss findings</p> <p>4. Present a set of recommendations for an incremental rollout of a basic income grant/income security</p>	Development of feasible options for the provision of income security for 18-59-year olds	United Nations Development Programme	SASSA, DSD	Budget \$300 000 Funding source: UNDP Sustainable Development and Poverty Eradic	Letsholo Mojanaga Email: Letsholo.mojanaga@undp.org

					ation Fundi ng Wind ow)	
Developme nt of an effective social welfare service delivery model	<ol style="list-style-type: none"> 1. Review the current delivery model, looking at the gap between funding and service demand 2. Undertake consultancies with NGOs, CBOs and NPOs regarding financing and delivery constraints and proposals 3. Review existing developmental frameworks and clearly define developmental approaches 4. Review TPA agreements between NPOs and DSD 5. Develop financing options for a strategic medium-term budget that would increase human resources, infrastructure, ICT and equipment 6. Review options and costing for an integrated model through cash+care linkages 	<p>Impro ved strateg ic financi ng and resour cing of social welfar e service s</p> <p>Streng thinin g social welfar e policy and regulat ory frame works</p> <p>Develo ping better linkage s betwee n cash and care service s</p>	Depart ment of Social Devel opme nt	Provi ncial DSD, NPOs , NGOs , CBOs	Gover nmen t own fundi ng (more policy devel opme nt initiall y)	Will source relevant details of govern ment contact person in Depart ment of Social Development

<p>Social Insurance for Women</p>	<ol style="list-style-type: none"> 1. Review existing research on social insurance models and particular challenges faced by women in the informal sector 2. Present and review proposals to and with stakeholders 3. Present final recommendations to government for adoption 	<p>Propose a social insurance package for women working in the informal sector</p>	<p>National Treasury</p>	<p>All sector departments NGOs</p>	<p>Government own funding: different mechanisms proposed</p>	<p>Will source relevant details of government contact person in Treasury</p>
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Annex 3. Overall Results Framework

3.1. Targets for Joint SDG Fund Results Framework

Joint SDG Fund Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

Indicators	Targets	
	2020	2021
1.1: integrated multi-sectoral policies have accelerated SDG progress in terms of scope ²¹	1	1
1.2: integrated multi-sectoral policies have accelerated SDG progress in terms of scale ²²	1	1

Joint SDG Fund Output 3: Integrated policy solutions for accelerating SDG progress implemented

Indicators	Targets	
	2020	2021
3.1: # of innovative solutions that were tested ²³ (disaggregated by % successful-unsuccessful)	1	1
3.2: # of integrated policy solutions that have been implemented with the national partners in lead	1	1
3.3: # and share of countries where national capacities to implement integrated, cross-sectoral SDG accelerators has been strengthened	1	1

²¹Scope=substantive expansion: additional thematic areas/components added or mechanisms/systems replicated.

²²Scale=geographical expansion: local solutions adopted at the regional and national level or a national solution adopted in one or more countries.

²³Each Joint programme in the Implementation phase will test at least 2 approaches.

Joint SDG Fund Operational Performance Indicators

- Level of coherence of UN in implementing programme country²⁴
- Reduced transaction costs for the participating UN agencies in interaction with national/regional and local authorities and/or public entities compared to other joint programmes in the country in question

- Annual % of financial delivery
- Joint programme operationally closed within original end date
- Joint programme financially closed 18 months after their operational closure

- Joint programme facilitated engagement with diverse stakeholders (e.g. parliamentarians, civil society, IFIs, bilateral/multilateral actor, private sector)
- Joint programme included addressing inequalities (QCPR) and the principle of "Leaving No One Behind"
- Joint programme featured gender results at the outcome level
- Joint programme undertook or draw upon relevant human rights analysis, and have developed or implemented a strategy to address human rights issues
- Joint programme planned for and can demonstrate positive results/effects for youth
- Joint programme considered the needs of persons with disabilities

- Joint programme made use of risk analysis in programme planning
- Joint programme conducted do-no-harm / due diligence and were designed to take into consideration opportunities in the areas of the environment and climate change

²⁴ Annual survey will provide qualitative information towards this indicator.

3.2. Joint programme Results framework

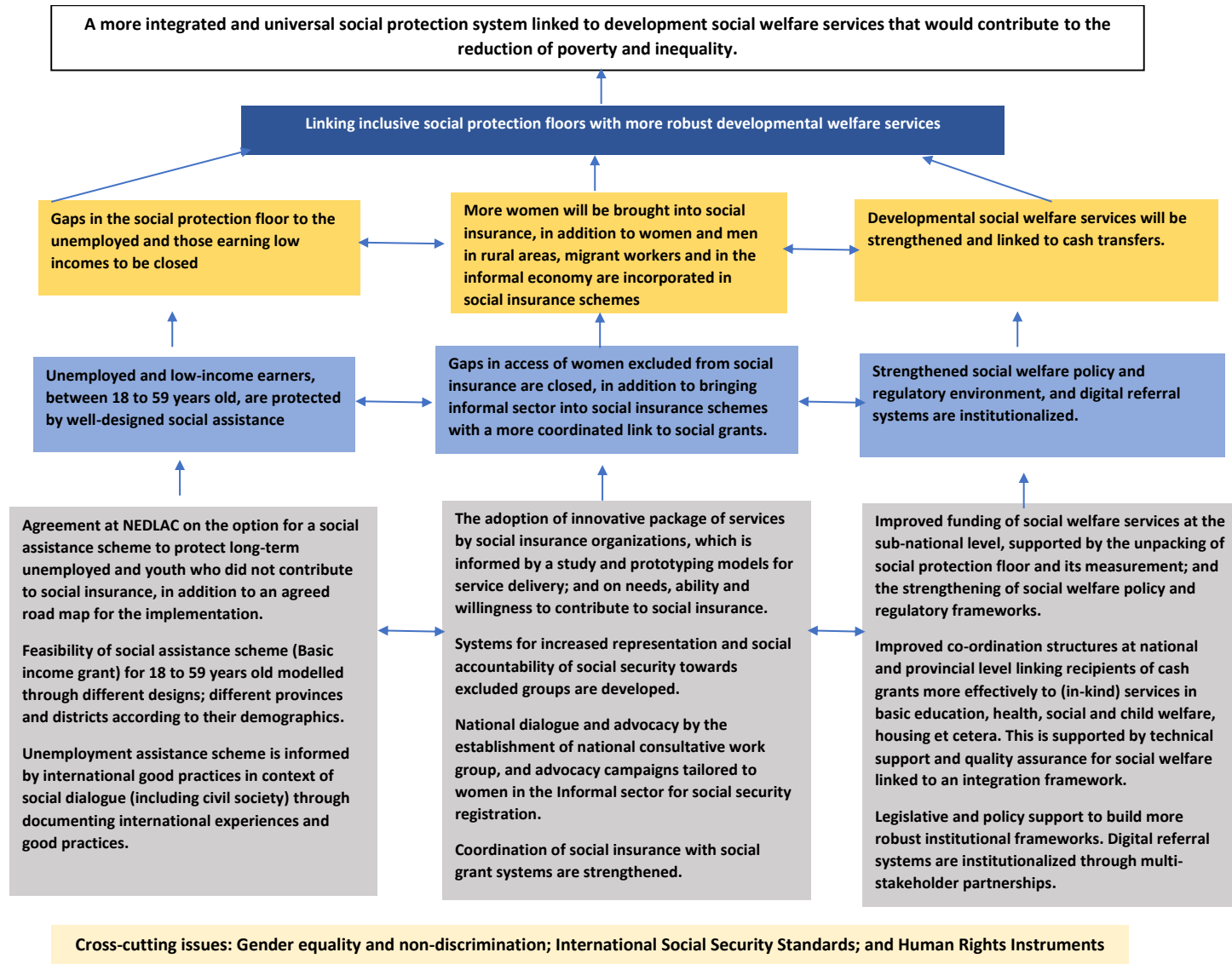
Result / Indicators	Baseline	2020 Target	2021 Target	Means of Verification	Responsible partner
-					
<p>UNDAF Outcome- Increased access by vulnerable populations to Social Protection Services</p> <p>Indicator: % of population covered in at least one area of social protection</p>	48% of population covered in at least one area of social protection	49%	50%	ILO International Database	ILO
<p>JP Outcome 1 - Social assistance scheme consensus is reached</p> <p>Indicator:</p>	<p>A NEDLAC task force is established</p> <p>Actuarial studies are conducted already</p>	Dialogue is undertaken on various options	Consensus is reached on the most preferred options	NEDLAC communication	NEDLAC
<p>JP Outcome 2- Options are formulated to address Gaps in access of women excluded from social insurance</p>	Only an estimated 5% of Women in informal economy	40% of women in Informal Sector in selected settings reached for buy in of	70% of women in Informal Sector in selected settings reached for buy in of proposed Social	JP, DSD and NEDLAC reports	UNWOMEN & UNDP

Indicator:	covered by existing social Insurance schemes	proposed Social Insurance Products	Insurance Products		
JP Outcome 3- Strengthened social welfare policy and regulatory frameworks	6%	8%	10%	Estimates of National Expenditure and Provincial Revenue and Expenditure Estimates (published annually)	UNICEF
Indicator: Prevention and early intervention budgets increase from 6% in 2019 to at least 10% at the end of 2021					
Output 1.1: Feasibility of social assistance scheme (Basic income grant) for 18 to 59 years old					
Indicator:	N. A	Studies conducted	Various option and consensus is reached	NEDLAC communication	NEDLAC
Output 1.2: Consensus is reached on Social assistance scheme option, informed by international good practices in context of social dialogue (including right holders)					
indicator:	N/ A	International experiences are shared	Recommendations for the South African social assistance scheme are shared for further dialogue	NEDLAC communication	NEDLAC

Output 2.1: Needs, ability and willingness to contribute to social insurance are identified					
Indicator: % of Studies completed and results disseminated amongst relevant stakeholders	0%	100% study 50% Dissemination	100% Dissemination	Case Study report	UNWOMEN
Output 2.2: Prototyping models for service delivery is conducted					
indicator:	0%	100% Study completed. 50% of key stakeholder reached	100% Dissemination	Workshop reports and reports on service delivery models	UNDP
Output 2.3: National dialogue and advocacy are conducted					
indicator: 0% dialogues of key stakeholders	0%	50% of key stakeholders reached by advocacy campaigns	100% Key stakeholders reached by advocacy campaigns	Workshop and campaign reports	UNWOMEN
Output 3.1: Evidence of broadened access to social protection services for children is made available					
Indicator: % of studies completed, and results workshopped with relevant sector department	0%	60%	100%	Official workshop reports and published studies referenced online	UNICEF
Output 3.2: Technical support to DSD and government on social welfare policy and social protection floor is provided					
indicator: Number of roundtables with DSD and	0	4	8	Official workshop reports	UNICEF

NPC with defined action plans					
Output 3.3: Technical work and research on the development of an "integrated" modality linking cash transfers and complementary services is provided					
indicator: Number of pilots completed, and results workshopped with DSD	0	2	3	Official report on pilots and action oriented research report	UNICEF

Annex 4. Theory of Change graphic



Annex 5. Gender marker matrix

Indicator		Score	Findings and Explanation	Evidence or Means of Verification
N°	Formulation			
1.1	Context analysis integrate gender analysis	3	The context analysis takes into consideration the gender inequality dimension of the identified gaps in the Social Protection floor in South Africa. It highlights data indicative of gender divide in coverage.	Highlighted in the Prodoc
1.2	Gender Equality mainstreamed in proposed outputs	3	Two of the three major outcomes of the proposal have a strong focus on women and girls who were previously marginalized by the existing social protection floor. Outcome 1 which focuses on Basic income grant seeks to cover the unemployed (which in South Africa is define by level of income) the majority of whom are women. Whilst outcome two is solely focused on women and young women in the informal sector, as they present the majority of those left behind by existing coverage.	Prodoc, ToC and annexes
1.3	Programme output indicators measure changes on gender equality	2	Indicators of outcome 1 and 2 will explicitly measure gender equality progress, whilst outcome 3 will measure the same implicitly	Prodoc, ToC and results framework
2.1	PUNO collaborate and engage with Government on gender equality and the empowerment of women	3	At the consultation phase, PUNO engaged both DSD (including the gender unit) and NEDLAC (which includes civil society comprising of CSOs representing women). In implementation, the Gender Department (coordinating the national gender machinery) is to be part of stakeholders as well as the gender commission and other relevant women	Stakeholders mapping

			specific CSOs which are not part of NEDLAC. The Human Rights commission (as it monitors exclusion nationally) will also be engaged in order to ensure LNOB	
2.2	PUNO collaborate and engages with women's/gender equality CSOs	3	Generally, NEDLAC, which comprises of representatives of gender equality, has been and continues to be part of the stakeholders for the JP. More predominantly on outcome 1 and 2. Women equality CSOs, including the gender commission and the human rights commission, do constitute an integral part of the reference group.	Prodoc and stakeholders mapping
3.1	Program proposes a gender-responsive budget	2	At least 60% of the budget will cover work on gender equality directly, whereas there may be more indirect coverage	Budget.
Total scoring		2.6		

Annex 2: Key SP-JP Evaluation Questions by Evaluation Criteria

Key evaluation questions	Sub-questions	Indicators	Sources of data	Data collection method /tools	Stakeholders/Informants	Analysis and Assessment
A. Validity of design and Evaluability						
How comprehensive was the JP design? Does the JP have a clear theory of change that outlines the causality, including consideration of external factors (referring to assumptions and risks)?	<p>1.1 Is there a Programme Document for the programme under evaluation?</p> <p>1.2 Was the programme design logical?</p> <ul style="list-style-type: none"> ○ Is there a Theory of Change? ○ Is there a programme results framework, and how comprehensive is it? Is the programme results chain clearly defined? <p>1.3 Is there a programme M&E framework, and how comprehensive is it? What monitorable indicators and targets have been defined, and are they evaluable?</p> <p>1.4 What is the programme implementation strategy? Was the implementation approach valid and realistic? Has the programme adequately</p>	<p>Availability of physical or electronic programme document</p> <p>ToC defined with indicators and assumptions</p> <p>How well the expected results correspond to established theories and other measures of the same concept;</p> <p>No. of outcomes and outputs defined</p> <p>Level of reliability of the JP design to achieve intended results</p> <p>No. of monitorable indicators</p> <p>Location of the PMU</p>	<p>Literature and programme documentation</p> <p>SP-JP Programme Management and programme staff</p> <p>Stakeholders' interviews</p>	<p>SP-JP focal persons interview discussion guides</p> <p>Stakeholder key informant interview guides</p>	<p>Lead UN agencies</p> <p>Lead Government agencies</p>	<p>Indication of prodoc. Reference to TOC, M&E framework, and participative approaches to JP design</p>

	<p>considered the risks of blockage?</p> <p>Who are the key programme partners and stakeholders? How participatory was the programme design? Were the key national stakeholders (i.e., National and Provincial authorities, civil; society organizations and social partners) and all PUNOs actively involved in the design of the programme?</p> <p>Has an effective risk analysis, monitoring, and evaluation system been established and implemented?</p>	<p>No. of cooperating partners</p> <p>Existence of an M&E system with a risk monitoring matrix</p>				
<p>2. Did the programme use existing evidence and good practices in its design and implementation?</p>	<p>Was the programme design based on any baseline data? 2.2 Did the programme design draw from any national situation analysis?</p> <p>Did the programme design draw from global knowledge networks, innovative techniques, and good practices in designing social protection support programmes, e.g . CODI, UNESCAP Guide., ILO - Social protection</p>	<p>No. of baselines cited</p> <p>SitAn available</p> <p>No. of good practices incorporated into programme design</p>	<p>Programme document</p> <p>Programme document</p> <p>Programme document</p>	<p>Desk review notes</p>	<p>Lead UN agencies</p> <p>Lead Government agencies</p>	<p>References to CCA and good practices</p>

	expenditure and performance reviews; UNWomen - Theories of Change for UN Women's Thematic Priorities; ILO - Transition from the informal to the formal economy - Theory of Change?					
B. Relevance						
1. Has the programme considered the needs and priorities of the different stakeholders and beneficiaries identified in the problem analysis and during the programme implementation?	What were the key challenges and priorities that necessitated the SP-JP intervention? 1.2 How well was the programme support geared towards addressing the income security needs of the left-behind populations? How relevant were the proposed programme interventions given the problem and needs at hand?	Linkages between challenges and results framework Responsiveness of programme to identified needs and priorities	Relevant Programme documents SP-JP management and programme staff	Stakeholder Technical discussion guides Key informant interview guides	Lead UN agencies Lead Government agencies PUNOs Beneficiary representative organisations	Analysis of CCA and JP design
C. Coherence						
1. <i>Strategic Coherence:</i> Did the programme occupy a strategic niche in South Africa's social protection sector? What could not	1.1 To what extent is the programme engagement a reflection of strategic considerations in South Africa and the participating UN agencies' comparative advantage vis-à-vis other partners? Could another	No. of partners and stakeholders regarding ILO, UNDP, UNICEF, UNWOMEN and OHCHR as partners of choice in addressing the social	Stakeholder interviews	KII discussion guides	Lead UN agencies Lead Government agencies	Analysis of JP design, stakeholder references to aligned frameworks

<p>have happened if the ILO (lead agency) -UNDP-UNICEF-UNWOMEN-OHCHR SP-JP had not intervened in strengthening the country's social security for the left behind populations? (Value added)</p>	<p>development intervention have done a better job than the ILO-UNDP-UNICEF-UNWOMEN-OHCHR SP-JP intervention, and why?</p> <p>1.2 What could not have happened without the Programme intervention?</p> <p>1.3 Considering the technical capacities of ILO, UNDP, UNICEF, UNWOMEN and OHCHR vis-à-vis the country's development challenges, are these organisations well-suited to provide leadership in social protection and social security in South Africa?</p> <p>1.4 Do stakeholders perceive ILO, UNDP, UNICEF, UNWOMEN and OHCHR as essential players in advocating for Africa's social protection and income security?</p>	<p>protection and social security deficits in South Africa</p> <p>Stakeholder ranking of the programme against other partner interventions in terms of its position in addressing the social protection and social security challenges in South Africa</p>				
<p><i>Systemic coherence:</i> How has the programme contributed to increasing the UN coherence and jointness in the social protection</p>	<p>2.1 To what extent was the SP-JP aligned to the UN reform agenda?</p> <p>2.2 How does the programme align with the UNSDCF and UN agency cooperation programmes?</p>	<p>No. of UN reform aspects incorporated into programme design and implementation arrangements</p> <p>No. of outcomes and outputs drawn from the UNSDCF</p>	<p>Programme document</p> <p>Stakeholder interviews</p> <p>Programme documentation review</p>	<p>Stakeholder Key Informant Interview Guides</p>	<p>Lead UN agencies</p> <p>Lead Government agencies</p>	<p>Analysis of JP design, stakeholder references to aligned frameworks</p>

<p>area, and in general in the implementing UN agencies work and RC leadership in the UN in the country? How has the programme contributed to integrating efforts of PUNOs in the context of the UNDS reform?</p>	<p>2.3 Does the SP-JP complement other partner programmes? 2.4 How well does the programme complement and fit with other on-going UN and national and provincial government programmes in the country?</p>	<p>No. of partner programmes acknowledged and complemented by programme</p>				
<p>3. <u>Corporate alignment</u>: To what extent was the SP-JP aligned to the ILO strategic frameworks and plans and Guidance Notes?</p>	<p>3.1 To what extent is the SP-JP support aligned to ILO social protection guidelines? 3.2 How did the SP-JP factor in ILO guidance notes in its design and implementation?</p>	<p>Linkages between the SP-JP and ILO guidance notes and strategic frameworks</p>	<p>Review of programme document and programme documentation Interviews with SP-JP management and programme staff</p>	<p>Stakeholder technical discussion guides</p>	<p>Lead UN agencies Lead Government agencies</p>	<p>Analysis of JP design, stakeholder references to aligned frameworks</p>
<p><u>National alignment</u>: In what way is the SP-JP supporting the national</p>	<p>4.1 Is the programme intervention aligned to the priorities of national development strategies and SDGs as domesticated?</p>	<p>Linkages between SP-JP and national development frameworks</p>	<p>SP-JP document Stakeholder interviews</p>	<p>Documentation review Stakeholder Key Informant</p>	<p>Lead UN agencies Lead Government agencies</p>	<p>Analysis of JP design, stakeholder references to aligned frameworks</p>

priorities and policies?	4.2 To what extent is the SP-JP delivery method appropriate to the development context, governance structures, and social protection delivery systems of South Africa? 4.3 How has the SP-JP intervention intended to strengthen the country's position in regional cooperation regarding social protection and income security, especially for migrants?	The extent of synchronisation between SP-JP delivery systems and national structures		Interview Guides		
D. Efficiency						
What are the impacts of institutional arrangements and procedures on programme efficiency?	What institutional arrangements are in place, and how have they impacted the delivery of results? How have institutional procedures aided the efficient delivery of results? How has the institutional strengthening of the social welfare delivery function improved the efficiency of service delivery?	Realised efficiencies from institutional arrangements and procedures	Stakeholder interviews Programme implementation reports FGDs	Review of programme implementation reports and documents Stakeholder KII guides FGD guides JP budget and expenditure statements	Lead UN agencies Lead Government agencies PUNO programme and finance officers Donors	Analysis of financial records
2. How well has the programme used its human,	How well has the Programme delivered resources towards the programme outputs? Were	% IPs expressing satisfaction with programme resource disbursement	IP KIIs IP KIIs	KII guides Institutional data collection instruments	Lead UN agencies Lead Government agencies PUNO programme and finance officers	Analysis of human resource reports and budgets

<p>technological, time and financial resources?</p>	<p>the resources delivered timely? Have subprogrammes been approved and launched timely? How was the M&E and reporting of programmes done? How effective? What are the recommendations for improvement? What is the nature of the variance of annual programme budgets? What were the programme resource absorptive capacities? What were the challenges to budget utilisation? How have the participating organisations addressed deviation from planned budgets?</p>	<p>% IPs are expressing satisfaction with the timeliness of subprogramme approvals and launch. Existence of M&E and reporting mechanisms in programme design Resource absorption rates of participating organisations</p>	<p>Programme document Programme Financial records Programme finance staff</p>	<p>Document review Notes</p>		
<p>Were the funds allocated according to the task at hand? Were funds and activities delivered on time? If not, what were the bottlenecks encountered?</p>	<p>What is the programme budget size? How were the resources apportioned among the intended outcome results? Were the funds disbursed timely? What were the fund disbursement requirements? How did these requirements facilitate/constrain funds disbursement to activities? What was the programme resource absorption rate per</p>	<p>No. of partners expressing satisfaction with the resource allocation arrangements No. of partners expressing satisfaction with the disbursement requirements</p>	<p>IP KIIs IP KIIs PUNO programme managers Programme document Programme Financial records</p>	<p>KII guides Institutional interview instruments Document review Notes</p>	<p>Lead UN agencies Lead Government agencies PUNO programme and finance officers Donors</p>	<p>Analysis of programme implementation quarterly and annual reports</p>

	year? What were the resource absorption rates of each funded outcome/result area?	Project and result area resource absorption rates	Programme finance staff			
4. Did the programme budget make adequate provisions for addressing gender, human rights and inclusion-related specific objectives/activities?	How did the budgeting process mainstream cross-cutting issues, including gender equality, rights-based approach, social dialogue and tripartism, international labour standards and just environmental transition? What evidence is there to demonstrate the mainstreaming of these cross-cutting issues? 1.	Evidence demonstrating the mainstreaming of these cross-cutting issues	Programme budgets PUNO programme managers Programme and finance staff	FGDs Institutional interviews instruments	Lead UN agencies Lead Government agencies PUNO programme and finance officers Donors	Analysis of financial budgets for crosscutting issues
How has Delivering as One approach enhance efficiency of the SPSA-JP?	To what extent did the DaO approach strengthen common procurement services for the JP, where value addition is seen through time savings and cost reductions? What savings and efficiency gains were realized through joint quality assurance? To what extent was collaboration among UN agencies towards effective human resources management strengthened?					

	Did the JP realise value addition from reduced recruitment costs, while service quality improvements were expected because of common training?					
	2.					
	3.					
	4.					
	5.					
E. Effectiveness						
1. To what extent did the programme achieve its objectives for the different targeted groups such as women, youth, and people with disabilities, and why?	1.1. What options have been developed to cover the most glaring social protection gap (the provision of income security for those between the ages of 18 and 59 years)? 1.2. What were the programme's achievements in building consensus on a nationally defined Social Protection Floor (NSPF)? 1.3. What were the SP-JP achievements in establishing social insurance schemes for women in the informal sector, particularly in rural areas?	The extent to which programme results have been/are likely to be achieved No. of critical decisions taken and implemented through programme coordination mechanisms Level of achievement of outcome indicators No. of innovative techniques employed No. of good practices employed	Programme implementation and monitoring reports Stakeholder interviews Stakeholder interviews	Output Measurement Tool Stakeholder Key Informant Interview Guides Output Measurement Tool Stakeholder Key Informant Interview Guide	Lead UN agencies Lead Government agencies PUNOs CSOs Beneficiary representative organisations World Bank Report on Women in the Informal Sect UNICEF Social Expenditure Review Reports	Analysis of completed outcome/output measurement tools, Review of JP implementation quarterly and annual reports

	<p>1.4. To what extent did the SP-JP succeed in supporting the development and financing of a new strengthened welfare services delivery model and its linkages to social grants? Has the programme influenced the establishment of a comprehensive and inclusive social security system that leaves no one behind?</p> <p>1.5. To what extent has the programme addressed exclusion from existing social protection and social security provisions?</p> <p>1.6. To what extent have the quantity and quality of the outputs produced been satisfactory for the programme stakeholders and why?</p> <p>1.7. How effective has the backstopping support by the UN agencies (at country, regional and HQ levels) and why?</p> <p>1.8. To what extent have the intended outcomes and impacts been (or are likely to be) achieved? What are the output and</p>					
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	<p>outcome indicators state as of May 2022? What is the source of data?</p> <p>1.9. Did the Programme utilise innovative techniques and good practices in its programming for this intervention?</p>					
<p>2. Has the programme followed its theory of change (ToC), including interaction with external factors/hypotheses?</p>	<p>2.1. What was the programme ToC?</p> <p>2.2. What were the key assumptions and risks identified by the ToC? How have these been treated during implementation? To what extent did the SP-JP advocate for addressing external factors that impacted it?</p> <p>2.3. What was the programme proposition? To what extent was it proved?</p>	<p>Existence of ToC</p> <p>No. of assumptions identified and addressed</p> <p>No. of risks identified and mitigated</p>	<p>Programme document</p> <p>Programme monitoring reports</p> <p>FGDs</p>	<p>Stakeholder Key Informant Interview Guides</p> <p>FGD guides</p>	<p>Lead UN agencies</p> <p>Lead Government agencies</p> <p>PUNOs</p> <p>CSOs</p> <p>Beneficiary representative organisations</p>	<p>Analysis of completed outcome/output measurement tools, Review of JP implementation quarterly and annual reports</p>
<p>To what extent has the COVID-19 pandemic influenced programme results and effectiveness, and how the programme has addressed this influence and</p>	<p>3.1. Which programme interventions were derailed by COVID-19 pandemic-related restrictions to movement and work? How were they affected?</p> <p>3.2. How were the programmatic challenges mitigated?</p>	<p>No. of programme interventions/components affected by COVID-19</p> <p>No. of challenges addressed</p>	<p>Programme document</p> <p>Programme monitoring reports</p> <p>FGDs</p>	<p>Stakeholder Key Informant Interview Guides</p> <p>FGD guides</p>	<p>Lead UN agencies</p> <p>Lead Government agencies</p> <p>PUNOs</p> <p>CSOs</p> <p>Beneficiary representative organisations</p>	<p>Analysis of completed outcome/output measurement tools, Review of JP implementation quarterly and annual reports</p>

adapted to changes?						
4. Were there any unintended outputs and outcomes?	<p>4.1. Were there any unintended outputs from programme implementation? Were they positive or negative? How did they arise?</p> <p>4.2. Were there any unintended outcomes from programme implementation? Were they positive or negative? How did they arise?</p> <p>4.3. Did the programme take timely measures to mitigate any unexpected negative results?</p> <p>4.4. What will be the long-term effects of the negative results if they remain unmitigated?</p>	<p>No. of unintended outputs</p> <p>No. of unintended outcomes</p>	<p>Programme monitoring reports</p> <p>FGDs</p>	<p>Electronic survey</p> <p>Stakeholder Key Informant Interview Guides</p> <p>FGD guides</p>	<p>Lead UN agencies</p> <p>Lead Government agencies</p> <p>PUNOs</p> <p>CSOs</p> <p>Beneficiary representative organisations</p>	<p>Analysis of electronic survey results completed outcome/output measurement tools, Review of JP implementation quarterly and annual reports</p>
5. To what extent has the programme enhanced the national capacities to effectively institutionalise and manage social protection for the left behind populations?	<p>5.1. What evidence demonstrates that programme support has contributed to an improvement in institutional capacities to develop social protection and social security strategies?</p> <p>5.2. To what extent has the programme addressed the welfare services</p>	<p>No. of migration-related international Conventions domesticated through policy and legislation by the Member States</p> <p>No. of domestications and legislative acts influenced by the programme</p>	<p>Policy documents</p>	<p>Document review</p>	<p>Lead UN agencies</p> <p>Lead Government agencies</p> <p>PUNOs</p> <p>CSOs</p> <p>Beneficiary representative organisations</p>	<p>Analysis of LNOB quarterly reports, completed outcome/output measurement tools, Review of JP implementation quarterly and annual reports</p>

	funding gaps to increase human resources, physical infrastructure, information and communication technology, and office and delivery equipment?					
<i>Enablers:</i> What were the enablers for the effective implementation of the programme?	6.1. To what extent have partnerships facilitated the achievement of results? 6.2. To what extent have working relations with national stakeholders been an enabling factor? 6.3. To what extent have global knowledge networks been enabling factors?	No. of enablers	Evaluation of available evidence	Notes	Lead UN agencies Lead Government agencies PUNOs CSOs Beneficiary representative organisations	Analysis of completed outcome/output measurement tools, Review of JP implementation quarterly and annual reports
F. Effectiveness of governance and management arrangements						
1. Has the governance arrangement of the programme facilitated programme results? Is there a clear understanding of roles and	How efficient is the programme implementation arrangement in terms of driving the processes? What stakeholder coordination mechanisms are in place, and how effective are they in terms of timeliness of engagement and response? To what extent do programme procedures and processes impede or	Level of achievement of results No. of stakeholder coordination mechanisms established No. of programme implementation delays attributed to programme procedures and processes	Output measurement tool Programme document Stakeholder interviews Programme implementation reports PUNO programme managers	Output measurement tool Review of programme documents Stakeholder KII guides Output measurement tool	Lead UN agencies Lead Government agencies PUNOs CSOs Beneficiary representative organisations	Analysis of completed outcome/output measurement tools, Review of JP implementation quarterly and annual reports

responsibilities by RCO, PUNOs, and national stakeholders?	facilitate the accomplishment of results? Has the programme strategy and management steered and oriented the programme towards achieving intended results?					
2. Has the management arrangement of the programme facilitated programme results? Is there a clear understanding of the roles and responsibilities by RCO, PUNOs, and national stakeholders involved in implementation and monitoring?	What are programme management arrangements in place? How do they operate? How is the joint programme funded? Who is the fund manager, and how smooth do funds flow from the participating UN agencies/donors into the joint programme? How efficient are the management arrangements in terms of: <ul style="list-style-type: none"> • Reporting to the donors? • Partner liaison? To what extent has the management arrangements been a source of conflict among participating UN agencies?`	Existence of a clearly defined funding mechanism for the joint programme No. of partners expressing satisfaction with the existing management arrangements Donor satisfaction with programme reporting	Stakeholder interviews PUNO programme managers Donors	KIIs FGDs	Lead UN agencies Lead Government agencies PUNOs CSOs Beneficiary representative organisations	Analysis of completed outcome/output measurement tools, Review of JP implementation quarterly and annual reports
Have partnerships with stakeholders contributed effectively to the programme	What are programme implementation partnerships in place? Who are the implementing partners?	No. of implementing partners in place	Stakeholder interviews	Stakeholder interview guides	Lead UN agencies Lead Government agencies PUNOs CSOs	Analysis of completed outcome/output measurement tools,

objectives? If not, why?	What contribution have these partnerships made towards the effective delivery of results?				Beneficiary representative organisations	Review of JP implementation quarterly and annual reports
4. Is the programme M&E system in place relevant, including collecting and using data disaggregated by gender, people with disabilities, and age (and other categories the programme has identified)?	Is there a functional M&E system? What data is being collected? Is the data analysed, and what reports are generated? Are the reports utilised by who and for what purposes? Who are the users of the reports? How has the M&E system influenced the delivery of programme results?	Existence of an M&E system No. of reports generated	PUNO programme managers Institutional interviews	KIIs FGDs	Lead UN agencies Lead Government agencies PUNOs CSOs Beneficiary representative organisations	Analysis of completed outcome/output measurement tools, Review of JP implementation quarterly and annual reports
G. Sustainability						
Assess whether programme outcomes have been or are expected to be achieved sustainably, enabling continuing beyond the programme's lifespan?	What were sustainability mechanisms put in place during programme design? Have the achievements of the programme been maintained to date? (Outputs, Outcomes, and Impacts) What is the likelihood that the Programme results will be sustainable?	No. of sustainability mechanisms in place	Programme document	Review of documentation	Lead UN agencies Lead Government agencies PUNOs CSOs Beneficiary representative organisations	Analysis of completed outcome/output measurement tools, Review of JP implementation quarterly and annual reports

	<p>What changes in programme implementation strategy are necessary to enhance the sustainability of results?</p> <p>Which programme areas are the most relevant and strategic to scale up or consider going forward?</p>					
<p>To what extent do mechanisms, procedures, and policies exist to carry forward the results attained on gender equality, empowerment of women, human rights and human development by primary stakeholders</p>	<p>What national capacities did the SP-JP have towards the sustainable mainstreaming of cross-cutting issues?</p> <p>To what extent have the cross-cutting issues been institutionalised for sustainability?</p> <p>What procedures and policies have been put in place that will be critical for the sustenance of achieved results?</p>	<p>No. of institutions capacity strengthened for mainstream cross-cutting issues in social protection procedures and policies</p> <p>No. of policies and procedures mainstreaming the programme cross-cutting issues</p>	<p>Stakeholder interviews</p> <p>FGDs</p>	<p>Stakeholder interviews guides</p> <p>FGD guides</p>	<p>Lead UN agencies</p> <p>Lead Government agencies</p> <p>PUNOs</p> <p>CSOs</p> <p>Beneficiary representative organisations</p>	<p>Analysis of completed outcome/output measurement tools, Review of JP implementation quarterly and annual reports</p>
<p>Has a practical and realistic exit strategy been developed and implemented?</p>	<p>What is the programme exit mechanism, and at what stage will it be executed?</p> <p>Which government agenc(ies) is/are the programme executing partner(s)?</p> <p>What capacities has the programme supported for these agencies to take over</p>	<p>Existence of an exit mechanism</p>	<p>Stakeholder interviews</p>	<p>Stakeholder interview guides</p>	<p>Lead UN agencies</p> <p>Lead Government agencies</p> <p>PUNOs</p> <p>CSOs</p> <p>Beneficiary representative organisations</p>	<p>Analysis of programme design, Review of JP implementation quarterly and annual reports</p>








	and sustain the programme results?					
Identify and discuss gaps in the sustainability strategy and how the stakeholders, including other UN agencies' programmes' support, could address these, considering potential changes in the country due to the COVID 19 pandemic.	What is the programme sustainability strategy? What are its components? What are the threats to the sustainability of results, and how can they be mitigated? What is the effect of the COVID-19 pandemic on the sustainability strategy? How has the potential impact been addressed?	No. of sustainability gaps identified and addressed	Stakeholder interviews	Stakeholder interview guides	Lead UN agencies Lead Government agencies PUNOs CSOs Beneficiary representative organisations	Analysis of completed outcome/output measurement tools, Review of JP implementation quarterly and annual reports
H. Impact						
What impact did the SP-JP have on the beneficiaries, and what are the critical project intervention and delivery strategies that contributed to the observed effects, if any?	What improvements occurred in promoting income security for the left behind populations? What changes occurred for the informal sector employees, rural women, youths, migrants and social welfare recipients regarding their social protection and income security?	No. stakeholders expressing improvement improved income security for the programme target key populations Existence of social security for the informal sector Improved social welfare delivery system	Project monitoring reports Stakeholder interviews Beneficiary organization interviews	Key informant interview guides Beneficiary FGD guides	Lead UN agencies Lead Government agencies PUNOs CSOs Beneficiary representative organisations	Analysis of completed outcome/output measurement tools, Review of JP implementation quarterly and annual reports

Are there any unintended positive or negative impacts in relation to anticipated results in the programme document?	Did the programme have any unintended positive impacts, and what are they? Did the programme have any unintended negative impacts, and what are they? What was/were the source of the impact(s) - from the programme activities, external factors, or both?	No. of unintended positive/negative impacts Timeliness in addressing negative impacts Sources of impact	Project monitoring reports Stakeholder interviews Beneficiary interviews	Key informant interviews guides Beneficiary FGD guides	Lead UN agencies Lead Government agencies PUNOs CSOs Beneficiary representative organisations	Analysis of completed outcome/output measurement tools, Review of JP implementation quarterly and annual reports
<u>Emerging issues:</u> What strategic issues have arisen from the evaluation that would need consideration during the remaining phase of programme implementation?	What strategic issues have arisen in terms of programme design? What strategic issues have arisen concerning programme implementation? What strategic issues have arisen in terms of programme management?	No. of strategic issues identified	Evaluation of available evidence Stakeholder KIIs	Notes Stakeholder KII guides	Lead UN agencies Lead Government agencies PUNOs CSOs Beneficiary representative organisations	Analysis of completed outcome/output measurement tools, Review of JP implementation quarterly and annual reports
I. Cross-Cutting Issues						
1. To what extent has the programme adhered to the cross-cutting	What has been the SP-JP adhered to the cross-cutting themes, including gender and human rights, social dialogue, international labour standards, and just environmental transition? How was the programme implementation strategy inclined towards strengthening these cross-cutting themes?	No. of national policy instruments adopting the cross-cutting themes	Programme document Programme implementation reports Stakeholder KII	Notes KII guides	Lead UN agencies Lead Government agencies PUNOs CSOs Beneficiary representative organisations	Analysis of completed outcome/output measurement tools, Review of JP implementation quarterly and annual reports



<p>g issues through mains training, institution alisati on, and capac ity buildi ng for sustai nable mains training?</p>	<p>To what extent have the programme benefited the poor, marginalised, and furthest left behind? To what extent is the SP-JP promoting evidence-based approaches to social protection and social security policy formulation? Has the programme addressed gender, race/ethnicity, youth, and disability inclusion-related issues in the programme document? What results were achieved from mainstreaming these issues into the budgeting process?</p>					
J. Conclusions						
<p>1. <i>E merging issues:</i> What strategic issues have arisen from the evaluation that would</p>	<p>What strategic issues have arisen regarding programme design and Theory of Change? What strategic issues have arisen concerning programme implementation? What strategic issues have arisen in terms of programme management?</p>	<p>No. of strategic issues identified</p>	<p>Evaluation of available evidence Stakeholder KIIs</p>	<p>Notes Stakeholder KII guides</p>	<p>Lead UN agencies Lead Government agencies PUNOs CSOs Beneficiary representative organisations</p>	<p>Analysis of completed outcome/output measurement tools, Review of JP implementation quarterly and annual reports</p>

<p>need consideration during the remaining phase of programme implementation and replication?</p>	<p>What strategic issues have arisen in terms of impact and sustainability? What strategic issues have arisen regarding programme M&E?</p>					
<p>K. Recommendations for Improving Programme Implementation</p>						
<p>1. What are the key recommendations for improving programme policy design and implementation? What are the key recommendations for enhancing OECD and coherence criteria and adherence to the cross-cutting themes and the Five Principles for Aid Effectiveness?</p>	<p>1.1. What are the key recommendations for improving programme design? What are the critical policy-level recommendations for enhancing the attainment of programme results? What are the programmatic recommendations for improving programme performance</p>	<p>No. of policy and operational recommendations proffered</p>	<p>Evaluation of available evidence</p>	<p>Notes Stakeholder KII guides</p>	<p>Lead UN agencies Lead Government agencies PUNOs CSOs Beneficiary representative organisations</p>	<p>Analysis of completed draft report, Review of JP implementation quarterly and annual reports</p>
<p>Lessons Learnt and Good Practices</p>						

<p>What lessons were learnt from the partnership collaboration in implementing the Programme?</p>	<p>What developments, hints, mistakes, and risks were found during programme implementation which can be validated, consolidated, and finally documented as experiences that can guide follow-up and replication of the programme in similar settings?,</p>		<p>Stakeholder KIIs</p>	<p>Stakeholder KII guides</p>	<p>Lead UN agencies Lead Government agencies PUNOs CSOs Beneficiary representative organisations</p>	<p>Analysis of completed draft report, Review of JP implementation quarterly and annual reports</p>
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JP Outcome 1 - Social assistance scheme consensus is reached						
Outcome Indicators	Indicator Performance (Real database ranking or stakeholder opinion)					
	Baseline	Target 2022	Oct	May 2022 Status	Outcome Rating	Contribution of JP
Indicator 1:	A NEDLAC task force is established Actuarial studies are conducted already	Dialogue on various options finalised, and consensus reached on the most preferred options		A consensus had not been reached. An Expert Panel Report on BIG was finalised, launched and endorsed by the Minister of Social Development. The study will inform consensus-building engagement.		Very Significant
Outputs	Baseline	Target 2022		May 2022 Status	Output Rating	Contribution of JP
Output 1.1: Feasibility of social assistance scheme (Basic income grant) for 18 to 59 years old						
Indicator		All studies were conducted, various options discussed, and consensus reached		The Feasibility Study for a system of basic income support in South Africa was concluded in 2021. Economic modelling of the BIS and qualitative research to understand the lives and views of the poor and SRD grant beneficiaries were still work in progress. Six smaller studies were also done to understand the policy and practical contexts of the BIS.		Significant
Output 1.2: Consensus is reached on the social assistance scheme option, informed by good international practices in the context of social dialogue (including right holders)						
Indicator	N/A	Recommendations for the South African social assistance scheme are shared for further dialogue.		Consensus had not yet been reached on the social assistance scheme option, i.e., BIS and BIG. Recommendations for the South African social assistance scheme had been generated. NEDLAC consultations were not yet done.		Insignificant
KEY		Achieved	May 2022 target is at least 95% achieved			
		Good Progress Made	May 2022 output targets have been met by at least 75%			
		Satisfactory	At least 50% of the May 2022 target achieved			
		Not Achieved	Performance is below 50% of the planned May 2022 target.			





JP Outcome 2- Options are formulated to address Gaps in access of women excluded from social insurance


Outcome Indicators	Outcome Indicator Performance (Real database ranking or stakeholder opinion)				
	Baseline	Target 2022	May 2022 Status	Outcome Rating	Contribution of Programme
Indicator:	Existing social Insurance schemes cover only an estimated 5% of Women in the informal economy	70% of women in Informal Sector in selected settings reached for buy-in of proposed Social Insurance Products	It could not be assessed because the target does not follow the baseline		
Outputs	Baseline	Target 2022	May 2022 Status	Output Rating	Contribution of JP
Output 2.1: Needs, ability, and willingness to contribute to social insurance are identified					
Indicator: % of Studies completed, and results disseminated amongst relevant stakeholders	0%	100% dissemination	<p>Only one study done</p> <p>COVID 19 prevailing context slightly altered the objectives: -Dissemination of results was done through webinars and virtual meetings and partial meetings.</p> <p>A scoping study is conducted to understand the needs, willingness, and ability to pay for different options of social insurance packages for the informal sector.</p> <p>Needs, ability, and willingness to contribute identified</p>		Significant
Output 2.2: Prototyping models for service delivery are conducted					
% of Studies completed, and results	0%	100% descriptive study done and disseminated	Prototype models for service delivery were not yet produced.		Significant








disseminated amongst relevant stakeholders			Study of service delivery models to bring women in the informal economy to social insurance building on existing/indigenous solutions completed. The development of working models was still a work in progress.		
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Output 2.3: National dialogue and advocacy are conducted

0% dialogues of key stakeholders	0%	Advocacy to reach 100% of the intended audience. Workshop and advocacy strategy reports completed	1 national workshop and 2 provincial workshops held	 Not clear what % of the total audience was reached	Significant
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KEY		Achieved
		Good Progress Made
		Satisfactory
		Constrained

JP Outcome 3-Strengthened social welfare policy and regulatory frameworks					
Outcome Indicators	Outcome Indicator Performance (Real database ranking or stakeholder opinion)				
	Baseline	Target 2022	May 2022 Status	Outcome Rating	Contribution of Programme
Indicator: Prevention and early intervention budgets increase from 6% in 2019 to at least 10% at the end of 2021	6%	6.5% (2022)	6% (2021)		Not significant
Outputs	Baseline	Target 2022	May 2022 Status	Output Rating	Contribution of Programme

Output 3.1: Evidence of broadened access to social protection services for children is made available					
Indicator: % of studies completed, and results workshopped with relevant sector department	0%	100%	83% (5/6 studies have been completed)		Very Significant
Output 3.2: Technical support to DSD and Government on social welfare policy and social protection floor is provided					
Indicator: Number of roundtables with DSD and NPC with defined action	0	8	Progress on the roundtables was not reported upon Three planned activities in WP done	 Good progress was made on planned activities in WP.	Significant
Output 3.3: Technical work and research on the development of an "integrated" modality linking cash transfers and complementary services is provided					
Indicator: Number of pilots completed, and results workshopped with DSD	0	2	2	 Due to overlap with Output 3.2 rating based on revised objectives, only	Very Significant
KEY		Achieved	May 2022 target is at least 95% achieved		
		Good Progress Made	May 2022 output targets have been met by at least 75%		
		Satisfactory	At least 50% of the May 2022 target achieved		
		Not Achieved	Performance is below 50% of the planned May 2022 target.		

JP Outcome 4: Join Program Management					
Outcome Indicators	Outcome Indicator Performance (Real database ranking or stakeholder opinion)				
	Baseline	Target 2022	May 2022 Status	Outcome Rating	Contribution of Programme
Indicator 1:					
Outputs	Baseline	Target 2022	May 2022 Status	Output Rating	Contribution of Programme
Output 4.1 Joint program is monitored					
Existence of a functional JP Steering Committee	No JP SC	JP SC in place	JP SC is in place but not fully functional. Some key stakeholders did not know about its existence.		Significant
No. of evaluations completed	0	Mid and final JP evaluations completed	The final evaluation was done, but the mid-term evaluation was not done.		Very significant
No. of JP SC meetings held	0	2	2	 The evaluation did not get evidence of the meetings in the form of minutes.	
Output 4.2: Technical and human resources are made available					
No. of essential JP staff recruited	0	6 JP staff recruited across all PUNOs	6		Very Significant
KEY		Achieved	May 2022 target is at least 95% achieved		
		Good Progress Made	May 2022 output targets have been met by at least 75%		
		Satisfactory	At least 50% of the May 2022 target achieved		
		Not Achieved	Performance is below 50% of the planned May 2022 target.		

Annex 3: Data Collection Tools

3.1: PUNOs and National Level Lead Government Agencies

This interview guide will guide the evaluators' engagement with individual key informants. It is intended only as a guide and not a questionnaire. Many other issues will be discussed by follow-up depending on the informant's responses to the primary questions.

Relevance

- 2) What were the key challenges and priorities that necessitated the SP-JP intervention?
- 3) How relevant were the proposed programme interventions given the problem and needs at hand?

Effectiveness

- 1) Has the programme followed its theory of change (ToC), including interaction with external factors/assumptions? What was the SPSA-JP proposition, and to what extent was it proved?
- 2) To what extent did the programme achieve its objectives for the different targeted groups such as women, youth, and people with disabilities, and why?
For PUNOs only: From the perspective of your institutional mandate, what are the main strategic results that the SPSA-JP has achieved? Can you also state these in relation to the value-added of the UN Delivering as One approach?
- 3) To what extent has the programme addressed exclusion from existing social protection and social security provisions?
- 4) How satisfactory have been the quantity and quality of the outputs produced for the programme stakeholders, and why?
- 5) How has the COVID-19 pandemic influenced JP results and effectiveness, and how has the JP addressed this influence and adapted to emerging changes?
- 6) Were there any unintended outputs and outcomes?
 - i. Were there any unintended outputs from programme implementation? Were they positive or negative? How did they arise?
 - ii. Were there any unintended outcomes from programme implementation? Were they positive or negative? How did they arise? What were their effects on intended intermediary beneficiaries, i.e., government and other stakeholder institutions?
 - iii. Did the programme take timely measures to mitigate any unexpected negative results?
 - iv. What will be the long-term effects of the negative results if they remain unmitigated?
- 7) To what extent has the programme enhanced the national capacities to effectively institutionalise and manage social protection for the left behind populations?
- 8) What were the enablers for the effective implementation of the programme? To what extent have partnerships facilitated the achievement of results? To what extent have working relations with national stakeholders been an enabling factor? To what extent have global knowledge networks been enabling factors?
- 9) In the current situation in South Africa, what do you see as the UN's most distinct comparative advantage regarding the execution of the SPSA-JP? Do you feel that UNCT appropriately leveraged this comparative advantage?

Effectiveness of governance and management arrangements

- 1) How effectively has the UN collaborated with the Government of South Africa and other partners in delivering results? What good practices are there? What challenges were encountered?
- 2) Has the governance arrangement of the programme facilitated programme results? Was there a clear understanding of roles and responsibilities by RCO, PUNOs, and national stakeholders?

- 3) Has the management arrangement of the programme facilitated programme results? Was there a clear understanding of roles and responsibilities by RCO, PUNOs, and national stakeholders involved in implementation and monitoring?
- 4) Have partnerships with stakeholders contributed effectively to the programme objectives? If not, why?
- 5) Were the programme's M&E system relevant, including collecting and using data disaggregated by gender, people with disabilities, and age (and other categories the programme identified)?

Efficiency

- 1) In your opinion, is the UN implementation model efficient, i.e., in terms of value-for-money and cost-efficiency? Any recommendations on how the UN can improve its efficiency?
- 2) What were the impacts of institutional arrangements and procedures on programme efficiency?
- 3) How well has the programme used its human and financial resources?
- 4) Were funds and activities delivered on time? If not, what were the bottlenecks encountered?
- 5) Did the programme budget make adequate provisions for addressing gender, human rights and inclusion-related specific objectives/ activities?

Impact

What impact did the SP-JP have on the beneficiaries, and what are the critical programme intervention and delivery strategies that contributed to the observed effects, if any?

Cross-Cutting Issues

- 1) How has gender been mainstreamed into the design, implementation and monitoring of the SPSA-JP?
- 2) To what extent did the programme adhere to the human rights checklist on social protection, including:
 - Universality of social protection
 - Equality, non-discrimination, and response to special needs
 - Meaningful and effective participation
 - Adequate legal and institutional framework
 - Access to complaint and appeal procedures and effective remedies
 - Sustainable and sound financing
- 3) How have the JP processes embraced social dialogue and tripartism?
- 4) To what extent has the JP sought the sustainability of the cross-cutting issues through mainstreaming, institutionalisation, and capacity building?

Sustainability

- 6) What is the programme sustainability strategy? What are the gaps in the sustainability strategy, and how could the stakeholders, including other UN agencies programmes support, address these, taking into consideration potential changes in the country due to the COVID 19 pandemic?
- 7) What risks do you see for the sustainability of results? Do you feel that sustainability issues are sufficiently planned and managed through the SPSA-JP to mitigate these risks?
- 8) Has a practical and realistic exit strategy been developed and implemented?

Coordination and Delivering as One

- 9) Since the UN officially became a 'delivering as one' country in 2016, what has changed in terms of the way you do business?

- 10) What has been the impact of 'delivering as one' on (a) your programming, (b) your resources, and (c) your results?
- 11) In terms of your understanding, do you feel that the UN is 'delivering as one'? Please explain with relevant examples.
- 12) Concerning the UN reforms, particularly the reinvigorated RC system, what do you think the UN in Zimbabwe should do to conform and adapt to the new system effectively?

Reporting/Accountability

14. Do you feel that UN agencies have effective M&E systems? Are you satisfied with the UN's accountability for results, (a) to national partners and (b) to donors?

Annex 3-2: Donors

You have financially supported the rollout of the SPSA-JP implemented by the UN in South Africa.

1. As an organisation, what was your interest in the JP?
2. What were your expectations when you decided to support the JP?
3. Did the programme performance meet your technical expectations? Did the programme result in the expected outcomes?
4. On the administration and management of the donor resources, did the UN in South Africa demonstrate the capacity to manage donor resources?
 - Where are the disbursed resources utilised within planned timeframes? Did the UN in South Africa demonstrate an ability to absorb resources timely?
 - How efficiently did the UN in South Africa account for the donor resources? Did it submit quarterly/annual project performance reports timely as per the funding agreement?
 - Where are disbursed funds acquitted in line with the funding agreement?
5. What would be your recommendations to the UN in South Africa regarding its approach to the rolling out of the SPSA-JP process?
6. Do you have any other issues you might want to highlight about your partnership with the UN in South Africa that we have not discussed?

If you have any materials that could support and enhance this discussion, kindly email them to Sifiso Chikandi, sifisoch@gmail.com, copy Iturugari@gmail.com

Thank you

Annex 3-3: Civil Society Organisations and Social Partners

Your organisation has been partnering UN in South Africa to implement the SPSA-JP.

1. As a CSO, what is your interest in social protection and social security? What instruments mandate you to support interventions in this area?
2. To what degree has your agency been involved in the SPSA-JP processes? What were your responsibilities as a partner in the implementation of the JP? Which components of the programme were you supporting?
3. To what extent do you think the SPSA-JP efforts addressed the needs and priorities in your sector? Do you think the programme was responding to the priorities of your constituency?
4. What evidence demonstrates that the JP achieved its intended results related to your constituency of interest? What results were achieved? And how?
5. What coordination structures were in place to support your participation in the SPSA-JP? How effective were they?
6. Do you think the results achieved in your area will be sustainable? What were sustainability mechanisms put in place?
7. Do you think the SPSA-JP sufficiently mainstreamed cross-cutting issues, including gender, disability, social dialogue, tripartism and human rights? What evidence is there to demonstrate the mainstreaming of each of these issues?
8. What lessons did you learn from your participation in the SPSA-JP?
9. In this JP, what worked well? What did not work well and needed improvement? What recommendations would you have for the UN in South Africa and the government to improve the design and implementation of similar JPs?

If you have any materials that could support and enhance this discussion, kindly email them to Sifiso Chikandi, sifisoch@gmail.com, copy lturugari@gmail.com

Thank you

Annex 4: Interview Schedule

Interviewees	Date
Donor Focal Point	Friday, 08 July 2022
PUNO Focal Points	Monday, 4 July 2022
PUNO Representatives	Tuesday, 5 July 2022
Resident Coordinator's Office	Wednesday, 6 July 2022
UNICEF Stakeholders	Monday, 4 July 2022
Government Partner: DSD	Friday, 1 July 2022
UNDP Stakeholders	Friday, 1 July 2022
UNFPA Stakeholders	Tuesday 5 July 2022
ILO Stakeholders	Thursday, 7 July 2022
UNICEF Stakeholders	Thursday, 7 July 2022
OHCHR	Thursday, 14 July 2022
UNICEF	Friday, 15 July 2022 & Wednesday, 27 July 2022
ILO	Monday, 18 July 2022
UNWomen	Monday, 18 July 2022

Annex 5: List of People Interviewed

Organisation	Name
Donor Focal Point	
Joint SDG Fund	Nenad Rava
PUNO Focal Points	
ILO	Phomelelo Makondo
ILO	Andrew Allieu
UNICEF	Russell Wildeman
UNICEF	Thobile Mthiyane
OHCHR	Tumelo Matlwa
UNDP	Rogers Dhliwayo
UNWOMEN	Jacqueline Utamuriza-Nzisabira
PUNO Representatives	
ILO	Joni Musabayana
UNICEF	Muriel Mafico
UNICEF	Christine Muhigana
Resident Coordinator's Office	
RCO	Nonkululeko Ngcobo
UNICEF Stakeholders	
Socio-Economic Institute (SERI)	Rights Thulani Nkosi
National Treasury	Mark Blecher
World Bank	Victoria Monchuk
Government Partners	
DSD	Maureen Mogomotsi
DSD	Brenda Sibeko
DSD	Brenton Van Vrede
DSD	Anthony Makwiramiti
National Treasury	Mark Blecher
National Treasury	Ms. Pebetse Maleka
UNDP Stakeholders	
South Africa Informal Traders' Association	Mrs Rosheda Muller
UNFPA Stakeholders	
Women in Informal Employment: Globalizing and Organizing (WIEGO)	Laura Alfes
Women in Informal Employment: Globalizing and Organizing (WIEGO)	Jane Barrett
TRi Facts	Juliane Hoss
ILO Stakeholders	

WITS University	Alex van der Heever
UNICEF Stakeholders	
UNICEF	Bob Muchabaiwa
UNICEF	Tayllor Renee Spadafora

Annex 6: List of Documents Reviewed

Adato M., Ahmed A. And Lund F., (2020), *Linking Safety Nets, Social Protection, and Poverty*

Analysis: The Right to Social Protection in South Africa

Concept Note, Webinar on Extension of The R350 Covid-19 SRD Grant: Launch of the Expert Panel Report on Basic Income Support

Department of Planning, Monitoring and Evaluation, (n.d.), *Medium-term strategic framework 2019–2024*

Department of Welfare, RSA, (1997), *WHITE PAPER FOR SOCIAL WELFARE* August 1997 Principles, guidelines, recommendations, proposed policies and programmes for developmental social welfare in South Africa.

Heever, A, et al., (2021), *Expert Panel on Basic Income Support Summary Report: Report into the appropriateness and feasibility of a system of Basic Income Support for South Africa*

Human Rights Checklist – SDG Fund Social Protection Joint Programme South Africa

ILO Evaluation Office, (2012), Checklist 4.8, Writing the inception report

Joint Programme document: An integrated and universal social protection linked to developmental social welfare services in South Africa

Joint SDG Fund, 2020. “Joint Programme 2020 Annual Progress Report.” Project Factsheet - PSP 2019 South Africa

Joint SDG Fund, 2021. “Joint Programme 2021 Annual Progress Report.” Project Factsheet - PSP 2019 South Africa

National Planning Commission RSA, (n.d.), *National Development Plan 2030, Our future – Make it work*

National Planning Commission, (n.d.), *Executive summary for the National Development Plan 2030*

Programming, Monitoring and Evaluation Handbook.

Reduction — Directions for Africa

Social Protection in South Africa Work Plan 2020 – 2021

South Africa: towards a basic income grant

Summary of Human Rights Recommendations

UN South Africa, (2019), *Common Country Analysis*

UN South Africa, (2020), *United Nations Sustainable Development Cooperation Framework South Africa 2020-2025*

UN South Africa, (n.d.), *Rationale for JP No-Cost Extension*

UNDG, (2014), *Guidance Note on joint programming*

UNDP (2020), *Human Development Report 2020: The next frontier – Human development and Anthropocene*

UNDP, (n.d.), *Social Insurance Scheme Options for the Informal Sector in South Africa, with a focus on Women and Youth*

UNDP. 2014. Resident Representative and National Planning Secretariat/ Acting Director-General: Policy Options for Extending Social Protection to Informal Workers in South Africa. An Issue Paper for The National Planning Commission

UNEG Norms and Standard for Evaluators, p 22

UNICEF DSA Report 2020 -2022

UNDG. (n.d), Joint Fund for the 2030 Agenda: Transforming the way UN and Governments work together to achieve SDGs: Terms of Reference

ILO Project Financial Status Report by Project Outcome, Output and Activity

UNICEF, WFP and ILO Malawi, *Final Evaluation of the SDG Fund Joint Program Social Protection for the Sustainable Development Goals in Malawi: Accelerating Inclusive Progress Towards the Sustainable Development Goals (2020-2021) Decentralized Evaluation Final Report*

Joint SDG Fund, (n.d), *Portfolio of Joint Programmes on Integrated Social Protection and Leaving No One Behind. Mid Term Evaluation*

Planning, Monitoring and Evaluation, *Medium Term Strategic Framework 2019–2024*

Annex 7: Good Practices

ILO Emerging Good Practice Template

Project Title: SPSA - JP

Project TC/SYMBOL:

Name of Evaluator: Sifiso Chikandi and Lenard Turugari
– 30.09.2022

Date: 14.06.2022

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Appointment of an Expert Panel as an Advisory Committee to DSD was a good practice. Through the ILO-WITS MoU and DSD-WITS partnership, the ILO and WITS supported DSD initiatives on the BIG, including the establishment on an Expert Panel (EP) on the BIG. The objective of the EP was to provide strategic guidance and technical support/input to DSD on the Basic Income Grant, in particular, the development and follow up actions of the Cabinet memo on the BIG, appraise BIG options and to serve as a collaborative and coordination hub for BIG research and knowledge generation
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The relevant condition for the effectiveness of this good practice was government leadership, availability of national expertise and multistakeholder participation. This approach is most applicable for upstream policy advisory work, especially to enable bureaucrats to provide sound advice to the Executive. In this instance, the Expert Panel provided technical advice to the Minister of Social Welfare to be able to advocate for the BIG in Cabinet and to the nation.
Establish a clear cause-effect relationship	This approach was necessitated by the limited technical expertise in the Ministry of Social Welfare to advise Government on the modalities for designing and implementing a BIG for the targeted age group.
Indicate measurable impact and targeted beneficiaries	The measurable and visible impact was the elevation of the debate on BIS for the 18 -59 working age group into the national social security agenda
Potential for replication and by whom	The good practice could be replicated for any national level initiatives for which Government ministers require sound technical advice to inform the design and implementation of key national initiatives
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	
Other documents or relevant comments	

ILO Emerging Good Practice 2

Project Title: SPSA-JP

Project TC/SYMBOL:

Name of Evaluator: Sifiso Chikandi and Lenard Turugari
– 30.09.2022

Date: 14.06.2022

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

GP Element	Text
<p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p>	<p>Engagement with beneficiaries and their representative bodies was also a good practice. Whilst the project at the design stage intended to develop a social security system for those in the informal sector, including domestic workers, continuous engagement with the intended beneficiaries and their representative bodies during implementation revealed that sections of the informal sector were already catered for in existing policy instruments (UIF, COIDA and maternity leave) and the gap was translating provisions into benefits. This led to:</p> <ul style="list-style-type: none"> • The development of a joint advocacy agenda and platform of demands relating to the implementation of UIF and COIDA from three membership-based organisations of domestic workers – the South African Domestic and Allied Workers Union (SADSAWU), the United Domestic Workers Union of South Africa (UDWOSA), and Izwi Domestic Workers Alliance; • The development of a joint advocacy agenda and platform of demands relating to maternity benefits and pensions for self-employed informal workers from 5 sectors – home-based workers, street vendors, waste pickers and fisher folk; and • Uptake of self-employed workers’ demands on the maternity benefit by the South African Law Reform Commission Project 143 on Maternity Benefits for Self-Employed Workers in their recommendations to the Minister of Justice.
<p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p>	<p>Continuous engagement of stakeholders and beneficiaries is requisite throughout the project cycle and can be employed for any project.</p>
<p>Establish a clear cause-effect relationship</p>	<p>The non-participatory design of the project resulted in the project trying to address any issue for which solutions were already in place, which would have led to inefficiencies.</p>
<p>Indicate measurable impact and targeted beneficiaries</p>	<p>The impact was a redirection of effort towards the designing of systems for the provisioning of benefits to the informally employed</p>

Potential for replication and by whom	This could be replicated in any similar situations
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	
Other documents or relevant comments	

ILO Emerging Good Practice 3

Project Title: SPSA-JP

Project TC/SYMBOL:

Name of Evaluator: Sifiso Chikandi and Lenard Turugari
– 30.09.2022

Date: 14.06.2022

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The project had a provision for each of the five participating PUNOs to hire a Project Officer. UNICEF and UNWOMEN hired one Project Officer to manage their component. Which was a good practice
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The necessary and relevant conditions that made the good practice possible were (i) common interest in the social security project for the informal sector component; and (ii) proximity of offices for the two offices
Establish a clear cause-effect relationship	The need to minimize project costs resulted in improved cost efficiencies through the recruitment of one Officer.
Indicate measurable impact and targeted beneficiaries	The measurable impact were the realised cost savings as well as the effective implementation of the project component, with each of the two PUNOs' project management needs being satisfied
Potential for replication and by whom	The good practice is replicable in any similar contexts.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	

Other documents or relevant comments	
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Annex 8: Lessons Learned

ILO Lesson Learned 1

Project Title: Final independent joint evaluation of the programme “An integrated and universal social protection linked to Social Protection in South Africa developmental social welfare services in South Africa / short title: Social Protection in South Africa”

Project TC/SYMBOL:

Name of Evaluator: Sifiso Chikandi and Lenard Turugari

Date:

11/08/2022

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

LL Element	Text
Rolling out social insurance to the informal sector	Rolling out social insurance to the informal sector needs the engagement of the insurance sector and informal sector associations as they are players in the informal sector who can afford to pay contributory social insurance.
Context and any related preconditions	
Targeted users / Beneficiaries	PUNOs, Government of South Africa
Challenges /negative lessons - Causal factors	
Success / Positive Issues - Causal factors	<ul style="list-style-type: none"> • Stakeholder participation • Willingness of beneficiaries to contribute.

ILO Administrative Issues (staff, resources, design, implementation)	<ul style="list-style-type: none"> • Provision of technical assistance to the rollout implementation modalities: ILO as co-chair of SPIAC-B and advocate for social protection floors should take an active role in promoting SPIAC-B approaches at country level.
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ILO Lesson Learned 2

Project Title: Final independent joint evaluation of the programme “An integrated and universal social protection linked to Social Protection in South Africa developmental social welfare services in South Africa / short title: Social Protection in South Africa”

Project TC/SYMBOL:

Name of Evaluator: Sifiso Chikandi and Lenard Turugari

Date:

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<p>Investment in the process is important, especially where solutions are contested (wicked problems). While the JP has produced valuable products, arriving at a consensus is challenged by the multiplicity of voices in social protection. Recognition of the difficulty of generating consensus positions calls for more inclusive processes that bring different voices into the same spaces for engagement. Illustrative examples include the divergent voices on the feasibility of a basic income grant, differences on approaches to addressing poverty through employment, and calls for greater focus on improving the efficiency of existing social expenditures before adding on new commitments. The various positions are not incompatible. Rather, they could constitute a package of social protection reforms.</p>
Context and any related preconditions	<p>There should be a coordination framework for facilitating consensus building</p>

Targeted users / Beneficiaries	PUNOs, programme managers
Challenges /negative lessons - Causal factors	The JP did not have platform for bring together contrary voices for consensus building
Success / Positive Issues - Causal factors	
ILO Administrative Issues (staff, resources, design, implementation)	Technical support in the establishment of social protection coordination structures

ILO Lesson Learned 3

Project Title: Final independent joint evaluation of the programme “An integrated and universal social protection linked to Social Protection in South Africa developmental social welfare services in South Africa / short title: Social Protection in South Africa”

Project TC/SYMBOL:

Name of Evaluator: Sifiso Chikandi and Lenard Turugari

Date:

11/08/2022

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Systems change interventions need to adopt realistic timelines, set outcomes, indicators and targets that are in keeping with the selected timeframes for programme interventions. Systems reform is a long-term process that requires strategic investment. Choices must be made between institutional/structural changes or a focus on policy and programme performance. While the approach espoused by the Joint SDG Fund focused on institutional/structural changes. the SPSA-JP opted for policy and programme level changes. Within the selected approach, the results achieved require further investment which calls for the allocation of new resources to consolidate on the gains.
Context and any related preconditions	Need to understand scope of the JP TORs and define a programme scope that adequately achieves intended results within the predetermined timeframe
Targeted users / Beneficiaries	UNCT/PUNOs

Challenges /negative lessons - Causal factors	The challenge emanated from inadequate clarity on the operational modality of the source of funding and its intended purpose and focus.
Success / Positive Issues - Causal factors	n/a
ILO Administrative Issues (staff, resources, design, implementation)	n/a

ILO Lesson Learned 4

Project Title: Final independent joint evaluation of the programme “An integrated and universal social protection linked to Social Protection in South Africa developmental social welfare services in South Africa / short title: Social Protection in South Africa”

Project TC/SYMBOL:

Name of Evaluator: Sifiso Chikandi and Lenard Turugari

Date:

11/08/2022

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<p>Technical soundness needs to be coupled with strong process considerations and guidance to realise the potential of joint programming that includes:</p> <ul style="list-style-type: none"> ➤ Reflection on existing guidance on DaO and JPs to identify opportunities and options for strengthening operational efficiency ➤ Operational efficiency indicators to ensure that JP partners do not operate independent of each other and/or miss the benefits that arise from JPs ➤ Consideration of the ‘state of the art’ within thematic areas to ensure the most strategic design choices are made.
Context and any related preconditions	Staff should be trained on joint programming for effectiveness and efficiency in the running of the joint programme
Targeted users / Beneficiaries	UNCT/PUNOs

Challenges /negative lessons - Causal factors	Implementers made little reference to joint programming tools, social protection thematic tools and the broader UN programming context
Success / Positive Issues - Causal factors	n/a
ILO Administrative Issues (staff, resources, design, implementation)	Supporting training of PUNO staff in joint programming and use of UN programming tools

ILO Lesson Learned 5

Project Title: Final independent joint evaluation of the programme “An integrated and universal social protection linked to Social Protection in South Africa developmental social welfare services in South Africa / short title: Social Protection in South Africa”

Project TC/SYMBOL:

Name of Evaluator: Sifiso Chikandi and Lenard Turugari

Date:

11/08/2022

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Independent operation of JP components runs the risk of missing opportunities to mobilise additional resources for the JP theme as agencies may focus on their separate needs to the detriment of shared interests. This is particularly critical where JPs are new and initially appear to present increased transaction costs for agencies. Efforts to strengthen joint programmes can also be negatively impacted by funding arrangements that disperse joint programme decision-making.
Context and any related preconditions	There should be a strong and functional JP coordination mechanism that steers the various components of JP towards the joint result/outcome
Targeted users / Beneficiaries	UNCT/PUNOs
Challenges /negative lessons - Causal factors	The challenges was that there was one funder (i.e. Joint SDG Fund), no common fund and no fully functional Joint Programme Steering Committee.

Success / Positive Issues - Causal factors	n/a
ILO Administrative Issues (staff, resources, design, implementation)	n/a

