

NATIONAL EVALUATION POLICY FRAMEWORK

NOVEMBER 2019

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planning, monitoring
& evaluation

Department:
Planning, Monitoring and Evaluation
REPUBLIC OF SOUTH AFRICA



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GLOSSARY

AG	Auditor General
APP	Annual Performance Plan
CBA	Cost Benefit Analysis
CoGTA	Department of Cooperative Governance and Traditional Affairs
DAC	Development Assistance Committee
DDG	Deputy Director General
DG	Director General
DEP	Departmental Evaluation Plan
DPME	Department of Planning, Monitoring and Evaluation
DPSA	Department of Public Service and Administration
EXCO	Executive Committee
ETWG	Evaluation Technical Working Group
FSAPP	Framework for Strategic Annual Performance Plans
G&A	Governance and Administration
GEWE	Gender Equality and Women's Empowerment
GRPBMEA	Framework on Gender Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing
GWMES	Government Wide Monitoring and Evaluation System
LGEP	Local Government Evaluation Plan
M&E	Monitoring & Evaluation
MEC	Member of the Executive Council

MFMA	Municipal Finance Management Act
MTSF	Medium Term Strategic Framework
MINCOMBUD	Minister's Committee on Budget
NDP	National Development Plan
NEP	National Evaluation Plan
NEPF	National Evaluation Policy Framework
NES	National Evaluation System
NSDF	National Spatial Development Framework
NSG	National School of Government
OECD	Organisation for Economic Cooperation and Development
OTP	Offices of the Premier
PEP	Provincial Evaluation Plan
PFMA	Public Finance Management Act
PGDS	Provincial Growth and Development Strategies
PSA	Public Service Act
PSC	Public Service Commission
SASQAF	South African Statistical Quality Assessment Framework
SMME	Small, Medium and Micro Enterprises
SOCs	State Owned Companies
SOEs	State Owned Entities

POLICY SUMMARY

South Africa has long recognised that its approaches to the practice of evaluation have to reflect the nature of the country's development process and its key developmental priorities.

The importance of using evaluation processes as a means to generate evidence that can shape policy and practice is critical to the support provided to government to achieve its development priorities as set out in the National Development Plan (NDP).

Since the adoption of the National Policy Framework (NEPF) in 2011 the Department of Planning, Monitoring and Evaluation (DPME), as the custodian of evaluations in the country, has continuously promoted evaluation as an effective decision making tool that works across all levels and sectors of government, in different contexts and for all citizens. Accordingly, the current 2019 - 2024 NEPF reinforces the South African government's commitment to the principles of inclusiveness and the cross-implementation of different evaluation approaches and methodologies in ways that promote this inclusivity. The current policy achieves this objective by incorporating different strategies including the following elements:

- Integrating state-owned entities (SOEs) into the National Evaluation System (NES);
- Ensuring that the policy takes into account gender equality and women's empowerment (GEWE) priorities relating to women, the

development needs of youth and the concerns of persons with disabilities as well as other vulnerable groups in society when undertaking evaluation projects; and

- Devolving an all-encompassing evaluation capacity development approach which aims to empower the State in the effective implementation of evaluations.

Importantly, the development of the 2019 - 2024 NEPF has been guided by lessons learned from the evaluation of the National Evaluation System, a study which was conducted in 2017/18. A process of extensive consultations was also embarked on during the 2018/19 financial year with a comprehensive range of stakeholders to inform the policy revision process. The revision of this policy framework is further based on relevant legislative frameworks and government strategic plans, including priorities as set by the 6th administration of government, the Framework for Strategic Planning and the Annual Performance Plan which guides planning and performance monitoring in government. The revised NEPF also draws on the government's Gender Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing Framework (GRPBMEA) adopted by cabinet in 2019.

The Policy framework provides the basis for a minimum system of evaluation across government with the purpose of guiding and promoting relevance, efficiency and quality in evaluation processes. It seeks to ensure that credible evidence (including comprehensive sex, age and disability disaggregated data) from evaluations is used in planning, budgeting, monitoring and organisational reviews to improve performance and is supported by a number of guidelines which support the various steps for undertaking evaluation in line with the National Evaluation System.



FOREWORD



The development of the revised National Evaluation Policy Framework for the period 2019 to 2024 is based on a review of the successes and challenges of the first Policy Framework which was adopted in 2011. The 2011 NEPF was developed with an intention to inculcate the culture of evaluations in Government widely. Since its adoption, the system has gained traction in many government departments with various government programmes and projects evaluated. The revised National Evaluation Policy Framework provides minimum standards for evaluations across government.

Its main purpose is to promote credible and quality evaluations, which can be used for learning to improve the effectiveness, efficiency, relevance and impact of government interventions.

In the next five years, we are committed to ensuring that credible and objective evidence from evaluations is produced and used to inform planning, budgeting, policy review, programme management and performance improvement. To operationalise the revised policy framework and translate it into concrete results on the ground, a detailed National Evaluation Plan aligned to the priorities set by the sixth government

administration has been developed to ensure that key programmes that have the required impact on the lives of our people are evaluated. Through the implementation of the Evaluation Plans across all National Departments, Offices of the Premiers and Municipalities, we want to ensure that all our key plans are based on scientific evidence. As part of providing support to government institutions, the DPME will establish partnerships with civil society and academia to ensure the successful implementation of the policy framework. A number of guidelines, templates and a Capacity Building Strategy will be developed to capacitate all those involved in the implementation process. The Integrated Monitoring Framework will be used as one of the tools to monitor the policy framework.

I would like to urge all stakeholders to embrace and support the revised National Evaluation Policy Framework for the period 2019 to 2024. I believe that the evaluation evidence that will be generated will go a long way towards contributing to the improvement of our planning, monitoring and evaluation in government and the quality of life of all our people.

A handwritten signature in black ink, appearing to read 'J. Mthembu', written over a horizontal line.

Jackson Mthembu, MP
Minister in the Presidency



SECTION 1: BACKGROUND OF THE EVALUATION FRAMEWORK



1.1 STRUCTURE OF THE FRAMEWORK

The Revised National Evaluation Policy Framework (NEPF) serves as a standards-setting guide for planning and implementing evaluations in government institutions. The NEPF consists of three main sections:

- Section 1: Background of the Evaluation Framework
- Section 2: Contextual framework for Evaluations
- Section 3: Institutionalization and undertaking evaluation in government

Each section contains subsections and section one is divided into five (5) subsections as listed below:

- Purpose of the Framework;
- Applicability of the Policy Framework;
- Applicable Legislation and Policies;
- Achievements during the 2012/13 and 2017/18 financial years; and
- Problem Statement.

1.2 PURPOSE OF THE FRAMEWORK

The revised National Evaluation Policy Framework provides minimum standards for evaluations across government. Its main purpose is to promote quality evaluations, which can be used for learning to improve the effectiveness, efficiency, relevance, coherence and impact of government interventions. This is achieved by reflecting on what is working or not working, and then revising interventions accordingly. It seeks to ensure

that credible and objective disaggregated evidence from evaluations is used in planning, budgeting, organisational improvement, policy review, as well as ongoing programme and project management to improve performance. It provides for the use of various evaluation approaches in addressing complex issues and sets out a common language for the undertaking of evaluations in the public service.

1.3 APPLICABILITY OF THE POLICY FRAMEWORK

This Framework is applicable to National and Provincial spheres of government and government components as listed in Schedule 1, 2 and 3A of the Public Service Act (PSA) (1994) respectively. It also applies to

institutions as provided for in Chapter 9 of the Constitution of the Republic of South Africa (1996) as well as public entities listed in Parts A and C of Schedule 3 of the Public Finance Management Act (PFMA) (1999).

1.4 APPLICABLE LEGISLATION AND POLICIES

The NEPF derives its mandate from a legal framework. Section 1 of the Constitution of South Africa is informed by a set of core values that enshrine equity:

- Human dignity, the achievement of equality and the advancement of human rights and freedoms;
- Non-racialism and non-sexism;
- Supremacy of the constitution and the rule of law; and
- Universal adult suffrage, a national common voters roll, regular elections and a multi-party system of democratic government, to ensure accountability, responsiveness and openness.

The state, therefore, has a constitutional obligation to ensure that its legislation, policies and programmes serve to embed these equity principles across South African society. To ensure that government fulfils its constitutional mandate the Constitution (section 195) further stipulates that the principles of public administration achieve the following:

- Efficient, economic and effective use of resources must be promoted;
- Public administration must be development-oriented;
- Public administration must be accountable; and
- Transparency must be fostered by providing the public with timely, accessible and accurate information.

To support the objectives of the Constitution, the Government Wide Monitoring and Evaluation (GWM&E) Policy Framework recommends that departments and other organs of state first concentrate on monitoring outputs and immediate outcomes and use this as a platform for evaluation

of outcomes and impact. In addition, the GWM&E Policy Framework clearly defines the roles and functions of the Department of Planning, Monitoring and Evaluation (previously called 'Ministry for Performance, Monitoring and Evaluation') as follows:

“ **The President** will champion a long-term vision for development and progress and seek to manage government to achieve its strategic objectives. **The Planning Minister will support the President and the executive in this role.** ”

This mandate was further strengthened by Proclamation No. 43 of 8 July 2014 which was gazetted to amend Schedule 1 of the Public Service Act, 1994, to establish new and renaming the National Departments. In 2014, The Department of Planning, Monitoring and Evaluation (DPME) was created with the purpose of **institutionalising planning as well as Monitoring and Evaluation in government**. DPME houses these functions in one Department to ensure integration and focus and to support the President's functions of supervising government.

Given South Africa's history of inequality the planning, budgeting, monitoring and evaluation processes of government needed to be **equity responsive** - taking into account the extent to which interventions achieve gender equality, address vulnerability and facilitate transformation.

In 2019, cabinet further embedded government's equity agenda by approving the Gender-Responsive Planning, Budgeting, Monitoring,

Evaluation and Auditing (GRPBMEA) Framework, which specifies the manner in which the NEPF and the National Evaluation System as a whole should more effectively contribute to the constitutional goal of gender equality and women's empowerment. Similarly, the Constitutional mandate requires that evaluations should advance the needs of youth and persons with disabilities.

1.5 SITUATIONAL ANALYSIS

The first National Evaluation Policy Framework (NEPF) in South Africa was approved by Cabinet in 2011 to guide the institutionalisation of evaluations within the South African Government as part of the Government Wide Monitoring and Evaluation Framework. Since the approval of the NEPF in 2011, the National Evaluation System (NES) has developed, strengthened

and actively promotes the institutionalisation of evaluation by Government institutions. The implementation of the NES over the last 7 years pointed to a number of successes and challenges which has led to the revision of the NEPF 2011. The following sections illustrate some key achievements accomplished and challenges experienced.

1.5.1 ACHIEVEMENTS FROM 2011/12 TO 2017/18

To ensure that evaluations were routinely conducted in South African Government Departments, the 2011 NEPF was developed with the intention of inculcating a culture of evaluations in Government. Over the past seven years, the National Evaluation System (NES) has gained traction in many government departments and progress has been made in evaluating a range of government programmes and projects. Since the 2012/13 financial year, seven multi-year National Evaluation Plans (NEPs) were developed with about 67 evaluations undertaken, along with the production of management responses and improvement plans by the Department of Planning, Monitoring and Evaluation (DPME) in collaboration with custodian departments. In total, 8 out of 9 provinces

have Provincial Evaluation Plans (PEPs) and 61 Departments have Departmental Evaluation Plans (DEPs). This has resulted in a broad spectrum of government evaluations dating back to 2006 through an evaluation repository consisting of over 100 government evaluations available on the DPME website. To give evaluations credibility, evaluations are peer reviewed by a panel of experts and the final reports are subjected to a rigorous quality assurance system to ensure that final evaluation reports meet acceptable evaluation quality standards.

DPME has been determined to ensure that government officials responsible for managing evaluations are empowered with the requisite evaluation knowledge, skills and capacities to successfully oversee evaluation processes. In collaboration with the National School of Government (NSG) DPME has rolled out a suite of 8 accredited evaluation courses and one thousand nine hundred and eighty-nine (1989) government officials completed this training between 2012/13 and 2016/17. These evaluation courses have significantly contributed to evaluation capacity development across national and provincial departments. The DPME has also developed eighteen (18) guidelines and nine (9) templates on various components of the evaluation system to support government officials in conducting efficient and effective evaluations. The DPME further evaluated the National Evaluation System. This 2017 evaluation found that the training provided very useful knowledge and developed critical skills amongst participants conducting evaluations in government¹.

1.5.2 CHALLENGES EXPERIENCED DURING THE IMPLEMENTATION OF THE NEPF (2011)

The biggest challenge identified by the evaluation of the National Evaluation System (NES) in 2016/17 was the effective use of evaluation results in government. Although great progress has been made in entrenching evaluations in government, there have been missed opportunities for using evaluations strategically to support planning, policymaking and budgeting processes⁴. The evaluation also noted that there were other systemic challenges hampering the expansion and inclusiveness of the National Evaluation System. These challenges included the following:

- **Evaluations are still not used** significantly to support planning, policymaking and budgeting. The improvement plan system has not

The NES has been underpinned by the **utilization focused approach** which judges an evaluation intervention by its value and how its findings and recommendations are translated into practice. ²DPME works to ensure that evaluations are designed with consistent attention given to their intended use by identified users³ and working with them to learn and take forward the results of the evaluation to ensure ownership and use. Departments have participated from inception of the evaluation process, starting with the design of the evaluation to the development of improvement plans. This approach has been followed to inspire departments to identify and conduct evaluations on their own with the support of the DPME to circumvent the scepticism that evaluations are an investigative or audit tool which could lead to punitive consequences. Progress against implementation of improvement plans by departments are tracked by DPME every 6 months for a period of two years.

contributed significantly to improving evaluation use as envisaged.

- **Evaluation process taking too long.** As a result of delays, evaluation findings are not effectively utilised in decision-making. Some of the reasons for the delays that have been cited include protracted procurement processes, unavailability of data to conduct impact evaluations, contestations around evaluation findings, and quality assurance concerns as a result of the poor technical quality of some evaluation products.

¹ DPME 2018, Evaluation of the NES, page 87

² Linda, G, Morra, I and Rist, R.: The road to results: Designing and Conducting Effective Development Evaluation, page 210.

³ Patton, Q. 2008, 504 Utilisation Focused Evaluation

⁴ DPME 2018, Evaluation of the NES

- **Identification of evaluations:** Departments have been given an opportunity to propose which evaluations they want to undertake. The DPME and the Offices of the Premiers (OTPs) have been selecting evaluations to be implemented in the NEP through set criteria and in consultation with the Evaluation Technical Working Group (ETWG). This has resulted in some key priorities / sectors not being evaluated, especially within departments that have perceived evaluations as investigative fault-finding exercises.
- **Focus has been only on implementation evaluations,** disregarding other critical types of evaluations within the programme planning results chain. As a result, evaluation processes were not adequately aligned with Government planning processes.
- **Poor quality of programme plans** which were developed without a clear theory of change. Hence programme plans, theories of change and logical frameworks have not been developed prior to evaluations being undertaken.
- **Demand for evaluation in South Africa is outstripping the supply** of skilled evaluators both in the public and private sectors. The industry is monopolised by a few well-established companies.
- **Evaluations tended to be “equity blind”** as they are failing to articulate and mainstream critical issues affecting major sectors of South African society – including women, girls, youth, and people with disabilities.
- **Evaluations are not mainstreaming critical issues** affecting vulnerable and marginalised groups within South African society – including migrants, refugees, sexual minorities, key populations within the HIV epidemic, and the indigent.
- There is more focus on policies and programmes and **less focus on**

sectors. The system is therefore less geared to understanding the wider contextual issues, especially sectoral performance and impact.

- **Less focus on building state capacity to undertake evaluations:** the 2011 NEPF encouraged outsourcing as a model to conduct evaluations, in order to maintain independence. This affected the capacity of the state to undertake evaluations internally.
- **Exclusion of State Owned Entities (SOEs) in the NES:** evaluations did not cover SOEs, with the result that these state institutions (regardless of whether they are at the centre of service delivery or not) are currently lagging behind on adopting the use of evaluations as part of their M&E processes when compared to their National and Provincial department counterparts.

It is therefore critical to address the above-mentioned challenges by reviewing the current approach used to implement evaluations in government. The purpose of reviewing the current NEPF is to bring on board new approaches that will address the identified challenges.



SECTION 2:
CONCEPTUAL
FRAMEWORK OF
EVALUATIONS



2.1 INTRODUCTION

The purpose of this section is to provide a conceptual framework within which evaluations will be conducted. Section 2 is divided into seven subsections as listed below:

- Defining evaluations;
- Rationale for evaluations;
- Evaluative approaches;

- Types of evaluations;
- Evaluation criteria and evaluation questions;
- Location of evaluations in the policy or programme cycle; and
- Location of the evaluation model within the planning cycle.

2.1.1 DEFINING EVALUATIONS

Evaluation is a branch of applied research that attempts to identify cause-effect (if-then) relationships within a specific intervention context⁵. In this Policy Framework DPME defines **evaluation** as⁶:

The systematic collection and objective analysis of evidence on public policies, programmes, projects, functions and organizations to assess issues such as relevance, performance (effectiveness and efficiency), value for money, impact and sustainability, and recommend ways forward.

Monitoring is differentiated from evaluation in the following way:

Monitoring involves the continuous collecting, analysing and reporting of data in a way that supports effective management. Monitoring aims to provide managers with regular (and real-time) feedback on progress in implementation and results and early indicators of problems that need to be corrected. It usually reports on actual performance against what was planned or expected⁷.

⁵ PALAMA, Basic M&E Course Manual, p17

⁶ DPME (2011). National Evaluation Policy Framework. Pretoria: The Presidency, Republic of South Africa

⁷ Policy Framework on GWMES

In summary, monitoring asks whether planned interventions are being undertaken efficiently, while evaluation is asking whether the intervention is in fact the correct response to a particular socio-economic challenge or nexus of challenges, whether it is effective, efficient and cost effective (providing **value for tax payer money**), and how the intervention can be improved in subsequent phases. Evaluation has the element of judgement and is conducted against set evaluation objectives or criteria⁸. In order to be able to attribute an outcome or impact to the intervention, evaluations should ideally include comparison with a counterfactual (where the intervention did not happen, or where different intervention logics were applied).

While evaluation is often seen as only occurring at the end of an intervention, different forms of evaluation should be undertaken at different phases, from prior to an intervention being implemented (ex-ante evaluation), during an intervention (process evaluation to check whether the activities are leading to outputs, and outputs to outcomes), and after the intervention has been completed (ex-post evaluation).

The **conceptualisation** of monitoring, evaluation and performance auditing overlap. Table 1 below illustrates the core elements of each in terms of the activity involved, and the objective.

TABLE 1: SPECTRUM OF RESULTS-BASED MANAGEMENT ACTIVITIES

	Activity	Objective
Inspection / investigation	Detects wrongdoing and verifies information	Control and compliance
Performance audit	Checks the validity of performance information produced by departments	Accountability, control, compliance
Monitoring	On-going tracking of progress against plans and initiating corrective action	Management, accountability, corrective action
Evaluation	Systematic collection and objective analysis of evidence to assess issues such as relevance, coherence, performance (effectiveness and efficiency), value for money, impact and sustainability, and to recommend ways forward	Learning, accountability, improving performance, inform policy, planning and budgeting
Research	Testing hypotheses / propositions and developing new evidence-based theory, practice and knowledge application through observation of reality	Learning, knowledge and valid data should inform evidence-based policymaking

⁸ Rossi, P.H, Lipsey, M.W. & Freeman H.E. (2004). 'Evaluation, A Systematic Approach', Seventh Edition. Thousand Oaks: Sage Publications.

2.1.2 RATIONALE FOR EVALUATIONS

Evaluation of government interventions can be undertaken for a number of purposes. The four primary purposes of evaluations in government are:

- Improving **performance** (evaluation for learning): this aims to provide feedback to programme managers. Questions could be: was this the right intervention for the stated objective (relevance, fit for purpose)? Was it a logically sound mix of inputs, outputs and outcomes? Was it the most efficient and effective way to achieve the objectives?
- Evaluation for improving **accountability**: where is public spending going? Is this spending making a difference? Is it providing value for money? Has it benefitted women and men in an equitable way? Has it successfully eliminated barriers to access for vulnerable populations?
- Evaluation for **generating knowledge** (for research): increasing knowledge about what works and what does not with regards to a

public policy, or government programme, which allows government to build an evidence base for future policy and programme development.

- **Decision-making**: policymakers, planners and finance departments need to be able to judge the merit or worth of an intervention. Is the intervention (be it a policy, plan, programme, or project) successful - is it meeting its goals and objectives? Is it impacting positively or negatively on the lives of the intended beneficiaries, including women, youth and persons with disabilities? Is the intervention impacting differentially on different sectors of the population (in achieving gender equity for example)? Are there unintended consequences? Is it worth expanding it, reengineering it or closing it?

In addition to the above, Table 2 below provides some primary uses of evaluations:

TABLE 2: SOME PRIMARY USES OF EVALUATION STUDIES

Purposes	Examples of reasons for use
Improving / refining policy	Identifying policy strengths and weaknesses, policy gaps Improving theories of change (intervention logic) and ultimately impact Enhancing quality Improving cost-effectiveness of policy implementation Ensuring that policies are responsive to gender inequalities and other societal inequities Adapting global models to local contexts
Improving / strengthening programmes and projects	Assessing and applying learning Improving theory of change and ultimately impact Identifying programme strengths and weaknesses Enhancing quality Improving programme cost-effectiveness Managing interventions more effectively Ensuring that programmes have equitable outcomes Adapting global models to local contexts

Purposes	Examples of reasons for use
Improving accountability	Assessing impact Assessing compliance / audit Improving transparency Strengthening accountability
Generating knowledge / building evidence bases	Building comprehensive, equity sensitive evidence bases Positing generalisations about effectiveness Extrapolating principles about what works Building new theories and models Informing policy
Contributing to more effective decision-making	Assessing impact and sustainability Ensuring evidence-informed cost-benefit decisions Deciding on the continuation or cessation of an intervention

Some of the potential benefits which can be obtained from evaluations include:

- Collection and analysis of disaggregated data for greater granularity of information (including sex, age, disability, economic status, migration status, geographical location disaggregated data);
- Learning and feedback of new knowledge into policy and implementation;
- Ensuring policy and management decisions are based on evidence;
- Better understanding of which programmes are cost-effective;
- Improving understanding and so being better able to overcome institutional bottlenecks to improve impact (adapting policies and programmes);
- Improved understanding of the differential effects of policies and programmes on different target groups, including women, youth and persons with disabilities.

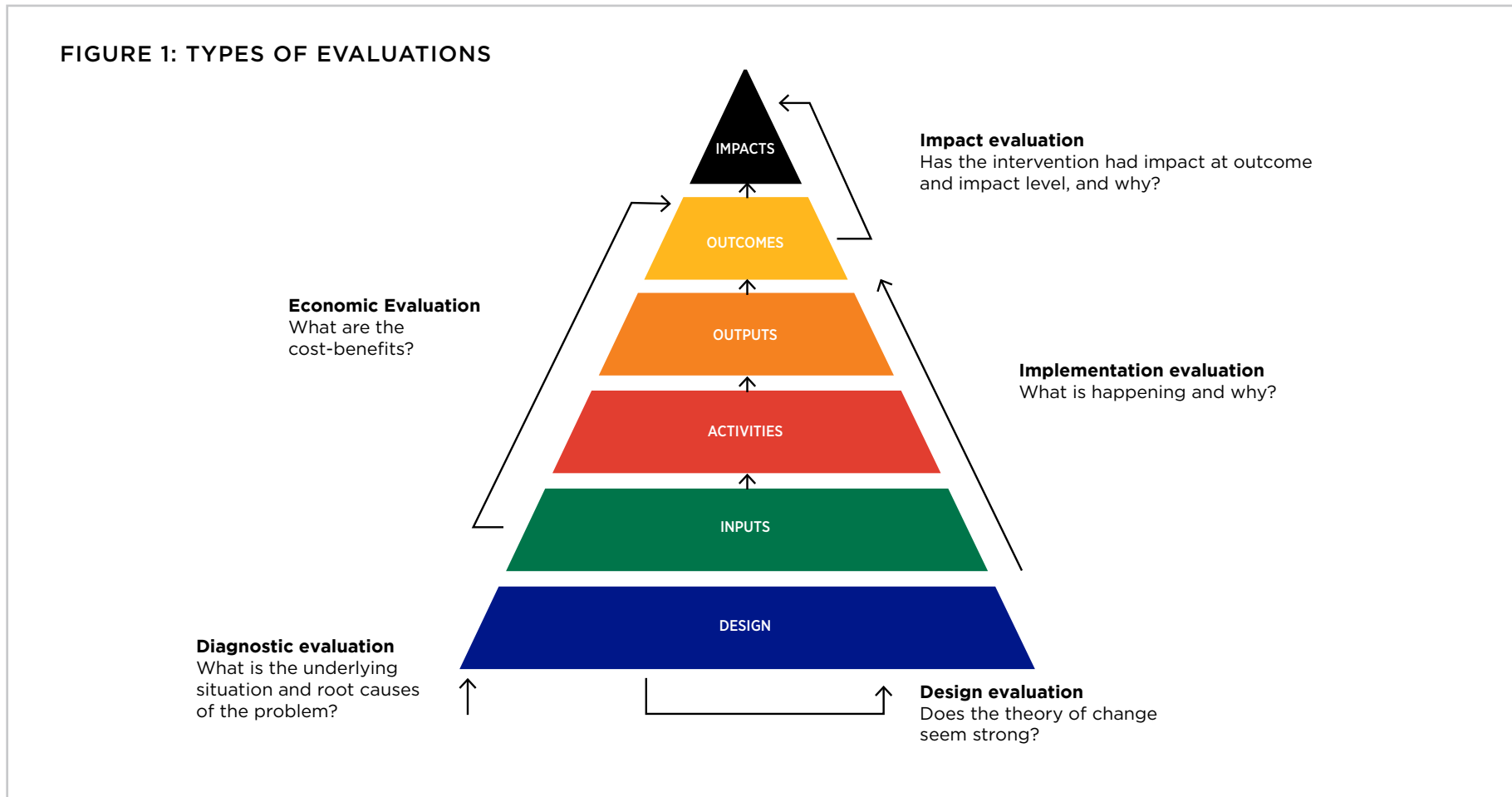
Strategically commissioned and effectively rolled-out evaluations should ultimately result in:

- Enhanced culture within government of using evidence to improve performance;
- Strengthened policy and planning that is more targeted;
- Improved and evidence-informed resource allocation;
- Reduced negative unintended consequences of policy;
- Greater public awareness of what government does (public accountability);
- More equitable programme performance and policy outcomes that include women, youth and persons with disabilities.

2.1.3 TYPES OF EVALUATIONS

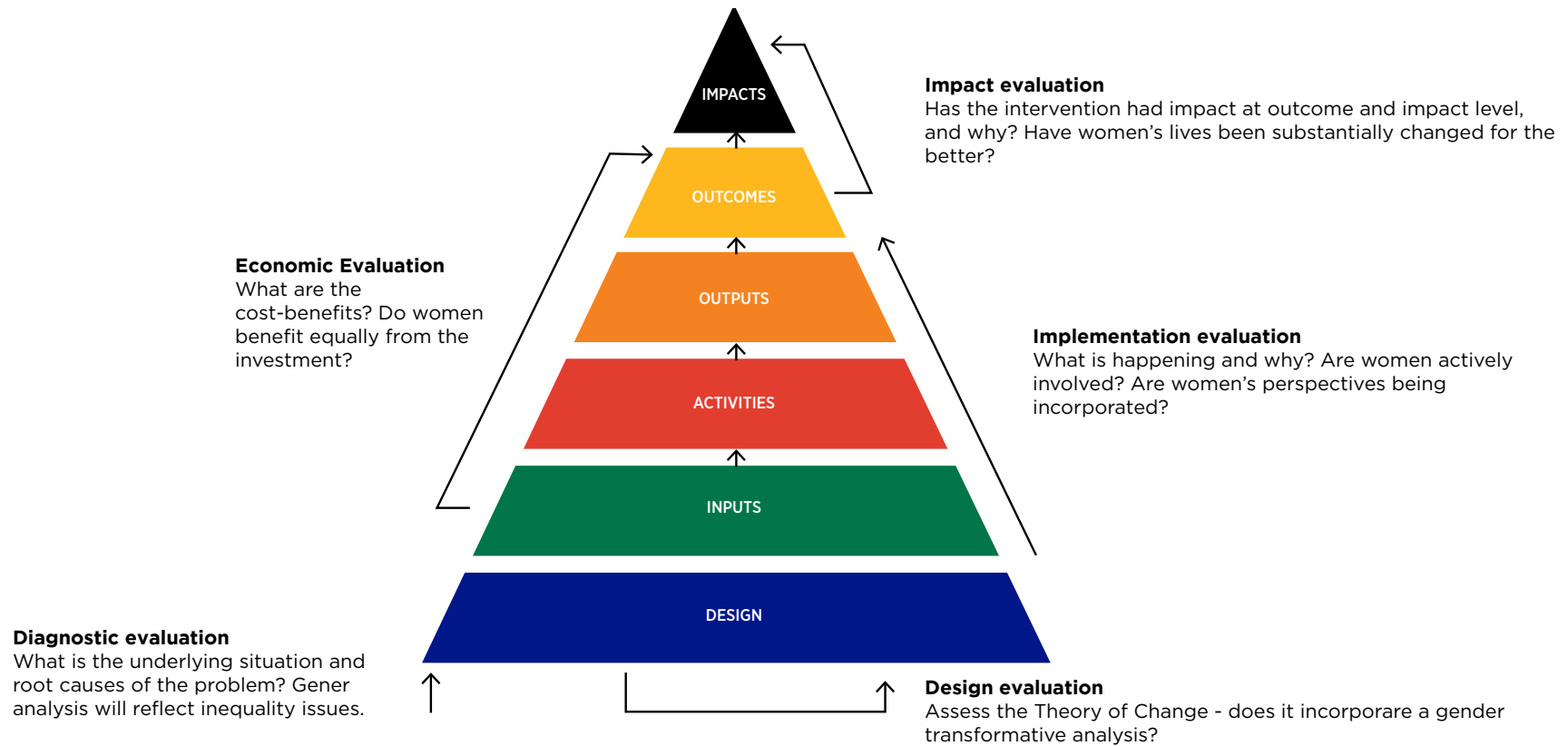
Different countries use different terminology to describe evaluations, but the underlying principles of the evaluation process remain the same. The set of types of evaluation is based on the base logic model (cause-effect), which links inputs to activities, outputs, outcomes and impacts, which is also used in the Framework for Managing Programme Performance

Information, published by the National Treasury. This will help to develop a common evaluation language and establish standard evaluation procedures. Figure 1 depicts types of evaluation to be undertaken under the NEPF, Figure 2 illustrates how evaluations can be engendered, and Table 3 further summarises the types of evaluations and their uses.



It is important to take account of the fact that government interventions are implemented within socio-economic contexts that are complex, dynamic and structurally inequitable. For example, while South Africa has over the past 25 years made remarkable strides in mitigating patriarchal norms and practices, gender inequalities persist, and many gender gaps remain unaddressed. In order to assess the extent to which government policies and interventions make a measurable contribution to promoting gender equality and women’s empowerment. The results-based evaluation model (Figure 1) can be engendered (Figure 2) in order to sharpen the **equity**

focus of the evaluation. Evaluators will in most cases need to assess the gendered impact of government interventions, so they need to start by describing the major gender stereotypes, norms and judgements in relation to the intervention topic, particularly in relation to power and decision-making. Very often these may be difficult to see because they align with our pre-existing assumptions, and only become evident if we look at them through a gender lens. To be as strategic as possible evaluation types can be engendered through the inclusion of critical gender-responsive evaluation questions⁹:



⁹ For support in engendering evaluation questions the evaluators can refer to the DPME’s Guidance Note on Engendering Evaluations

TABLE 3: SUMMARY OF TYPES OF EVALUATION ACROSS GOVERNMENT

No	Type of evaluation	Covers	Timing
1.	Diagnostic Evaluation	This is preparatory research (often called ex-ante evaluation) to ascertain the current situation prior to an intervention and to inform intervention design. It identifies what is already known about the issues at hand, the problems and opportunities to be addressed, causes and consequence, including those that the intervention is unlikely to deliver, and the likely effectiveness of different policy options. This enables the drawing up of the theory of change before the intervention is designed.	At key stages prior to design or planning
2	Design evaluation	Used to analyse the theory of change, internal logic and consistency of the programme, either before a programme starts, or during implementation to see whether the theory of change appears to be relevant and working. This is quick to do and uses only secondary information and should be used for all new programmes. It also assesses the quality of the indicators and the assumptions underpinning the theory of change.	After an intervention has been designed, in first year, and possibly later
3	Implementation evaluation	Aims to evaluate whether an intervention’s operational mechanisms support achievement of the objectives or not and understand why. Looks at activities, outputs, and outcomes, use of resources and the causal links. It builds on existing monitoring systems and is applied during programme operation to improve the efficiency and efficacy of operational processes. It also assesses the quality of the indicators and assumptions. This can be rapid, primarily using secondary data, or in-depth with extensive field work.	Once or several times during the intervention
4.	Outcome Evaluation	Should measure the degree to which the program is having an effect on the target population’s wellbeing and/or behaviours. Outcome evaluations help determine whether or not the intended benefits of a programme are actually achieved (i.e. whether or not the programme is able to meet its intended purpose).	After the program has made contact with at least one person or group in the target population.
4	Economic evaluation	Economic evaluation considers whether the costs of a policy or programme are commensurate with the benefits (value add). Types of economic evaluation include: Cost-effectiveness analysis, which values the costs of implementing and delivering the policy, and relates this amount to the total quantity of outcome generated, to produce a “cost per unit of outcome” estimate (e.g. cost per additional individual placed in employment); and Cost-benefit analysis (CBA), which goes further in placing a monetary value on the changes in outcomes as well (e.g. the value of placing an additional individual in employment). ¹⁰	At any stage
5	Impact evaluation	Seeks to measure changes in outcomes (and the wellbeing of the target population) that are attributable to a specific intervention. Its purpose is to inform stakeholders regarding the extent to which an intervention should be continued or not, and if there are any potential modifications needed. This kind of evaluation is implemented at the end of or after programme closure.	Designed early on, baseline implemented early, impact checked at key stages e.g. after 3/5 years
6	Evaluation synthesis	Synthesising the results of a range of evaluations to generalise findings across government or within a particular sector, e.g. a function such as supply chain management, a sector, or a cross-cutting issue such as capacity. The DPME will undertake evaluation synthesis based on evaluations already undertaken in previous national evaluation plan.	After a number of evaluations are completed in a given sector

¹⁰ United Kingdom. (2011). 'Magenta Book', London, Treasury.

2.1.4 EVALUATION APPROACHES

Various evaluation approaches should be used to ensure that evaluation results have utility and relevance. Evaluation approaches are distinct ways to think about, design, and conduct evaluation efforts. In addition to other evaluation approaches, the NEPF emphasises the use of three main

evaluation approaches which are deemed relevant and useful to provide evaluation evidence in line with Government needs and the planning cycle. Table 4 below provides time frames for completing each type of evaluation.

TABLE 4: EVALUATION APPROACHES

Approach	Description	Time required to complete
Rapid Evaluation	<p>Quick evaluations are conducted during emergencies or as part of preliminary analysis to help determine priorities, identify emerging problems and trends, and enable decision-making to either support a full-scale evaluation or project adjustments to meet the needs or project objectives. The implementation of this type of evaluation is usually faster, more dynamic and complex.</p> <p>An evaluative workshop approach is an internally driven rapid evaluation. It is an exploratory exercise that is less formal than full-length evaluations. It can take place in varying circumstances; e.g. when a programme is under review, or any time after the peak of a crisis or emergency. It combines methods such as: desktop, document and literature review, key informant interviews, stakeholder workshop and so on.</p>	Up to three months
Collaborative learning through Sectoral Reviews	<p>Collaborative learning is emerging as an important learning method in the field of Evaluation. Sectoral Reviews in South Africa are conducted by Ministers of Departments, utilising expert panels in a collaborative approach. From a strategic perspective DPME aims to incorporate Sectoral Review report findings and leverage on other processes followed in producing Sectoral Reviews to inform and strengthen the focus areas of evaluations in the Nation Evaluation Plan.</p> <p>Applying a collaborative learning approach in this instance has a mutual benefit to both the DPME and the Ministers as it limits duplications and enhances focus areas within government.</p>	On going
Transversal Evaluations	<p>Crosscutting themes have gained importance with respect to the objectives of achieving a developmental agenda in the country. These crosscutting themes include work that centres of government such as National Treasury, CoGTA and DPSA are mainly responsible for as well as ensuring that issues relating to gender, youth and persons with disability are integrated into the National Evaluation System. Accordingly, one of the objectives of the NEP is to implement an evaluation agenda that is transversal in order to put greater emphasis on evidence-based decision-making processes that are concise and relevant.</p>	Up to 12 months

These types of evaluations can be further refined by integrating equity considerations into their design and implementation. Depending on the nature and focus of the identified evaluation its design can be strengthened

by the inclusion of a specific evaluation focus on existing inequalities within a sector or cluster of sectors as illustrated in the table below:

TABLE 5: INTEGRATION OF EQUITY CONSIDERATIONS INTO EVALUATION DESIGN

Type of Evaluation	Key Issues	Time required to complete
Gender Responsive Evaluations	<p>Evaluations should always apply a gendered understanding to the evaluation process. This requires attention to gender throughout all aspects of the iterative cycle of government planning, implementation and monitoring and evaluation. It also means consideration of gender issues in the cross-cutting dimensions, including institutional arrangements, capacity development, data analysis and information sharing. A government-led gender-responsive evaluation process involves:</p> <ul style="list-style-type: none"> • Engendering the design and process of evaluations; • Engendering the terms of reference; • Wearing a gender lens when conducting evaluations; and • Collecting sex disaggregated data at all intervention levels. 	From start to finish of the evaluation
Disability Responsive Evaluations	<p>Although there is an urgent need for disability-specific evaluations, it is important that all evaluations take into account the rights of persons with disabilities and the importance of strengthening accessibility for persons with disabilities. Mainstreaming disability through targeted measures is a critical part of design of programmes, budgeting, implementation, monitoring and evaluation of policies and programmes. Meaningful inclusion is not ‘a one-size fits all’ approach. Universal design and reasonable accommodation are specific measures that should be put in place as a demonstration of commitment to disability inclusion. This has implications in terms of:</p> <ul style="list-style-type: none"> • Disability sector consultations; • Disability-disaggregated statistical and administrative data together with qualitative disability data; • Capacity building of staff; • Communications (internal and external); and • Disability-responsive procurement. <p>Disability inclusion should therefore be mainstreamed effectively throughout the evaluation process. This should be reflected in the terms of reference, inception and evaluation reports. The Evaluation guidelines should contain guidance on how to address disability inclusion. Disability-related evaluation findings, conclusions and recommendations must be closely tracked for responsiveness.</p>	From start to finish of the evaluation

2.1.5 EVALUATION CRITERIA AND QUESTIONS

Evaluation criteria serve as a benchmark, standard, or yardstick against which accomplishment, conformance, performance, and suitability of an activity, product, or plan as well as the risk-reward ratio is measured. The Organisation for Economic Cooperation and Development’s (OECD) Development Assistance Committee (DAC) recently established (2019) updated benchmark evaluation criteria¹¹. The criteria are a cornerstone of evaluation practice, encouraging analysis of effectiveness and results (instead of only input and activities). They act as broad guides to help evaluators think about and explain changes occurring because of an intervention. The adapted DAC criteria are premised on two guiding principles:

Principle One: The criteria should be applied thoughtfully to support high quality, useful evaluation. They should be contextualized – understood in the context of the individual evaluation, the intervention being evaluated,

and the stakeholders involved. The evaluation questions (what you are trying to find out) and what you intend to do with the answers, should inform how the criteria are specifically interpreted and analysed.

Principle Two: Use of the criteria depends on the purpose of the evaluation. The criteria should not be applied mechanistically. Instead, they should be covered according to the needs of the relevant stakeholders and the context of the evaluation. More or less time and resources may be devoted to the evaluative analysis for each criterion depending on the evaluation purpose. Data availability, resource constraints, timing, and methodological considerations may also influence how (and whether) a particular criterion is covered.

The five original DAC criteria have been expanded to six and the definitions of the six criteria have been refined to provide greater evaluation precision:

TABLE 4: EVALUATION APPROACHES

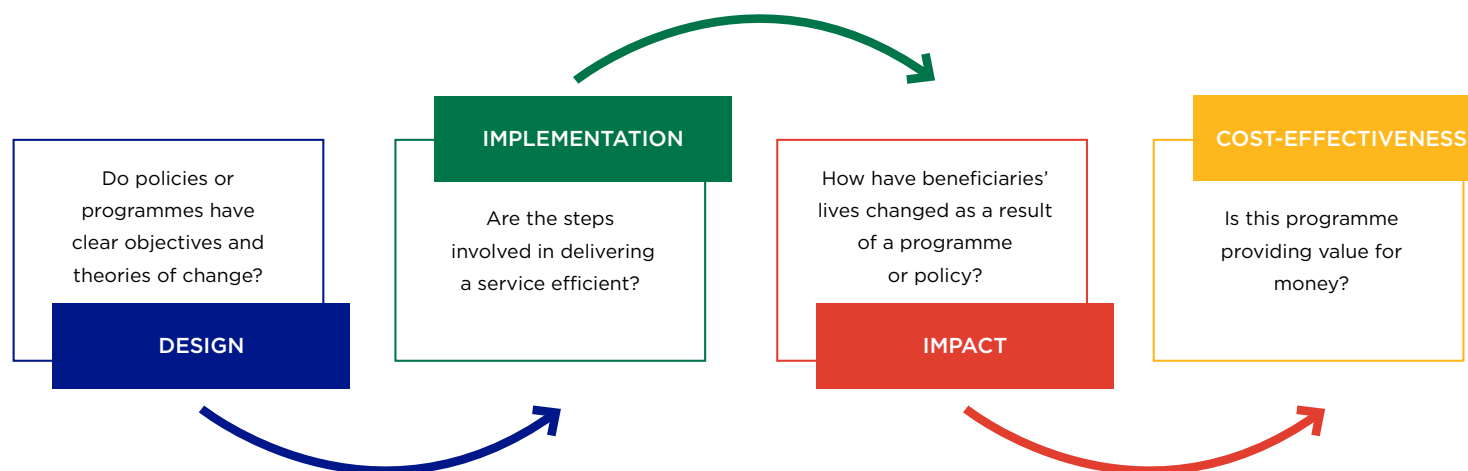
Criterion	Key Question	Definition
Relevance	Is the intervention doing the right thing?	The extent to which the intervention objectives and design respond to the needs of beneficiaries, global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change.
Coherence	How well does the intervention fit?	The compatibility of the intervention with other interventions in a country, sector or institution. The extent to which other interventions (particularly policies) support or undermine the intervention, and vice versa.
Effectiveness	Is the intervention achieving its objectives?	The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups. Analysis of effectiveness involves taking account of the relative importance of the objectives or results.

Criterion	Key Question	Definition
Efficiency	How well are resources being used?	The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way. “Economic” is understood as the conversion of inputs (funds, expertise, natural resources, time, etc.) into outputs, outcomes and impacts, in the most cost-effective way possible, as compared to feasible alternatives in the context. “Timely” delivery is within the intended timeframe, or a timeframe reasonably adjusted to the demands of the evolving context.
Impact	What difference does the intervention make?	The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects. Impact addresses the ultimate significance and potentially transformative effects of the intervention. It seeks to identify social, environmental and economic effects of the intervention that are longer term or broader in scope than those already captured under the effectiveness criterion.
Sustainability	Will the benefits last?	The extent to which the net benefits of the intervention continue or are likely to continue. This includes an examination of the financial, economic, social, environmental, and institutional capacities of the systems needed to sustain net benefits over time. Involves analyses of resilience, risks and potential trade-offs. Depending on the timing of the evaluation, this may involve analysing the actual flow of net benefits or estimating the likelihood of net benefits continuing over the medium and long-term.

These are general criteria that can be used as a basis for developing evaluative questions through the full range of evaluation topics, i.e. from the evaluation of single interventions through to thematic or sector-wide

evaluations. Typical evaluative questions linked to specific types of evaluations are shown in Figure 3 below:

FIGURE 3: EVALUATION QUESTIONS FOR DIFFERENT TYPES OF EVALUATIONS



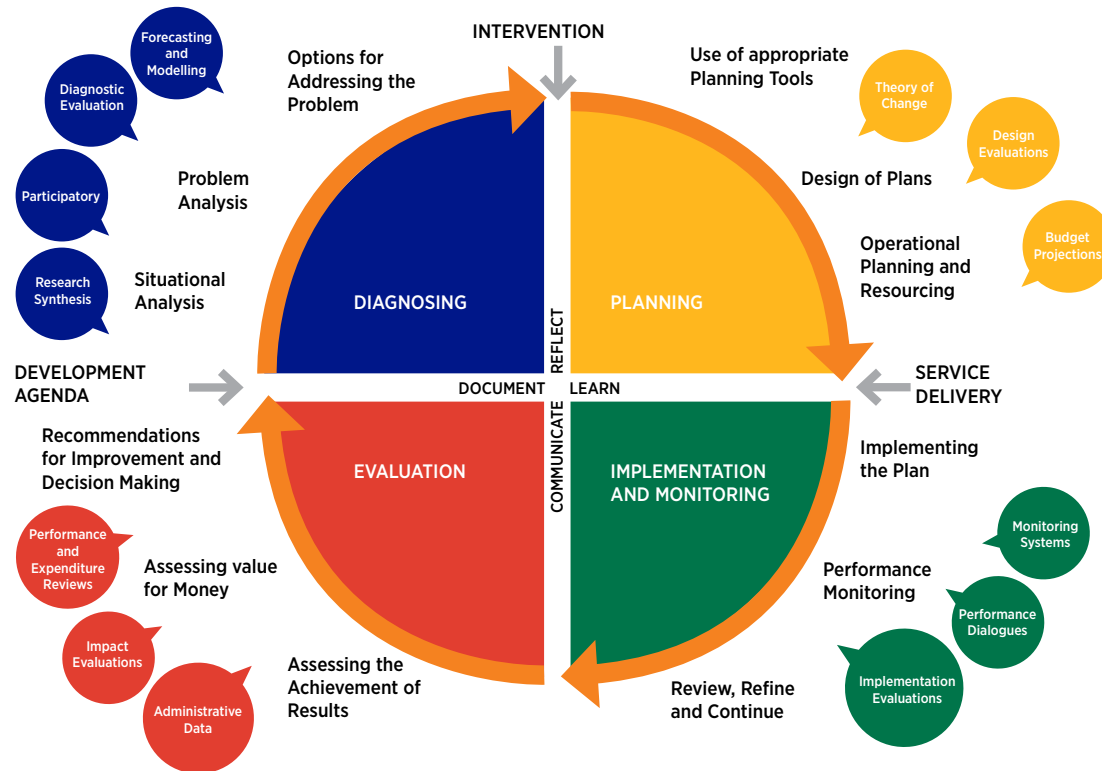
2.1.6 LOCATION OF EVALUATION IN THE POLICY AND PROGRAMME CYCLE

Evaluations seek to provide an objective view through rigorous research methods to inform conclusions about performance, reasons for good performance and poor performance, and to suggest recommendations for improvement.

cycle for policies and programmes, and indicates stages in which the use of evidence adds value to problem diagnosis, planning design, implementation, monitoring and evaluation processes to improve the developmental results associated with government’s policy delivery¹².

Figure 4 is an illustration of a generic planning and implementation

FIGURE 4: USING EVIDENCE IN THE POLICY AND PROGRAMME CYCLE



¹² Department of Planning, Monitoring and Evaluation. (2015). "Diagnostic of Research in DPME". First draft report, Department of Planning, Monitoring and Evaluation, unpublished.

Evaluations can be undertaken at the following key stages of the policy and programme life cycle:

- **Diagnostic phase:** Diagnostic evaluations are undertaken to understand the root causes, and potential options for addressing a particular policy or programme problem. Evaluation / research synthesis assesses the current situation (what is known about the problem) and analyses emerging trends from a series of studies. The diagnostic evaluation should also include a gender analysis to determine if and where specific inequities exist that require a policy and/or programmatic intervention.
- **Design phase:** Design evaluations are undertaken to assess the strength of the theory of change, the log frame, the indicators and the implementation plan – and how they provide relevance and coherence. At this stage it is important to ensure that indicators are developed that are gender sensitive and can measure difference in outcomes /

impact for women and men.

- **Output / Implementation phase:** Implementation evaluations are conducted to understand the implementation of plans, programmes, and policies with an aim of reviewing and improving them. These evaluations should determine whether any specific beneficiary group is being under-served or receiving services that are fundamentally inequitable.
- **Outcome and Impact phase:** Outcomes and impact evaluations are conducted to assess whether desired changes have been achieved. Economic evaluations are undertaken to understand whether costs equal the benefits and whether value for money is being obtained. Economic evaluations should assess the extent to which the initial investment (budget) was gender responsive and how these translated into gender equitable outcomes.

2.1.7 LINKS BETWEEN EVALUATION, PLANNING AND BUDGETING

It is essential to align the evaluation process with planning and budgeting so that future plans and policy development are informed by evidence attained from that strategic alignment. The adoption of the National Development Plan (NDP) in 2012 and the Medium-Term Strategic Framework (MTSF) in 2014 respectively provide the means to measure implementation progress over the mid-term and long-term. These frameworks provide guidance on government's strategic policy priorities and are critical in informing departments about which evaluations ought to be undertaken.

The Gender Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing (GRPMMEA) Framework outlines an integrated and holistic

approach to the planning cycle, including the mainstreaming of gender equality and women's empowerment considerations into each component of the cycle. The Gender-Responsive Planning Framework proposes the mainstreaming of gender across the country's planning, budgeting, monitoring and evaluation systems¹³. Gender-responsive evaluations are, as a consequence, applied when evaluating any project or programme with an explicit focus on women's rights or women's empowerment, or which particularly targets women. However, gender-responsive evaluations can also be employed in any kind of project or programme that seeks to contribute to social impact, irrespective of whether or not they specify gender-sensitive objectives.

A good quality plan should include a **diagnostic analysis** of the current situation and the forces at play, which are likely to be the main strategic drivers of change. It should also explain the **logic model or theory of change** of the plan, in other words, the causal mechanisms between the activities, outputs, outcomes and impacts (see Figure 3 above). This in turn forms the basis for a logical framework that sets out the results chain of the plan. It should provide a rationale and/or explain the underlying hypothesis that informs the programme plan and outline what objectives and targets will be achieved. It should also be explicit regarding the assumptions being made about the external environment.



**SECTION 3:
INSTITUTIONALISATION
AND UNDERTAKING
EVALUATIONS IN
GOVERNMENT**



3.1 INTRODUCTION

This section describes the approach to institutionalising and undertaking evaluations to respond to challenges identified during the implementation of the NEPF from 2011 to 2018. This framework incorporates approaches and strategies aimed at strengthening the institutionalisation and mainstreaming of evaluation in the country.

Section 3 is divided into three subsections enlisted below:

- Cross cutting elements of institutionalising evaluations;
- Institutionalising evaluations in the South African government;
- NEPF Review Period.

3.2 CROSS CUTTING ELEMENTS OF INSTITUTIONALISING EVALUATIONS

3.2.1 PLANNING FOR EVALUATIONS

To ensure proper planning for evaluations by Government, all state institutions are required to develop evaluation plans which outline the evaluations to be conducted during a certain period. Guidelines on the key processes for developing evaluation plans is described in detail under specific sections for each sphere of Government as defined below:

- National Evaluation Plan (NEP): The NEP is a government evaluation agenda consisting of priority evaluations identified by the DPME in consultation with oversight institutions such as National Treasury, the Public Service Commission (PSC), Auditor General (AG), the Department of Women, Youth and Persons with Disabilities, and custodian departments (intervention owners) and various government oversight structures.
- Provincial Evaluation Plans (PEPs): A PEP is a plan that consists of evaluations identified by the Offices of the Premier (OTPs) through

a process of consultation with provincial oversight structures and respective sectors.

- Departmental Evaluation Plans (DEPs): The DEP is a plan that consists of evaluations identified by departments. Each line department must develop its own DEP following a process outlined in the DPME Guideline on Departmental Plans.
- The Local Government Evaluation Plan (LGEP) must be developed in the form of DEPs of the National and Provincial Departments of Cooperative Governance and Traditional Affairs (CoGTA).
- State Owned Enterprises Evaluation Plans (SOEEPs): These are evaluation plans that are developed together with line-function departments outlining evaluations to be undertaken by/ for SOEs.

3.2.2 CRITERIA FOR IDENTIFYING EVALUATIONS

The criteria for identifying evaluations to be incorporated in Evaluation Plans are provided below. The development of evaluation plans across the different spheres of Government, however, should be guided by the following generic criteria:

- **Alignment to the key priorities of government:** Evaluations should be guided by the National Development Plan (NDP), 5-Year Implementation Plan/ MTSF, Sector Reviews, the 7 priorities of government and other relevant strategic government policies, which will be used as the main criteria for the selection of NEP evaluations.
- **Impact of the intervention:** Priority must be given to interventions with a broader intended contribution to the attainment of the MTSF goals and NDP vision.
- **Alignment with the planning cycle of Government:**
 - Annual Performance Plans (APPs) / Framework for Strategic and Annual Performance Plans (FSAPPs) will be taken into consideration.
 - Identification of the proposed type of evaluation linked to the planning cycle. Focus should be on the six types of evaluation, namely Diagnostic, Design, Implementation, Economic, Synthesis and Outcome/Impact Evaluations. The type of evaluation will be dependent on the identified problem, evaluation purpose and key questions.
- **Performance of the intervention:** Consideration must be given to both weak performing and best performing interventions with a view to improve and promote learning and future implementation.
- **Achieving gender equity through interventions:** Evaluation processes must be engendered to ensure that gender equality considerations are addressed across the evaluation, and that the differential impact of interventions on women and men are appropriately measured and assessed.
- **Inclusion of issues related to vulnerable / marginalised groups:** Identified evaluations must consider how programme interventions target the needs of vulnerable groups (either intentionally or unintentionally) to provide an indication of how issues relating to identified groups were planned for or how such groups have benefited from the programme or policy being evaluated.
- **Periodicity of evaluations:** Prioritise interventions that have not had a major evaluation for the past 3 years.
- **Projected time frame for completing an evaluation:** Where solutions are required immediately, short-term evaluations such as rapid evaluations should be considered. Where decisions are needed based on policy/programme performance at an outcome level, however, impact evaluations must be conducted, which would have a longer evaluation duration;
- **Budget availability to undertake evaluations:** State institutions must make budget and resources available to ensure that evaluation plans are implemented. Where resources are limited, innovative ways of saving costs are encouraged. These include partnerships amongst state institutions, collaboration with tertiary institutions and/or the private sector in an integrated manner for maximum impact; and
- **Public Interest and / or media attention:** Issues that are of public interest or receiving dominant attention in the media should also be prioritised. This will enable Government to remain in touch with issues facing communities.

3.2.3 PREPARING FOR EVALUATIONS

This section provides an overview of the different stages of the evaluation process. Note that the process of evaluation is as important as the product, as the process can ensure that the primary intended users understand the findings and are committed to implementing them. The evaluation process must be inclusive, collaborative and transparent, and should ensure that all evaluation stakeholders (government, civil society and beneficiaries) are provided with adequate opportunities for engagement and dialogue. It is therefore imperative for evaluators to take note of the seven guiding principles for monitoring and evaluation, as set out in the Government Wide Monitoring Evaluation (GWME) System:

- Evaluation should be development-oriented and should address key development priorities of government and of citizens.
- Evaluation should be undertaken ethically and with integrity.
- Evaluation should be utilisation oriented.
- Evaluation methods should be sound.
- Evaluation should advance government's transparency and accountability.
- Evaluation must be undertaken in a way which is inclusive and participatory.
- Evaluation must promote learning.

The following factors must be taken into account when considering and planning evaluations:

- The **object** of evaluation;
- The primary intended **user** of the evaluation;
- The **purpose** of the evaluation;
- The evaluation **methodology**;
- The types of **questions** being asked;
- The **type** of evaluation required;
- The imperative to focus on **gender equity** and other equity issues related to vulnerable groups; and
- The **priority** interventions to focus on.

a) The Unit of Analysis or Object of Evaluation

The units of analysis or **objects** of evaluation range from: policies; plans; programmes; projects; sectors, organisations or institutions; to individuals. However, in this framework focus is placed on policies, plans, programmes, sectors and projects. Practice notes or guidelines will be issued as guidance for specific objects of evaluation, e.g. policy evaluations or megaprojects.

b) Primary Intended Users

In utilisation-focused evaluations, the focus is on the primary intended users, and working with them to learn and take forward the results of the evaluation¹⁴. In this framework, the primary intended users will most likely be managers of departments who need to understand the way their interventions are working in practice, and the outcomes and impacts these are having and why. Managers who understand where gaps exist in the provision of equitable services are better placed to respond based on the data and knowledge generated through evaluations.

c) Unpacking the Purposes of Evaluation

It is important that key stakeholders agree on the main purpose or purposes of evaluation and be aware of any possible conflicts between purposes. The purposes of an evaluation will inform (and be informed by) the evaluation timelines, resources, stakeholders involved and choice of evaluation options for describing implementation, context and impact. Unpacking the purpose of evaluation therefore entails identifying and grouping interrelated issues to conceptualise the particular reasons for undertaking an evaluation in relation to the wider development agenda and concerns that delivery of government services must have equitable outcomes.

d) Evaluation Methodology

A range of methodologies may be appropriate, and the methodology must serve the purpose of the evaluation. A wide range of research techniques and data sources can be used, depending on the evaluation object and the evaluation questions at hand. However, evaluations must be systematic, structured, objective and ethically conducted, and must use defensible techniques for data collection and reliable data sources. The validity and credibility of the methodology applied is important for the use of evaluations by policymakers and programmers. Proper pre-design,

design and preparation is critical for evaluations. This could also involve the use of an **evaluability study** to assess the practicality of embarking on a particular evaluation.

Pre-design should be undertaken to establish the evaluability of the unit of analysis (programme, project) to ensure that:

- The evaluation object is properly understood by the evaluation client, and the evaluator;
- The evaluation is properly focused, appropriately designed and undertaken;
- The evaluation takes into account the equity challenges that exist in a particular sector; and
- The evaluation will deliver credible, reliable, valid information in a way which promotes learning.

Design should specify the unit of analysis to ensure that:

- The problem statement is aligned to the unit of analysis;
- Evaluation questions appropriately address the problem statement; and
- The evaluation methodology is designed to respond to the evaluation questions.

Preparation: A literature review or research synthesis should be conducted prior to the pre-design and design phase, or as part of data collection during the study. The evaluation project leader must:

- Determine and clarify the object of the evaluation;
- Assess availability, credibility, and viability of data;
- Draft the terms of reference; and
- Decide whether to undertake the evaluation internally or externally.

¹⁴ Michael Quinn Patton (1994): "Utilization-Focused Information and Training", Education Practice, Vol. 15, No. 3, 1994, pp. 311-319, JAI Press.

Issues for consideration

Evaluation requires the involvement of the programme management team to ensure ownership of results and inclusion of other partners or stakeholders, beyond the line function that manages the programme. It is therefore advisable that key partners are involved in each step of the evaluation process for ownership and use. Involvement of programme beneficiaries in the evaluation sample will ensure that their perceptions and experiences are considered as part of the evaluation study, where appropriate. Evaluators must ensure that any stakeholder engagements include the active participation of women, youth and persons with disabilities, as well as any other vulnerable groups that may have a direct interest in the outcomes of the evaluation.

When examining data quality, whether primary or secondary sources, the evaluator needs to look at what (if any) appropriate data are available and how useful the data actually are for analysis. All efforts should be made to source sex-, age- and disability-disaggregated data to ensure that end users of evaluations have access to more granular information. Where no specific data sets exist, evaluators may consider using appropriate proxy data as a means to analysis. To judge the quality of data, Statistics South Africa's SASQAF standards should be used (relevance, accuracy, timeliness, accessibility, interpretability, coherence, methodological soundness and integrity).

Developing Terms of Reference: the terms of reference for all evaluations should contain the following key elements:

- The evaluation objectives;
- The scope of the evaluation;
- The evaluation products / deliverables;
- The methodology or evaluation approach, including how the evaluation will respond to gender equity and other equity issues;
- Composition of the evaluation team; and
- Evaluation implementation arrangements.

The terms of reference should include a clause permitting flexibility for the evaluation team to determine the best approach to collecting and analysing data. The DPME has developed a Guideline for drafting standard terms of reference for government departments and entities (available on the DPME website). Gender Focal Points and Focal Points with responsibility for other vulnerable groups should review the evaluation ToR to ensure that it responds adequately to equity considerations.

3.2.4 EVALUATION IMPLEMENTATION

a) Inception phase

There should be an inception phase during which the evaluators decide on the evaluation object and theory of change, scope, questions, methodology, process, reports; and where the evaluation is outsourced, costs and payments. At the inception phase the evaluators should demonstrate how they will address gender equality issues, as well as any other issues that may have a bearing on the interests of vulnerable populations. An inception document must be approved by the project head and the evaluation steering committee.

b) Steering Committee

For all evaluations, there must be a Steering Committee. This group provides technical support, advice and expertise. Attention should be given to the composition of the Steering Committee. Other relevant stakeholders e.g. other government departments, civil society organisations, beneficiary representatives, donors, as well as international organisations or agencies and academics may form part of the steering group. The steering group should be chaired by the evaluation project leader. For rapid evaluations, refer to the DPME Rapid Evaluation guideline.

c) Management and support

There should be regular technical meetings between the evaluation team and the evaluation steering committee or organisational team so that any evaluation-related technical issues or challenges can be addressed. This includes regular briefings of senior managers or political principals, so they are kept fully abreast, involved and supportive of the process and the emerging evaluation products.

d) Recommendations and management response

During the formulation of recommendations, the following steps are needed:

- Evaluators draw up recommendations with the support of the programme managers;
- Evaluators must ensure that all recommendations are evidence-based, that they respond adequately to equity challenges, and that they have strong utilisation value. The evaluator should refer to the DPME Evaluation Guideline 2.2.17 which provides guidance on how best to develop actionable recommendations;
- Management responds to the findings and recommendations of an evaluation report, and prepare a management response, either accepting the results or indicating where they disagree and giving reasons.

e) Assuring credible and quality evaluations

A **peer review** process should be established for all evaluations to ensure the credibility of evaluations. This could include peer departments, academics and experts in the field, including a gender specialist and any other thematic specialist depending on the focus of the evaluation. Peer reviewers provide an independent view on the process as well as the product.

A validation process may be necessary so that the findings of the draft report can be presented to stakeholders to ensure the results of evaluations are acceptable and can be utilised. Improving the likelihood of utilisation means the evaluations should be credible and conducted to appropriate quality standards. The use of evaluation findings is improved by focusing on three features of an evaluation¹⁵:

- Evaluations are **relevant and timely** for decision-making. Evaluations become salient by seeking answers to questions of importance in programmes and policies in time for decision processes.
- Evaluations are legitimate by being **objective, unbiased and inclusive**. Strengthening legitimacy can be attained through the involvement of the stakeholders who will use the evaluation results. Using peer review and synthesis of existing knowledge can help to assure users of evaluations that the analysis is unbiased.
- Evaluations are credible when they pass the tests of **research validation** appropriate to the situation. There are varying degrees of validation that can be conducted on an evaluation. To a large extent the tests conducted depend on the questions and the required timelines for answers. In some instances, e.g. design evaluation, interviews alone are sufficient. For impact evaluation a range of statistical validation approaches may be required.

The African Evaluation Guideline (2015) is a checklist to assist in planning evaluations, negotiating clear contracts, reviewing progress and ensuring adequate completion of quality evaluations¹⁶. In interacting with these features decisions need to be taken on the relationship of the evaluator to the programme or policy. A common question faced by organisations wishing to evaluate their policies and programmes is whether the evaluation should be undertaken by staff members ('internal evaluators')

or non-staff members ('external evaluators'). There are tensions between the degree of ownership (highest if conducted internally) and the degree of independence and external credibility (highest if external to the organisation, and external to government). This leads to different options in commissioning evaluations:

- **Internal** can mean the programme staff, or the organisation involved;
- **External** can mean external to the programme, external to the organisation, or non-government evaluators; and
- **Joint** can mean that evaluators are external to the organisation, but regularly interact in the evaluation of the programme, potentially from design through to impact.

These terms can also refer to the initiators of an evaluation – who request the evaluation in question (programme staff, the organisation itself, or an external body such as the PSC) - as well as those who actually undertake the evaluation.

f) Improvement plan

Following the management response, the following steps are required:

- A stakeholder workshop should be organised to develop an improvement plan;
- Following the production and quality assurance of the improvement plan, the accounting officer(s) of the respective government institution must approve it and monitor its implementation.

¹⁵ This listing is adapted from: David and Lucile Packard Foundation. (2010). Linking Knowledge with Action. Retrieved November 5, 2010, from <http://www.packard.org/assets/files/conservation%20and%20science/Linking-Knowledge-with-Action.pdf>; and Lee, K., & Rowe, A. (in preparation). Linking Knowledge with Action: an approach to philanthropic funding of science for conservation

¹⁶ <http://www.afrea.org/content/index.cfm?navID=5&itemID=204>

g) Communicating Evaluation Results

Evaluations have different messages for various stakeholders and audiences. Therefore, it is imperative that messages are drawn out potentially in a range of documents for different audiences – i.e. political (short and to the point), technical audiences (more detailed) and other beneficiaries etc. The following steps should be followed:

- Develop a dissemination process for evaluation reports, including publishing evaluation reports on relevant websites and social media sites, developing communication materials on the evaluation, sharing findings with key stakeholders as well as the media;
- The department must ensure that the full evaluation reports are posted on their **websites** together with the management response;

- A copy of the evaluation report must be submitted to **DPME** for lodging on DPME's website;
- Copies of the evaluation should be sent to the relevant stakeholders;
- The format of summary evaluation reports should follow the **1/5/25** rule which include:
 - a one-page policy summary of key policy messages;
 - a 5-page executive summary; and
 - a 25-page summary report from the main evaluation report.

3.2.5 MONITORING OF THE IMPROVEMENT PLAN

Following the completion of an evaluation, the implementation of key identified evaluation recommendations must be incorporated in the Annual Performance Plans (APP) of the responsible Government institution. National/Provincial Treasury should utilise the findings and recommendations of the evaluation report as a source of evidence to support

gender-responsive budgeting processes. The Annual Reports of the responding department/s should reflect progress made in implementing the evaluation results. This will enable the implementation of recommendations to be monitored through the Government Wide Monitoring and Evaluation (GWM&E) system.

3.2.6 STANDARDISED SYSTEMS

One of the ways to ensure quality, particularly when there is limited capacity, is to have in place and readily available a standardised set of evaluation tools. DPME will continue to issue standard-setting guidelines for evaluation to complement this Framework. These will include such elements as:

- Standardised terms of reference for different types of evaluation;
- Standardisation of evaluation processes to improve quality;
- Guidelines for gender responsive evaluations;
- Guidelines for improvement plans;
- Repository for warehousing of data generated during evaluations.

3.2.7 OPTIMISING LIMITED CAPACITY

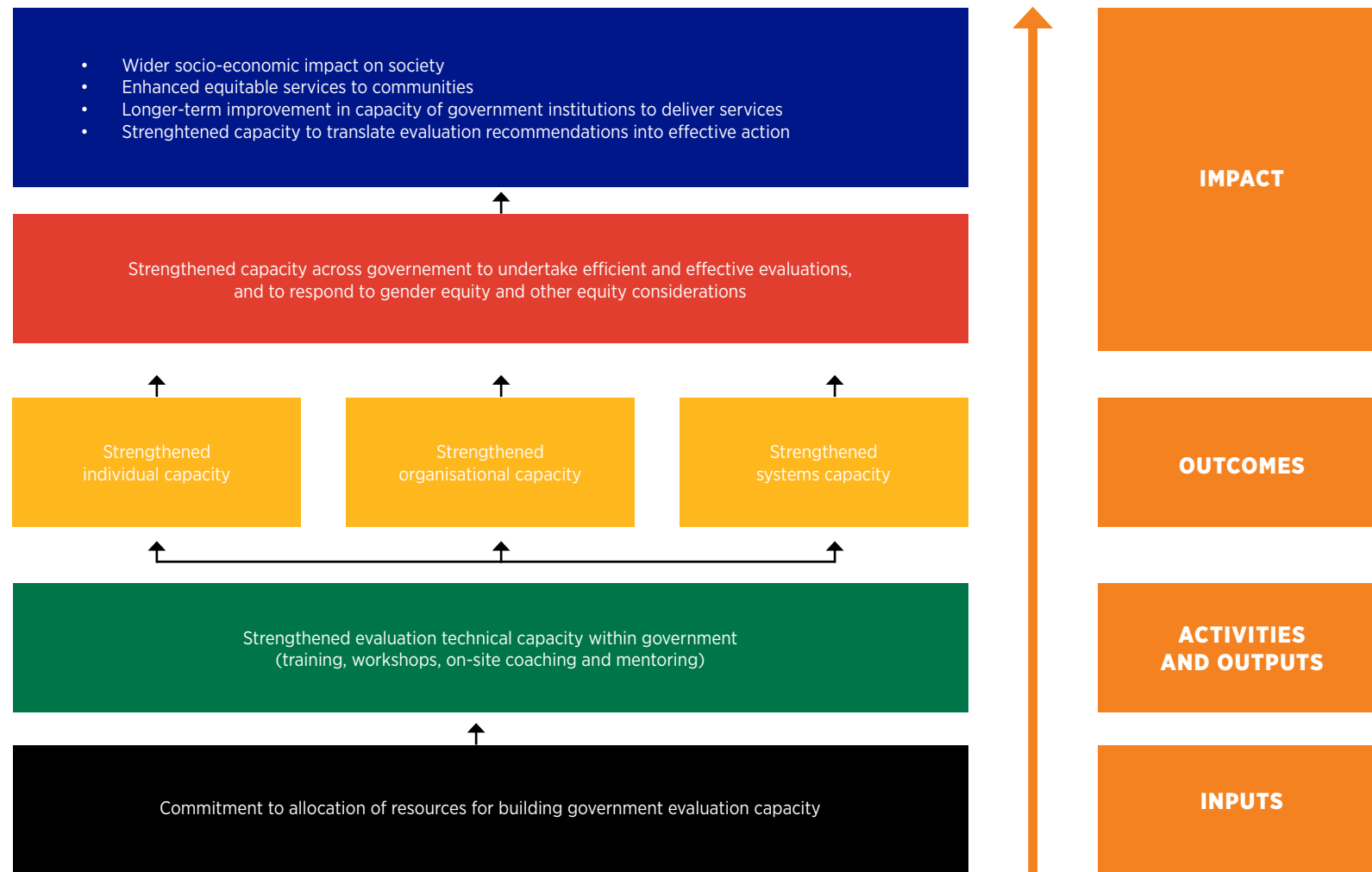
There is limited evaluation capacity in government and externally. DPME as the custodian of evaluations in Government will, therefore, provide evaluation capacity building programmes at an individual, organisational and systems levels. This will include:

- **Technical evaluation support to state institutions:** this will be provided through a structured approach which includes supporting:
 - National Departments through their sector forums;
 - Provincial Departments using the Provincial M&E forum with specific focus on evaluations;
 - Municipalities in partnership with CoGTA;
 - SOEs / SOCs through their responsible Departments.
- **Rolling out of evaluation training:** this will involve on-site training, coaching and mentoring by DPME officials to provide practical skills on undertaking evaluations in partnership with experts in different fields.
- **Establishing partnerships:** working with institutions of higher learning, research institutions, professional bodies and civil society organisations to provide relevant evaluation theories as well as new innovations and methodologies to keep government officials abreast of scientifically adopted developments in the evaluation field.
- **Encourage the use of existing government resources in undertaking evaluations:** this includes the use of technology and innovation mechanisms, utilising government field workers, and adopting integrated operating models to optimise internal resources.
- **Include capacity development / mentoring elements** in service-delivery agreements for outsourced evaluations.
- Support initiatives to transform and increase access into the evaluation sector, using approaches such as procurement as a tool to ensure that emerging evaluators are brought into the system, and encouraging a broader range of universities to participate in the system. This initiative should target the following groups:
 - Small, Medium and Micro Enterprises (SMMEs) in the evaluation sector;
 - Unemployed graduates, and in particular postgraduate students, who can be used for data collection;
 - Women, youth and people with disabilities who can be utilised in data collection exercises; and
 - Retired former senior public servants e.g. Chief Directors, Deputy Director-Generals (DDGs), Director-Generals (DGs), MECs, Deputy Ministers and Ministers.

In order to operationalise this DPME must develop a capacity development strategy to ensure inclusiveness and wider participation. The evaluation capacity building strategy should address the need to build state capacity

on evaluation at individual, organisational and system level to ensure a functional National Evaluation System as depicted in the diagramme below.

FIGURE 5: BUILDING STATE CAPACITY ON EVALUATION AT THE INDIVIDUAL, ORGANISATIONAL AND SYSTEMS LEVELS



As indicated in Section 1.3, the NEPF is applicable to all state institutions. It is acknowledged, however, that state institutions are at different levels of implementation and capacity when it comes to conducting evaluations.

The evaluations process begins with planning, followed by implementation and monitoring. Hence, the roll out of evaluations in each sphere should be articulated in this order.

3.2.8 INSTITUTIONALISING EVALUATIONS IN SOUTH AFRICAN GOVERNMENT

Criteria for Selecting National Evaluations

DPME as a custodian of government planning, monitoring and evaluation is responsible for the monitoring and the evaluation of government's developmental progress through the implementation of the National Evaluation Plan (NEP). The NEP must identify and articulate evaluations to be undertaken based on the seven priorities of government which are planned for through the MTSF. This plan must prioritise evaluating critical programmes for the achievement of MTSF commitments. This process enables government to determine what is working or not working and to measure progress towards the achievements of the country's developmental priorities and goals.

National Evaluation Plan Development Process

DPME, through the Evaluation Unit, will identify possible evaluations to be undertaken in line with the Integrated Monitoring and Evaluation framework of the MTSF. The MTSF integrated M&E framework prioritises areas of focus which are critical to the attainment of the MTSF goals

aligned to the seven priorities of government. Proposed evaluations will be designed in the form of concept notes prepared in consultation with government oversight structures such as the Auditor-General of South Africa (AGSA), National Treasury, Department of Public Service and Administration (DPSA), Department of Women, Youth and Persons with Disabilities and the Public Service Commission (PSC). The main purpose of this consultation is to ensure that the proposed evaluations are focusing on critical government priorities. This will be followed by further consultations with the affected departments, which will include engaging on matters such as the processes for evaluations to be undertaken, including finalising funding arrangements as outlined in the National Evaluation Plan. The identified and agreed upon national evaluations to be undertaken as part of the National Evaluation Plan should be planned for and implemented to also provide evidence for the district development implementation model.

Implementation of the National Evaluation Plan

DPME must ensure effective implementation of the National Evaluation Plan using relevant and coherent evaluation approaches. These approaches include rapid evaluation, and developmental evaluation approaches as indicated in the NDP. Part of the implementation of the National Evaluation Plan should ensure the production of credible evaluation reports. This should include undertaking peer review and quality assessment processes. Co-production is encouraged as it is one of the tools that can be utilised to build state capacity on evaluation. DPME, in collaboration with the Department of Women, Youth and Persons with Disabilities, must ensure that the key evaluation elements of the GRPBMEA Framework guide the design and implementation of evaluations.

3.2.9 DEPARTMENTAL EVALUATIONS

Departmental Evaluation Plans

The National and the Provincial Evaluation Plans (NEP and PEPs) focus on national and provincial priorities in line with the MTSF. While all government departments are contributing ultimately to these priorities, some departmental priorities may not be included in the NEP or PEPs due to the selection criteria. This means that departments must conceptualise and plan for the evaluations they would like to undertake which are critical to the achievement of their Strategic Plans and Annual Performance Plans. To guide this process, the DPME has developed a guideline on the development of Departmental Evaluation Plans. To strengthen DEPs, the revised Framework for Strategic Plans and Annual Performance Plans (FSAPPs) requires Departments to plan for undertaking mid-term and end of term evaluations as part of their Departmental Evaluation Plans.

Implementing the Departmental Evaluation Plans

Over the implementation period of the NEPF 2011 it was evident that

Ensuring the Use of Evaluation Results

As outlined in Section 2, the main purpose of undertaking evaluations is to ensure effective use of evidence in decision making. It is therefore of paramount importance to ensure that evaluation results are used in government decision making processes. Evaluations undertaken through the National Evaluation Plan are meant to guide strategic decisions on programmes and policies that are critical to the attainment of the country's developmental goals. It is in this regard that evidence produced in these evaluations will be tabled to Cabinet and used as one of the elements for budget consideration during the Minister's Committee on Budget deliberations (MINICOMBUD).

although many Departments developed DEPs as a standard monitored through MPAT, not all Departmental Evaluation Plans were implemented. This was due to various factors which include budget availability, capacity constraints and in some cases fear of evaluations being misused as a punitive measure. To improve the implementation of DEPs, Departments are required to undertake at minimum two evaluations during a strategic plan period as indicated in the FSAPPs. These evaluations include:

1. **A Midterm evaluation:** an informative evaluation to be undertaken in the middle of the term to assess whether the Department is on the correct path towards achieving its set five-year strategic objectives.
2. **An End of Term evaluation:** a summative evaluation to be undertaken at the end of the term to assess whether the Department has achieved its five-year strategic objectives.

In addition to its evaluation mandate the DPME will continue to provide capacity building support and technical evaluation support to Departments through existing forums such as M&E forums with the aim to build a state capacity to undertake evaluations.

Ensuring Use of Evaluations

The DPME will track the implementation of DEPs for provincial departments through the Offices of the Premiers. The FSAPPs also require Departments

to indicate how evaluation results are incorporated into their Annual Performance Plans (APPs). Incorporating performance assessments of key activities of evaluations (as included in improvement plans) into the APPs enables Departments to strengthen monitoring of these activities. This will also allow government to gauge whether evaluation results are substantively used in decision making by government departments.

3.3 INSTITUTIONALISING EVALUATION IN THE LOCAL GOVERNMENT SPHERE

The 2011 NEPF inevitably excluded local government from the national evaluation system, as efforts in the early years were concentrated towards advocating for the up-take of the policy by national and provincial departments. Experience from implementing the system since 2011, as well as results of the Evaluation of the NES (2016), indicate that in order to successfully institutionalise the practice of evaluations in the public sector, DPME should collaborate with DCOG. The purpose of this will be to use the existing building blocks to expand the scope of the NEPF to municipalities. This expansion recognises the key role of local government in achieving the vision and goals of the state as outlined in the National Development Plan 2030; and should be aligned with the District Model approach promulgated by the sixth administration.

In 2017, DPME conducted a situational analysis of the status of evaluations in metros in response to requests from various municipalities requiring support to undertake evaluations at the local level. The study concluded that whilst DPME does not have a legal mandate to enforce evaluations

in municipalities, institutions working with municipalities generally recognised and welcomed the value of DPME, as the custodian of the National Evaluation System, in facilitating institutionalisation of the evaluation practice at the local government level. All institutions interviewed as part of the study expressed a need for DPME to support metros to integrate within the NES¹⁷.

Legislations supporting Local Government Evaluation Plans

The aim and objectives of this section is to provide a brief background on the legislation and policy imperatives of local government sphere in fulfilling its Constitutional mandate. Chapter 7 of the Constitution of the Republic of South Africa provides that: “the National government and provincial government, by legislative and other measures, must support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and to perform their functions¹⁸.”

¹⁷ The institutions are national and provincial CoGTA, SALGA, the Office of the Premier (OTP) in KwaZulu-Natal, DPME, the South African Cities Network (SACN), National Treasury and the Local Government Sector Education and Training Authority (LGSETA)
¹⁸ Local Government of the Constitution of the Republic of South Africa. (1996). Government Gazette. (No. 17678).

The Policy Framework for Government-wide Monitoring & Evaluation System of 2007 (GWM&E system) is applicable to all three spheres of government. The framework clearly articulates the roles and responsibilities of various key institutions including the DPME and DCOG. The Department of Cooperative Governance therefore remains the delegated authority legislated to have oversight on the affairs of local government. This necessitates that DPME works through national and provincial CoGTAs to roll out the NES in the local sphere.

This chapter of the framework thus seeks to establish a foundation for partnering with DCoG to expand the NEPF to municipalities¹⁹. It takes into cognisance that the evaluation discipline is continuously evolving, and that the NEPF provides minimum standards for evaluations in government, and thus allows for dynamism and flexibility in its implementation. It must be emphasized that plans and activities to roll out the NES in local government should first and foremost seek to uphold the principles of the NEPF, and simultaneously allow evaluations to be responsive to individual municipal contexts.

In delivering services to communities, the local government sphere is guided by the following legislative and policy prescripts: Constitution of the South Africa, Chapter 7, 152 (1) b, which indicates that local government should “ensure the provision of services to communities in a sustainable manner²⁰” Furthermore, the White Paper on local government clearly indicates that in order for municipalities to be developmental in their approach, they should engender “Integrated development planning and budgeting; Performance management and make sure that Local Government works together with local citizens and partners.²¹”

Similarly, the Local Government Municipal Systems Act of 32 of 2000, makes a strong case for evaluations to be embedded in the local sphere of

government by allowing it to establish a simple and enabling framework for the core processes of planning, performance management, resource mobilisation and organisational change which underpin the notion of developmental local government²².

The Inter-Governmental Relations Framework (IGR) Act of 2005, further highlights how the three spheres of government should co-exist in making sure that legislation and policies are implemented for service delivery commitments. The Municipal Finance Management Act (MFMA) therefore provides a legal basis for the efficient and effective management of public policies and programmes in local government. Moreover, local government should continually and consistently apply National Treasury Regulations and Conditional Grant Prescripts. On the basis of the latter legislative and policy prescripts a legal basis for undertaking different types of evaluation at the local government sphere is provided for.

The MSA and MFMA provide guidance to municipalities regarding performance management and performance oversight, and allocate responsibilities to different government institutions for monitoring and intervention in this regard. Further, the Municipal Systems Act (MSA) and the Municipal Finance Management Act (MFMA) mandate CoGTA and National Treasury to work directly with the metros and to support them.

These prescripts encourage local government to foster a culture of using evaluations to support planning, policy-making and budgeting processes for all their programs.

¹⁹ No explicit reference is made to Municipal Entities, which may, where appropriate, also make use of the NEPF 2019-2024 through guidance from the Municipality
²⁰ Local Government of the Constitution of the Republic of South Africa. (1996). Government Gazette. (No. 17678).
²¹ The White Paper on Local Government, 9 March 1998
²² Local government Municipal systems act of 32 of 2000

There is a need for DPME to develop an implementation plan in consultation with various role players to roll out the NES in municipalities at the approval of the 2019/24 NEPF. In principle, the roll out will be iterative and targeted according to the appetite shown by municipalities, starting with advocacy through Provincial M&E forums, and the metros in 2019/20, and only working directly with districts and local municipalities in later years.

DPME will also develop a guideline for undertaking evaluations in local government taking into consideration the structures and processes per category of municipality. This should provide further practical guidance to municipalities as they embark on undertaking, evaluations.

In line with IGR Act 2005, the National Evaluation System should not only be cascaded down to local government, it should also allow the evaluation function in the local sphere to develop autonomously and organically in order to establish an integrated NES. It is within the context of the Constitution, the IGR Act 2005, as well as the GWM&E Systems framework 2007, that this chapter of the NEPF on local government seek to provide guidance to local municipalities in all Categories A, B and C²³ on how to go about aligning their evaluation functions with the existing National Evaluation System, as it has so far been established in national and provincial spheres.

Importance of Evaluation in Local Government

The Constitution outlines the following objects of local government, the achievement of which can be further enhanced through evaluations. Objects of local government as set out in Ch. 7 section 152 (1) are:

- to provide democratic and accountable government for local communities;

- to ensure the provision of services to communities in a sustainable manner;
- to promote social and economic development;
- to promote a safe and healthy environment; and
- to encourage the involvement of communities and community organisations in the matters of local government.

The five pillars of the **Back to Basics** (B2B) approach articulated for LG programmes²⁴:

- Basic services: Creating decent living conditions
- Promoting good governance
- Financial management
- Building institutional capacity and
- Public participation

It is important to acknowledge that the practice of conducting evaluations (by both private and public entities) has been there in local government prior to approval of the NEPF in 2011 and its revision in 2019. However, no concerted efforts have been made to establish a systematic evaluation culture in the local sphere. To date there has been little consideration of monitoring as a means of collecting data to inform policy and programme evaluation. The NEPF seeks to ensure that credible and objective evidence from evaluations is used in planning, budgeting, organizational improvement, policy review, as well as ongoing programme and project management, to improve performance and service delivery.

Category A: A municipality that has exclusive municipal executive and legislative authority in its area
 Category B: A municipality that shares municipal executive and legislative authority in its area with a category C municipality within whose area it falls
 Category C: A municipality that has municipal executive and legislative authority in an area that includes more than one municipality
 24 CoGTA. (2016). The presidential Local Government Summit. http://www.cogta.gov.za/cgta_2016/wp-content/uploads/2016/06/The-Presidential-Local-Government-Summit.pdf

In order to improve the effectiveness and efficiency of government interventions, and ultimately better the lives of beneficiaries, municipalities – which are at the coalface of service delivery must be engaged and aligned with the implementation of national and provincial policies and programmes. Much alignment has been seen in the budgeting and planning functions, and to a large extent in monitoring. However, similar alignment has not been achieved in evaluation, and the NEPF (2019-2024) seeks to close this gap.

The Metro situational analysis study of 2017 found that monitoring systems in local government are generally well established. This is due to a legislated system which requires the setting of indicators and measuring targets. However, the reports generated against predetermined objectives often do not provide sufficient data to enable programme evaluations. This is because the predetermined objectives in the Service Delivery Budget Improvement Plan (SDBIP) are usually activity and output-based and it is often difficult to measure outcome or impact indicators on a quarterly or annual basis.

The study concluded that municipalities may need to gather data on additional indicators in order to undertake evaluations. At the time of the study a reporting reform process to establish common indicators across metros and districts was underway²⁵. It was recommended that DPME be engaged in this process to enable municipalities to conduct evaluations. A set of common indicators at outcome and impact levels will provide good grounds for undertaking credible evaluations in future. A partnership between DPME and CoGTA to integrate local government into the NES should focus on two key areas: i) Coordination and Collaboration; and ii) Methodological Innovation.

Coordination and Collaboration

DPME should work closely with national COGTA, and through provincial COGTAs to coordinate advocacy and the use of evaluations in local government. In order to develop evaluation plans in the local government sphere, DPME should continue approaching the Provincial and Local Government M&E Forums as a platform to engage with municipalities. Another important platform for integrated action is the Task Team on Information led by the Auditor General (AG). Involvement of the AG is important in evaluating capital projects as required by the Division of Revenue Act.

- **Phase 1:** Developing a national 3-year rolling DEP which covers national priorities for local government according to the NDP 5 yr Implementation Plan.
- **Phase 2:** Developing (a) one Metro Wide Evaluation Agenda based on common priorities across the Cities; and (b) eight Municipal Evaluation Plans (MEP) for each Metro according to the IDPs.
- **Phase 3:** Developing Municipal Evaluation Plans (MEPs) based on the IDPs for each district through coordination with Provincial M&E Forums. This will also include rapid evaluations in identified priority districts.

To achieve the development and implementation of the evaluation plans at the local government sphere, the following stakeholders are critical: National and Provincial COGTAs; National Treasury; SALGA; and LGSETA.

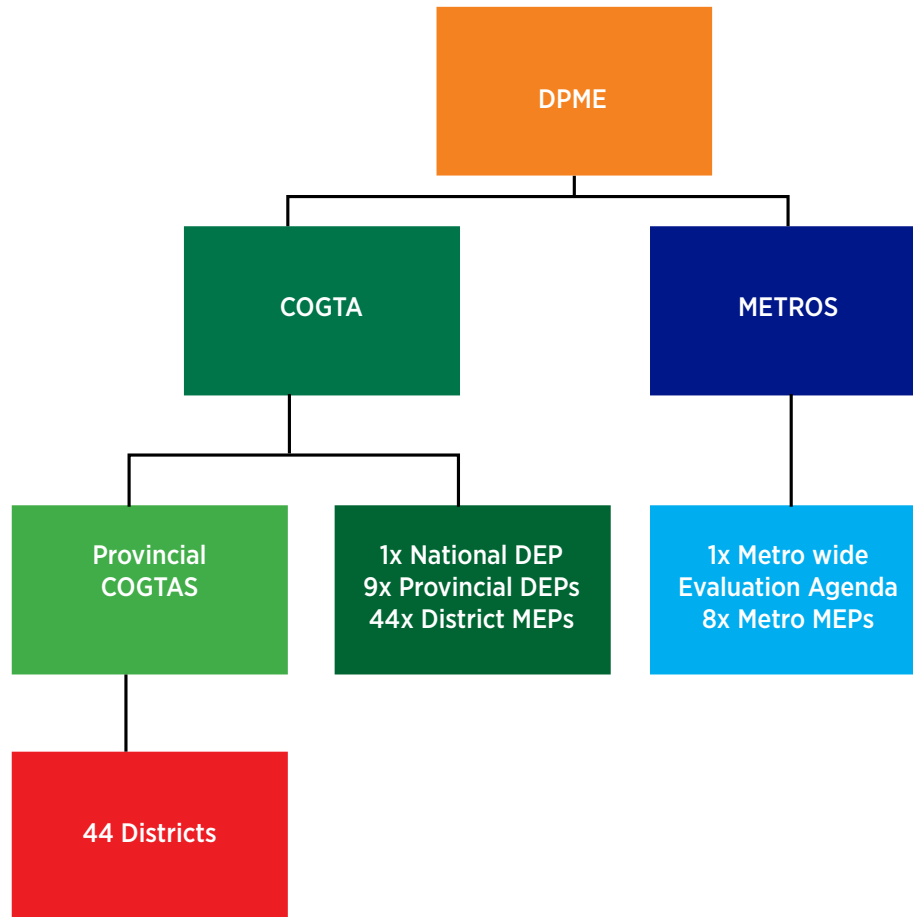
25 see situational analysis of the role of dpme and other national and provincial organisations in institutionalising evaluation in metropolitan municipalities. Since this study was limited to metros, there is a need for more insight on how evaluations have been and are currently being conducted in district and local municipalities.

Methodological Innovation

The Evaluation approach in the local sphere must be responsive and participatory, e.g. collaborative evaluation (which can also include programmes funded by NPOs). Use of technology and existing tools such as Gauteng Citizen Satisfaction Survey and other similar data sets should

be encouraged. The District Implementation Model requires an innovative evaluation approach to be adopted between COGTA and DPME to provide necessary evidence on the implementation of the commitments made during the launch of the programme in different districts.

FIGURE 6: DEVELOPING EVALUATION PLANS IN THE LOCAL GOVERNMENT SPHERE



3.3.1 STATE OWNED ENTITIES (SOES) AND STATE OWNED COMPANIES (SOCS) EVALUATION PLANS

The need to include State Owned Entities (SOEs) has been emphasised in different government platforms, particularly by the mother departments which the SOEs fall under. Given the unique institutional status of SOEs, the DPME will investigate the best possible options to institutionalise

evaluations in the SOEs sector. This assessment should include conducting a feasibility study to provide scientific evidence on how the National Evaluation Policy Framework should be implemented in the SOEs sector.

3.3.2 REVIEW PERIOD OF THE NEPF

The time period for the applicability of this policy framework is 2019-2024, which is aligned to the government planning cycle. This will also allow for lessons learnt to be applied towards further review processes as the evaluation system in the South African government reaches different maturity stages in different spheres and institutions of government. To this end the NEPF will be reviewed every five (5) years.





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