



# NATIONAL EVALUATION PLAN

2017-18 TO 2019-20

3 NOVEMBER 2016



planning, monitoring  
& evaluation

Department:  
Planning, Monitoring and Evaluation  
REPUBLIC OF SOUTH AFRICA



# National Evaluation Plan 2017-18 to 2019-20

3 November 2016

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# Foreword

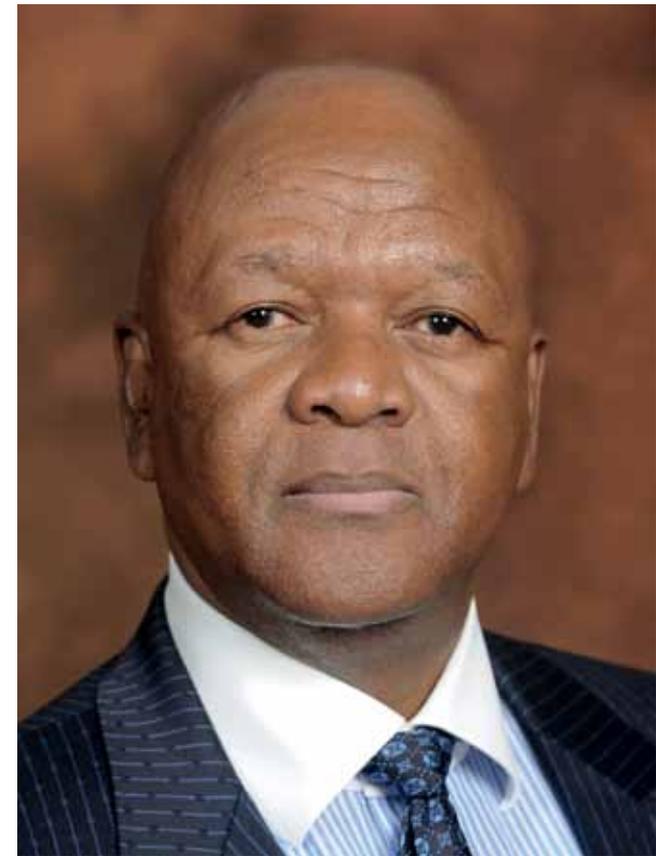
The National Evaluation System has taken root in government with a total of 54 evaluations, covering an estimated budget of R90 billion, which have been either completed or are currently in progress. The results of these evaluations are regularly presented to Cabinet. These evaluations are important since they assist government in having a more significant impact on the lives of ordinary citizens by learning how to improve on service delivery. During the course of the evaluations, we talk to citizens about their experiences of the various programmes, which is then fed back into the redesign. Most of the first evaluations have resulted in significant changes to the programmes or policies being evaluated, indicating the commitment of departments to use the findings for learning. The system is now spread widely across government with 8 provincial plans, 55 provincial evaluations and 29 departments with departmental evaluation plans. This indicates that the process of seeking improvements through evaluation is well underway across government.

This National Evaluation Plan (NEP) for 2017/18 is the sixth NEP, which proposes 5 programmes and policies to focus on. These include a significant focus on safety and security; social determinants of crime; detective services; the entrepreneurship strategy (a key economic one which is led by the Department of Small Business Development); and one on community-based worker models (which is a key part of the service mix for poor people, but not adequately systematised in government). The wider National Evaluation

System is becoming increasingly established with 24 approved guidelines and templates, evaluation standards, competencies for evaluators and government staff managing evaluations, a suit of courses being developed, and over 1700 people who have been trained thus far.

DPME has also established strong links with peer countries such as Mexico, Colombia, Uganda and Benin, where we are actively sharing experiences and tools around evaluation. A new African M&E Partnership, named Twende Mbele, has started with Uganda and Benin, together with the CLEAR Initiative as well as the African Development Bank. We will use this partnership to share experiences across Africa on using M&E and other evidence in order to improve policy-making and implementation, and to develop and implement M&E systems collaboratively. We are committed to learning from our own experience, documenting, reflecting, and sharing this experience both nationally and internationally.

We wish to thank all the partners we have been working with over the last year, including the many national and provincial departments undertaking evaluations, SAMEA, the Graduate School of Policy and Practice at UCT the UK's Department for International Development, the International Centre for Learning on Evaluation and Results (CLEAR), and the International Initiative for Impact Evaluation (3ie).



A handwritten signature in black ink that reads "J. T. Radebe".

**Minister: J T Radebe**  
Minister of Planning, Monitoring and Evaluation

# Contents

<b>Glossary</b>	<b>3</b>
<b>Executive summary</b>	<b>6</b>
<b>1. Introduction</b>	<b>10</b>
1.1 The Framework	10
1.2 Purpose of the National Evaluation Plan (NEP)	10
1.3 Criteria and process used for selection	10
<b>2. Progress with evaluations</b>	<b>14</b>
2.1 Progress with implementation of evaluations to date	14
2.2 Status of improvement plans	18
<b>3. Summary of approved evaluations for 2017/18</b>	<b>22</b>
<b>4. Concepts for evaluations for 2016/17</b>	<b>28</b>
4.1 An Implementation and Outcome Evaluation of Integrated Strategy for the Promotion of Entrepreneurship and Small Enterprises	28
4.2 Implementation Evaluation of the South African Police Service Detective Service: Crime Investigation	30
4.3 Implementation evaluation of the Integrated Social Crime Prevention Strategy	32
4.4 Diagnostic evaluation of the implementation of Community-Based Worker (CBW) systems across government	33
4.5 Scholar Transport	35
4.6 Implementation Evaluation of GIAMA	37
<b>5. Way forward</b>	<b>40</b>

# Glossary

3ie	International Initiative for Impact Evaluation	DTPS	Department of Telecommunications and Postal Services
AFU	Asset Forfeiture Unit	ECD	Early Childhood Development
AMTS	Advanced Manufacturing Technology Strategy (of DST)	EEGM	Effectiveness of Environmental Governance in the Mining Sector
APP	Annual performance plan	EIA	Environmental Impact Assessment
AVAWC	Audit for Violence Against Women and Children	EMIA	Export Marketing Investment Assistance Incentive programme
CAPS	Curriculum and Assessment Policy Statement	EPWP	Expanded Public Works Programme
CASP	Comprehensive Agricultural Support Programme	EPWPSS	Expanded Public Works Programme Social Sector
CBM	Citizen Based Monitoring	ERP	Extension Recovery Plan
CBOs	Community Based Organisations	ERU	Evaluation and Research Unit, DPME
CJS	Criminal Justice System	EQTA	Education and Training Quality Assurance Bodies
CLEAR	regional Centre for Learning on Evaluation and Results (based at the University of Witwatersrand)	FBOs	Faith Based Organisations
COGTA	Department of Cooperative Governance and Traditional Affairs	FLBP	Funza Lushaka Bursary Programme
CRDP	Comprehensive Rural Development Programme	HEI	Higher Education Institution
CSO	Civil society organisation	IKSP	Indigenous Knowledge Systems Policy
CSP	City Support Programme	IMC	Inter-ministerial committee
CWP	Community Works Programme	IRDP	Integrated Residential Development Programme
DAFF	Department of Agriculture, Forestry and Fisheries	JCPS	Justice, Crime Prevention and Security
DBE	Department of Basic Education	MAFISA	Micro Agricultural Financial Institutions of South Africa
DCOG	Department of Co-operative Governance	MPAT	Management Performance Assessment Tool
DDG	Deputy-Director General	MTSF	Medium-Term Strategic Framework
DG	Director General	NDMP	National Drug Master Plan
DOH	Department of Health	NDP	National Development Plan
DHET	Department of Higher Education and Training	NEP	National Evaluation Plan
DPME	Department of Performance Monitoring and Evaluation	NEPF	National Evaluation Policy Framework
DHS	Department of Human Settlements	NES	National Evaluation System
DMV	Department of Military Veterans	NGO	Non-Government Organisations
DOT	Department of Transport	NPOs	Non-Profit Organisations
DPME	Department of Planning, Monitoring and Evaluation	NSNP	National School Nutrition programme
DPCI	Directorate of Priority Crime Investigations	NSS	National Space Strategy
DRDLR	Department of Rural Development and Land Reform	NQF	National Qualifications Framework
DSD	Department of Social Development	PCETS	Policy on Community Education and Training Colleges
DST	Department of Science and Technology	PHC	Primary health care
dti	Department of Trade and Industry		

POCA	Prevention of Organised Crime Act
PSPPD	Programme to Support Pro-Poor Policy Development (a partnership between the Presidency and the European Union)
RCJS	Review of the Criminal Justice System
RECAP	Land Recapitalisation and Development Programme
SANSA	South African National Space Agency
SAPS	South African Police service
SAQA	South African Qualifications Authority
SETA	Sector education and training authority
SMMEs	Small, micro and medium sized enterprises
SOPs	standard operating procedures
SPII	Support Programme for Industrial Innovation
SST	Space Science and Technology
STEM	Science Technology Engineering and Mathematics
THRIP	Technology and Human Resources for Industry Programme
TVET	Technical and Vocational Education and Training
ToRs	Terms of reference (for evaluations)
UCT	University of Cape Town
UISP	Upgrading of Informal Settlements Programme
UNICEF	United Nations Children's Fund
USDG	Urban Settlements Development Grant

# EXECUTIVE SUMMARY

# EXECUTIVE SUMMARY

## 1 INTRODUCTION

The National Evaluation Policy Framework (NEPF), which outlined the approach in establishing a National Evaluation System for South Africa, was approved on 23 November 2011. It sought to address the problem that “evaluation is applied sporadically and not informing planning, policy-making and budgeting sufficiently, so we are missing the opportunity to improve government’s effectiveness, efficiency, impact and sustainability”.

The NEPF foresaw national evaluations that were agreed to be considered national priorities to be implemented as part of a National Evaluation Plan, as well as of provincial- and later departmental evaluation plans. These stages are now well underway. Selection in the National Evaluation Plan means that the guidelines and minimum standards for the National Evaluation System must be used (for example that an Improvement Plan must be produced), that the evaluation will be made public, and that DPME will support the department concerned to ensure that the findings are implemented.

## 2 WORK UNDERTAKEN ON THE NATIONAL EVALUATION SYSTEM IN 2015/16 AND UNDERWAY IN 2016/17

DPME has developed 24 guidelines and templates on various components of the evaluation process to support departments undertaking evaluations. A total of 8 provinces has provincial evaluation plans and 55 provincial evaluations are currently being planned or underway. The MPAT standard on evaluation was piloted in 2015/16 and 29 departments now have Departmental Evaluation Plans. All guidelines are being revised to cater for Provincial Evaluation Plans.

## 3 PROGRESS WITH EVALUATIONS

A total of 58 evaluations are completed or underway, excluding the 2017/18 evaluations proposed in this plan as shown in the table below.

**Table 1: Status of evaluations as at 30 September 2016**

Approved evaluation reports	Improvement plans being implemented	Served at Cabinet	Research process underway	Preparation stage	Stuck	Dropped
30 (up from 15 on 30 September 2015)	17	15	17	13	3	6

Those that are “stuck” are evaluations on the Asset Forfeiture Unit, the Service Delivery Improvement Planning System, and Access to the City. Those that were dropped are evaluations on the Outcomes System, Ilima Letsema, the Mining Charter (timing bad in relation to Mining Phakisa), the National Senior Certificate (Ministerial Review happening), the Impact evaluations of Agricultural Extension Recovery Programme (failed to get suitable bids), and the MAFISA (programme’s future uncertain).

The evaluations that have been proposed for 2017/18 are shown in the table below.

<b>Name of Department 2017/18</b>	<b>Intervention to be evaluated</b>
Small Business Development	Evaluation of the Integrated Strategy for the Promotion of Entrepreneurship and Small Enterprises
SAPS	Implementation Evaluation of Detective Services and Crime Investigation
Social Development	Implementation Evaluation of the Integrated Social Crime Prevention Strategy
DPME/DOH/DSD etc.	Rationalisation of community-based worker models
DBE/DOT	Scholar Transport
DPW	Evaluation of Freehold versus Leasehold Government Buildings

## 4 WAY FORWARD

Preparation for the 2017/18 evaluations started in August 2016 with a 3-day theory of change workshop and design clinic. This brought the relevant stakeholders together to generate the initial information for the summary of the NEP, and to develop the basis for the Terms of Reference (TOR). Most TORs are set to be completed so that procurement can start in February 2017. The intention is for the evaluations to be in full flow by the time the financial year begins so that the substantive work can be completed by the December 2017 break, with work to substantially develop improvement plans completed by 15 March 2018. This means that the evaluations should in most cases be completed within the 2017/18 financial year.

An important element in 2017/18 is completing the evaluation of the evaluation system and seeking to revise the National Evaluation Policy Framework based on this. We will also be seeking to strengthen monitoring of improvement plans, and making sure these are having as much impact as possible.



# INTRODUCTION

## 1.1 The Framework

The National Evaluation Policy Framework (NEPF) was approved on 23 November 2011. This set out the approach in establishing a National Evaluation System for South Africa. It sought to address the problem that “evaluation is applied sporadically and not informing planning, policy-making and budgeting sufficiently, so we are missing the opportunity to improve government’s effectiveness, efficiency, impact and sustainability”. The underlying purpose is:

- Improving policy or programme **performance** - providing feedback to managers;
- Improving **accountability** for where public spending is going and the difference it is making;
- Improving **decision-making** e.g. on what is working or not working; and
- Increasing **knowledge** about what works and what does not with regards to a public policy, plan, programme, or project.

The NEPF foresaw national evaluations which were agreed to be national priorities that have to be implemented as part of a National Evaluation Plan, as well as provincial- and later departmental evaluation plans. These stages are now well underway.

Selection in the Plan refers to the guidelines and minimum standards for the National Evaluation System being used (for example that an Improvement Plan must be produced), that the evaluation will be made public, and that DPME will support the department concerned to ensure that the findings are implemented.

## 1.2 Purpose of the National Evaluation Plan (NEP)

The purpose of the NEP is to provide summaries of: evaluations that were preapproved by Cabinet as priorities for the period 2017/18 to 2019/20; the status quo of current ongoing evaluations; and the work that was conducted on the national evaluation system.

## 1.3 Criteria and process used for selection

The Policy Framework prioritises the evaluation of existing interventions; specifically those that:

### 1. Are a **national priority**:

- Linked to the 14 outcomes, MTSF and a section of the NDP, as well as the top five priority ones that have precedence;
- Large - with a programme budget of over R500m or with a wide footprint, covering over 10% of the population;
- Strategic, where it is important to learn.

Additional features to be considered include those interventions that:

1. Are **innovative** and where learning is important;
2. Are from an area where there is a lot of **public interest**;



# PROGRESS WITH EVALUATIONS

## 2.1 Progress with implementation of evaluations to date

The table below summarises progress as at 30 September 2016 with 54 evaluations completed or underway to date and covering R90 billion of government expenditure - not including the five 2017/18 evaluations.

**Table 1: Status of evaluations as at 30 September 2016**

Approved evaluation reports	Improvement plans being implemented	Served at Cabinet	Research process underway	Preparation stage	Stuck	Dropped
30 (up from 15 on 30 September 2015)	17	15	17	13	3	6

Those that are “stuck” are evaluations on the Asset Forfeiture Unit, the Service Delivery Improvement Planning System, and the Access to the City programme. Those that were dropped are evaluations on the Outcomes System, Ilima Letsema, the Mining Charter (timing bad in relation to Mining Phakisa), the National Senior Certificate (Ministerial Review currently taking place), the Agricultural Extension Recovery Programme, as well as MAFISA (quantitative).

**Table 2: Status of evaluations as at 30 September 2016**

Key: Green= completed, yellow = underway, red=“stuck” or “dropped”

Name of Department 2011/12	Title of evaluation	Status as at 30 September 2016
Social Development, Basic Education, Health	Diagnostic Review of Early Childhood Development	New policy gazetted and Improvement Plan nearing completion.
<b>2012/13</b>		
Trade and Industry	Implementation/design evaluation of the Business Process Services Programme (BPS)	Final report approved by Cabinet. Improvement plan being implemented. Scheme relaunched.
Basic Education	Impact Evaluation of Grade R	Final report approved by Cabinet. Improvement plan being implemented. Interventions to address quality.
Health (with Social Development, DAFF, DRDLR, DWCPD)	Implementation Evaluation of Nutrition Programmes addressing Children Under 5	Final report approved by Cabinet. Food and Nutrition Security Plan 2017-2022 approved.

Name of Department 2011/12	Title of evaluation	Status as at 30 September 2016
Rural Development and Land Reform	Implementation Evaluation of the Land Reform Recapitalisation and Development Programme	Final report approved by Cabinet. Improvement plan being implemented.
Rural Development and Land Reform	Implementation Evaluation of the Comprehensive Rural Development Programme (CRDP)	Final report approved by Cabinet. Improvement plan being implemented.
Human Settlements	Implementation Evaluation of the Integrated Residential Development Programme (IRDP)	Final report approved by steering committee. Improvement plan to be developed.
Human Settlements	Implementation Evaluation of the Urban Settlements Development Grant (USDG)	Final report approved by Cabinet. Changes made already to guidelines.
Basic Education	Impact Evaluation of the National School Nutrition Programme (NSNP)	Stopped and restarted in 2014/15. Draft final report.
<b>2013-14</b>		
Trade and Industry	Evaluation of Export Marketing Investment Assistance Incentive programme (EMIAI)	Final report approved by Cabinet. Improvement plan being implemented. Scheme revised.
Trade and Industry	Evaluation of Support Programme for Industrial Innovation (SPII)	Final report approved by Cabinet. Improvement plan being implemented. Scheme relaunched.
Trade and Industry	Impact Evaluation of Technology and Human Resources for Industry Programme (THRIP)	Final report approved by Cabinet. Improvement plan being implemented.
Military Veterans	Evaluation of Military Veterans Economic Empowerment and Skills Transferability and Recognition Programme	Report approved. Improvement plan being drafted. DMV has taken on board evaluation report findings and recommendations.
Science and Technology	Evaluation of National Advanced Manufacturing Technology Strategy (AMTS)	Stuck due to administrative and technical difficulties. Evaluation stopped.
South African Revenue Services	Impact Evaluation on Tax Compliance Cost of small businesses	Draft final report being reviewed.
Co-operative Governance	Impact evaluation of the Community Works Programme (CWP)	Report approved by steering committee and awaiting management response.
Rural Development and Land Reform	Evaluation of the Land Restitution Programme	Final report approved by Cabinet. Improvement plan being implemented.
Agriculture, Forestry and Fisheries	Impact Evaluation of the Comprehensive Agricultural Support Programme (CASP)	Report approved by steering committee and tabled at cluster. Improvement plan being developed as part of improvement plan for Smallholder evaluation and will be tabled together.
Agriculture, Forestry and Fisheries	Implementation Evaluation of MAFISA	Report approved by steering committee. Improvement plan being developed as part of improvement plan for Smallholder evaluation and will be tabled together.

Name of Department 2011/12	Title of evaluation	Status as at 30 September 2016
Human Settlements	Setting a baseline for future impact evaluations for the informal settlements targeted for upgrading	Final report approved by steering committee. Improvement plan being developed and about to be presented to cluster.
Human Settlements	Evaluating interventions by the Department of Human Settlements to facilitate access to the city	Delayed by DHS procurement and failure to get suitable SP. New appointment being made. Stuck.
Human Settlements	Diagnostic of whether the provision of state-subsidised housing has addressed asset poverty for households and local municipalities	Report approved by steering committee. Improvement plan being developed. To be tabled soon to Cabinet.
Planning, Monitoring and Evaluation	Impact Evaluation of the Outcomes Approach	Major problems with implementation of the evaluation by the service provider. Stopped.
Presidency	Implementation Evaluation of Government's Coordination Systems	Final report approved by Cabinet. Improvement plan approved by FOSAD Manco June 2015. Improvement plan being implemented.
Basic Education	Evaluation of the quality of the National Senior Certificate (NSC)	Dropped as a Ministerial Review is underway.
<b>2014-15</b>		
Environmental Affairs	Evaluation of the Effectiveness of Environmental Governance in the Mining Sector (EEGM)	Report approved by steering committee and improvement plan developed. Being used as input for Mining Phakisa. Tabled at cluster and about to go to Cabinet.
Higher Education and Training	Design Evaluation of the Policy on Community Education and Training Colleges (PCETC)	Report approved. Changes already made to policy before releasing it. To be tabled soon at cluster/Cabinet.
Human Settlements	Impact/Implementation Evaluation of the Social Housing Programme (SHP)	Report approved by steering committee and improvement plan drafted.
Science and Technology	Evaluation of the Indigenous Knowledge Systems Policy (IKSP)	Report being finalised.
Social Development	Diagnostic Evaluation/ Programme Audit for Violence Against Women and Children (AVAWC)	Report approved by steering committee and improvement plan drafted. About to go to cluster and then Cabinet.
Social Development	Diagnostic Review of the Social Sector Expanded Public Works Programme	Report approved by Cabinet and tabled at IMC on Public Employment. Improvement Plan being implemented.
South African Police Service	Economic Evaluation of the Incremental Investment into the SAPS Forensic Services (SAPS)	Draft report produced.
Agriculture, Forestry and Fisheries/ Rural Development and Land Reform	Implementation Evaluation of the Ilima Letsema Programme and cost-benefit analysis of the revitalisation of existing Irrigation Schemes	Dropped – due to delays carried over to 2015-16 and no budget.
Agriculture, Forestry and Fisheries	Impact evaluation of MAFISA (quantitative) including establishing a baseline	Dropped due to challenges in how MAFISA would move forward following evaluation and Expenditure Review.

Name of Department 2011/12	Title of evaluation	Status as at 30 September 2016
Agriculture, Forestry and Fisheries, with the Department of Rural Development and Land Reform	Policy Evaluation of Small Farmer Support	Report approved by steering committee. Improvement plan being finalised. To be tabled at cluster and Cabinet.
Basic Education	Evaluation of the Funza-Lushaka Bursary Scheme	Report and improvement plan approved. To be tabled soon at cluster and Cabinet.
Basic Education	Implementation Evaluation of the National School Nutrition Programme	Report approved by steering committee.
Rural Development and Land Reform	Impact evaluation of Land Restitution Programme (quantitative) including establishing a baseline	Service provider selected. 3ie managing evaluation. Treasury secured additional funding to enable a 7 year impact study.
Planning, Monitoring and Evaluation	Impact/implementation evaluation of the MPAT system	Cabinet has approved report. Improvement plan being implemented.
Planning, Monitoring and Evaluation	Impact/implementation evaluation of the Framework for Strategic and Annual Performance Planning (FSAPP)	Underway,
<b>2015-16</b>		
Agriculture, Forestry and Fisheries	Agricultural Extension Recovery Plan	Draft final report.
Basic Education	Evaluation of CAPS/New School Curriculum	Underway.
National Prosecuting Authority	Evaluation of the Asset Forfeiture Unit Sub-programme	New management in NPA not clear on value. Dropped
Social Development	Diagnostic evaluation of the Non-Profit Organisations Regulatory Framework and Legislation	Report approved by steering committee.
Social Development	Implementation Evaluation of the National Drug Master Plan in addressing all forms of Substance abuse	Report approved by steering committee. Improvement plan being developed.
Higher Education and Training	Evaluation of the National Qualifications Framework Act (NQFA)	Underway.
Basic Education	Evaluation of Early Grade Reading in SA	Underway.
Mineral Resources	Implementation evaluation of the mining charter	Dropped as having Operation Phakisa on mining.
Public Service and Administration	Service Delivery Improvement Planning System	TORs not finalised.
Planning, Monitoring and Evaluation	Implementation evaluation of citizen-based monitoring (CBM)	Report approved by steering committee and management response received. Improvement plan being developed.
Planning, Monitoring and Evaluation	Impact/implementation evaluation of the evaluation system	Delayed to 2016/17 as insufficient budget.
<b>2016-17</b>		

Name of Department 2011/12	Title of evaluation	Status as at 30 September 2016
Higher Education and Training	Evaluation of the Technical and Vocational Education and Training (TVET) Colleges Expansion and Capacity Development Programme	Service provider appointed.
Justice and Constitutional Development	Implementation/Design Evaluation of the Integrated Justice System	Underway.
Department of Social Development	Implementation Evaluation of Older Persons Act	Service provider appointed.
National Treasury	Evaluation of City Support Programme	Procurement process underway.
Home Affairs	Evaluation of Birth Registration Programme	Service provider appointed.
Environmental Affairs	Implementation Evaluation of the Environmental Impact Assessment (EIA) process and its contribution towards sustainable development	TORs being finalised.
Science and Technology	Design and Implementation Evaluation of the National Space Strategy	Procurement process underway.
National Treasury	Government Business Incentives	TORs approved and procurement underway.
Planning, Monitoring and Evaluation	Implementation Evaluation of the National Evaluation System	Procurement process underway.

## 2.2 Status of improvement plans

Table 3 summarises the status of improvement plans to date, indicating a number of delays in the submission of progress reports. The Management Information System includes an element of tracking improvement plans which will assist in this regard.

**Table 3: Status of improvement plans**

<b>Evaluation</b>	<b>Date Evaluation Report approved and improvement plan submitted</b>	<b>Expected/Received date of 1<sup>st</sup> IP report</b>	<b>2<sup>nd</sup> Report Received/ Expected</b>	<b>3rd Report Received/Expected</b>
Diagnostic Review of Early Childhood Development (ECD)	Report: 15 June 2012 IP: 16 October 2015	Received 19 August 2014	Received 5 June 2015	Received 4 August 2016
Evaluation of Business Process Services Programmes	Report: 16 May 2013 IP: 9 June 2014	Received 17 July 2015	Received 3 August 2015	Received 2 March 2016
Implementation Evaluation of Nutrition Programmes addressing Children under 5	Report: 31 March 2014 IP produced 6 Sept 2014	Improvement plan process collapsed into Food and Nutrition Security Strategy		
Impact Evaluation of Grade R	Report: 15 June 2013: IP: 14 April 2014	Received 25 June 2015	Received 5 March 2016	
Implementation Evaluation of Land Recapitalisation and Development Programme (RECAP)	Report: 27 Sept 2013 IP: 10 February 2014	Due end August 2014 Received 20 October 2015	Report due 31 October 2014	Received 30 June 2016
Implementation Evaluation of Comprehensive Rural Development Programme (CRDP)	Report: 1 November 2013 IP: 10 February 2014	Report due end of November 2013 Received 11 February 2014	Received 30 October 2015	Received 30 June 2016
Implementation Evaluation of the Export Marketing Investment Assistance Incentive Programme (EMIA)	Report: 26 May 2014 IP: 6 January 2015	Received 3 August 2015	Next report due December 2015	
Implementation Evaluation of Government Coordination Systems (clusters/MinMECs and Implementation Forums)	Report: 28 October 2014 by FOSAD Manco IP: 4 May 2015 FOSAD Manco	Report due 30 July 2016	No expected date	
Implementation evaluation of Restitution Programme	Report: 28 February 2014 IP: 2014	Received 20 October 2015		
Evaluation of the Support Programme for Industrial Innovation (SPII)	Report: 21 May 2014 IP: 8 January 2015	Received in July 2015	Report expected December 2015	
Evaluation of Technology and Human Resources for Industry Programme (THRIP)	Report: 30 March 2015 IP: 12 June 2015	Received 18 March 2016	Expected 31 August 2016	
Implementation Evaluation of the Social Sector Expanded Public Works Programme	Report: IP developed	Report expected 27 July 2016		
Implementation Evaluation of Management Performance Assessment Tool (MPAT)	Report: IP developed 1 April 2016	Report received 16 February 2016	Report expected 30 June 2016	Report expected 2 January 2016

Table 4 shows the implementation of the findings indicating that most completed evaluations are having an impact on the programmes or policies that are being evaluated.

**Table 4: Implementation of findings of evaluations to date**

<b>Programme evaluated</b>	<b>Progress in implementing findings</b>
Early Childhood Development	New policy gazetted responding to findings.
Business Process Services Incentive Scheme	Scheme relaunched and operating.
Grade R	DBE undertaking issues to address quality of provision not just quantity, including teacher qualifications.
SPII	Scheme relaunched and operating.
CRDP	Substantial revisions to operations.
Recapitalisation and Development Programme (RADP)	Substantial revisions to operations.
Nutrition interventions for children under 5	Food and Nutrition Security Plan 2017-2022 approved. Target introduced in MTSF to reduce stunting of children under 5 from 21% to 10%.
Restitution	Progress in creating independence of Commission on Land Claims. Substantial revisions to operations. Impact evaluation starting.
Support Programme for Industrial Innovation	Changes to operation including addition of commercialisation stage. Relaunched
Urban Settlements Development Grant	Even before evaluation completed changes made to guidelines.
Export Marketing Incentive (EMIA)	Changes to operation.
Policy on Community Colleges	This was a design evaluation and before the policy was released significant changes were made as a result.

# SUMMARY OF APPROVED EVALUATIONS FOR 2017/18

A call was issued at the end of April 2016 for proposals for evaluations to be included in the National Evaluation Plan for 2017/18 – 2019/20. Altogether 25 departments participated in briefings. This year Cabinet had requested that the Centre of Government identifies priorities for evaluation, and that DPME and NT would meet to review proposals for the 2017/18 +2 evaluations – building on those proposed by departments. A total of 6 evaluation proposals were approved, however only five proposals were ultimately finalised. This will allow space for some responsive evaluations to emerge during the year, as well as for some internal DPME evaluations to be conducted.

**Table 4: Summary of approved evaluations for 2017/18**

Name of Department	Intervention to be evaluated	Key motivation for this evaluation; including scale (e.g. budget, beneficiaries etc.)
Small Business Development	Evaluation of the Integrated Strategy for the Promotion of Entrepreneurship and Small Enterprises	The White Paper on the National Strategy for the Development of Small Business in South Africa (1995) was the first policy and strategy focused on small business development. The National Small Business Act 102 of 1996 as amended in 2003 and 2004 provided the legislative framework, while the strategy was reviewed in the 1999 - Mid Term Evaluation, and in 2004 - The Ten Year Review of the Status of Small Enterprises in South Africa 2004. On the basis of this ten-year review and other research, the strategy was redeveloped and approved in 2005 as the “Integrated Strategy for the Promotion of Entrepreneurship and Small Enterprises”. Whilst Government has tried to stimulate small business development with this Strategy (amongst others, such as the above-mentioned legislative frameworks), there have been complaints that its efforts have not been coordinated to provide a compact programme for the development of the SMMEs. An evaluation is proposed to assess programme delivery, strategies, procedures and processes associated with the implementation of the Strategy over the past decade. This will help answer questions about what is happening in practice, as well as how and why it is happening. The findings of the evaluation will be utilised to inform policy development, decision making and the review of the Strategy. Hence it is crucial that the evaluation focuses on the full strategic framework and its impact on the sector, as well as its relevance under the leadership of the Department of Small Business Development (DSBD) going forward. The evaluation will cost approximately R2,5 million funded by both DSBD and DPME.

Name of Department	Intervention to be evaluated	Key motivation for this evaluation; including scale (e.g. budget, beneficiaries etc.)
SAPS	Implementation Evaluation of Detective Services and Crime Investigation	<p>The investigation of crime is one of the key components of policing as per Section 205(3) of the Constitution. The overwhelming majority of the crimes reported to SAPS and subsequently investigated falls within the ambit of the Crime Investigation sub-programme. The Crime Investigation sub-programme is therefore a key element of the Criminal Justice System, which involves a range of departments, and the success of which has a direct impact on not only whether people in South Africa are and feel safe, but also on the overall performance of government. The Detective Service Programme comprises four sub-programmes, namely: Crime Investigation, Specialised Investigations, Criminal Record Centre and Forensic Science Laboratory. The evaluation aims to assess the effectiveness and efficiency of the Division: Detective Service, in respect of the Crime Investigation process. The findings of the evaluation will enhance the Division: Detective Service's understanding of the implementation and effectiveness of the strategy, which will improve chances of a successful conviction in court. The results of the evaluation will thus also contribute to improving the performance of the division. The evaluation will assess support on targeted training which promotes skills development, current policies, recruitment and retention, and organisation and resourcing of the programme. The evaluation will cost approximately R2.5 million funded by both DPME and SAPS.</p>
Social Development	Implementation Evaluation of the Integrated Social Crime Prevention Strategy (ISCPS)	<p>The country experiences high levels of crime. Of particular concern is the rate of young people's involvement in criminal activities. A number of factors contribute to the problem including socio-economic factors and family conditions. The Integrated Social Crime Prevention Strategy (ISCPS) was adopted in 2011/12 and provides a framework for addressing the underlying causes of delinquency, violence and crime, rather than reacting to symptoms and emergency needs. The Strategy places emphasis on addressing risk factors known to be associated with criminality, especially in individuals at risk. It also integrates the work of different state agencies. This focus on primary prevention aims to build the capacity of at risk individuals to be self-reliant through strengthening family preservation and community ties, and lowering school dropout rates. The ISCPS presents a shift from previous interventions such as the National Crime Prevention Strategy that emphasized responding to criminal activities after the fact. Since the approval of the strategy, an Action Plan was adopted in 2012/13. The evaluation will assess the extent to which the Integrated Social Crime Prevention Strategy is being implemented, the likelihood that it will contribute to effective social crime prevention in the country and how it can be strengthened. The evaluation will contribute to the midterm review of the implementation of the strategy and the results/recommendations will be used in refining the last years of implementing the strategy, serving as ground for summative evaluation in 2020 when the strategy is concluded. The evaluation will cost R1 750 000 to be shared between DPME and DSD.</p>

Name of Department	Intervention to be evaluated	Key motivation for this evaluation; including scale (e.g. budget, beneficiaries etc.)
DPME/DOH/DSD etc	Rationalisation of community-based worker models	<p>As the economy continues to decline, and the state cuts services, the need for more cost effective and coordinated community-based solutions is important. This need can be partially met by merging duplicated services, coordinating efforts to avoid overlap, and/or leveraging existing programmes that are working well. Community-based services have the potential to improve human and economic development within vulnerable and poor families and communities. By keeping these services within communities, the services are more accessible, affordable, and cost-effective. Historically, many community-based services were set up to address a particular need at a particular point in time. Those services have, for the most part, continued, though the way in which they are rolled out, or even the service itself, may now no longer be effective, efficient, or relevant. In addition, different departments have independently implemented their own programmes. There is a potential for government to improve the effectiveness and efficiency of community-based services by building on successes and avoiding the challenges that the current system faces, across government. The evaluation will assess the current situation of government-supported community-based worker services in South Africa, in order to strengthen implementation effectiveness and efficiency. The findings of the evaluation will inform the development of a policy around community-based services. The evaluation will cost approximately R2 million funded by both DPME and DSD's M&amp;E unit.</p>
DBE/DOT	Scholar Transport	<p>Many learners experience difficulties in regularly attending school due to the high costs of public transport and insufficient schools in areas where they live. The scholar transport programme provides subsidised transport to learners who walk more than five kilometres. In 2016/17, over 422 000 learners are benefitting from the programme with a total budget of R2,55 billion. In an effort to standardise the provision of learner transport across provinces, a National Learner Transport Policy was published in October 2015 under the Department of Transport. The Standing Committee on Appropriations recommended that DPME in partnership with National Treasury, DBE, civil society and relevant stakeholders assess the efficacy of funding scholar transport. The evaluation will assess whether the Scholar Transport Programme is being implemented in a way that results in all children being transported to school safely and on time, effectively and efficiently.</p>

Name of Department	Intervention to be evaluated	Key motivation for this evaluation; including scale (e.g. budget, beneficiaries etc.)
DPW	Implementation of GIAMA	<p>DPW accommodation provision to state departments is governed by the Government Immovable Asset Management Act No. 19 (GIAMA) and informed by client needs. It is resourced by both movable and immovable asset registers. In order to realise the goal of serving a developmental state, DPW needs to maximise its resources and evaluate the cost effectiveness of locating departments in leased versus state owned buildings. Such maximisation requires evaluation of the life-span of DPW immovable assets to enable proper projections, as well as effective and informed response to the needs of its clients and beneficiaries. The evaluation will provide information on the best strategies for optimal utilization of the freehold properties at the expense of leasehold accommodation. Results from the evaluation will provide a basis to drive improvements on the utilisation of freehold properties which will create a funding stream for capital maintenance. It is also anticipated to provide a basis for extension of the existing freehold properties' life-cycle.</p>





# CONCEPTS FOR EVALUATIONS FOR 2016/17

## 4.1 An Implementation and Outcome Evaluation of the Integrated Strategy for the Promotion of Entrepreneurship and Small Enterprises

**Implementing Department:** Department of Small Business Development (DSBD)

### **Background to the evaluation:**

Since 1994, a number of policies and policy frameworks have been crafted to deal with the challenges of small scale businesses with the aim of boosting these businesses, and so contributing to addressing the triple threat of inequality, unemployment and poverty. The White Paper on the National Strategy for the Development and Promotion of Small Business in South Africa (1995) was the first policy and strategy focused on small business development. The National Small Business Act 102 of 1996 as amended in 2003 and 2004 provided the legislative framework, while the Strategy was reviewed in the 1999 Mid Term Evaluation, and in The Ten Year Review of the Status of Small Enterprises in South Africa 2004. On the basis of this ten year review and other research, the Strategy was redeveloped and approved in 2005 as the “Integrated Strategy for the Promotion of Entrepreneurship and Small Enterprises”.

Whilst Government has tried to stimulate small business development with this strategy (amongst others, such as the above-mentioned legislative frameworks), there have been complaints that its efforts have not been coordinated to provide a compact programme for the development of SMMEs. It could be argued that programmes are isolated from each other and have not had the required impact. It could also be that Government is too ambitious and has simultaneously embarked on numerous programmes with the resultant effect of resources being spread thinly across these programmes. Furthermore, it could be contended that Government has remained far removed from the general populace and people are unable to access the programmes meant for them. This lack of information may also explain the limited uptake of these programmes.

### **Importance of the evaluation:**

The arguments cited in the background call into question whether implementation of the Integrated Strategy for the Promotion of Entrepreneurship and Small Enterprises: 2005-2014 over the past decade has led to the intended benefits envisaged by Government. To this end, an evaluation assessing programme delivery, strategies, procedures and processes associated with the implementation of the Strategy over the past decade will assist us in answering questions about what is happening in practice, how it is happening, and why it is happening.

The Department has put goals and objectives in place to address areas that will increase the participation of small businesses and cooperatives in the mainstream economy and contribute to employment and economic growth. These include creating an enabling environment for competitive small businesses and cooperatives to stimulate jobs and wealth creation, providing business support services to small businesses and cooperatives and targeted business support services to informal businesses and small businesses and cooperatives in townships and rural towns.

In line with Outcome 4: Decent employment through inclusive growth, the Department aims to support small businesses and cooperatives through providing financial and non-financial mechanisms and reducing regulatory burdens that impede the development and growth of small businesses; and in line with Outcome 7: Rural development, the Department aims to provide targeted business support services to informal businesses and small businesses and cooperatives in townships and rural towns.

Through the alignment of economic development plans to the MTSF, the DSBD and the 9-Point Plan, DSBD is the lead department for unlocking the potential of SMMEs, cooperatives, township and rural enterprises – point four within the nine point plan. This alignment will allow the DSBD to coordinate our work better and prioritise our interventions with all economic departments, especially on high impact projects.

**Purpose of the evaluation:**

To assess the effectiveness of the implementation of the Integrated Strategy on the Promotion of Entrepreneurship and Small Enterprises and to explore the extent to which the anticipated outcomes have been achieved.

**Key questions to be addressed:**

1. Is the Strategy implemented as planned? If not, why?
2. Is the Strategy achieving its intended outcomes?
  - 2.1 Is the Strategy resulting in the increase of small businesses in diverse sectors over time?
  - 2.2 To what extent is the Strategy fostering a culture of entrepreneurship in South Africa? What evidence exist to support this?
  - 2.3 To what extent has the Strategy simplified the regulatory environment for SMME to operate effectively?
3. What are the successes/best practice models that can be replicated nationally?
4. What were/are the challenges experienced during implementation?
  - 4.1 What are the gaps, overlaps and bottlenecks?
  - 4.2 What should the implementing institutions do differently to avert these challenges in future?
5. Is there evidence that the targeted beneficiaries were reached? If not, why?
  - 5.1 How can the Strategy be more responsive to vulnerable groups, namely: women, persons with disabilities, the youth and disadvantaged communities?
6. How cost effective are the Strategy components?
7. To what extent do the institutional arrangements support the performance of the Strategy, with specific reference to coordination, administration and management arrangements?
  - 7.1 To what extent is the intergovernmental relations functional?
  - 7.2 To what extent has the Strategy guided the three (3) spheres of government in supporting SMME development?
  - 7.3 To what extent has the implementation of the Strategy achieved the integration of business development support services to SMMEs nationwide? Did it contribute to the strengthening of cohesion between small enterprises?
8. How does the South African Strategy compare with other countries?

**Principal Audience:**

National Department of Small Business Development, small enterprise support agencies (SEDA and SEFA); Department of Trade and Industry; Department of Rural Development and Land Reform; DPME; ESEID Cluster; the BEE Advisory Council; the National Small Business Advisory Council; and organised business bodies.

**Type of evaluation:** Implementation/Outcome Evaluation

**Management Strategy:**

The findings of the evaluation will be utilised to inform policy development, decision making and the review of the Strategy. For this reason it is crucial that the evaluation focuses on the full strategic framework and its impact on the sector, as well as its relevance under the leadership of DSBD going forward. The evaluation will be managed by the DSBD in collaboration with the DPME.

**Cost:** The evaluation will cost approximately R2, 5 million funded by both DSBD and DPME.

**Timeline:** The duration of the evaluation will be 12 months. It will be undertaken between December 2016 and December 2017.

## 4.2 Implementation Evaluation of the South African Police Service Detective Service: Crime Investigation

**Implementing Department:** South African Police Service (SAPS)

**Background to the evaluation**

The investigation of crime is one of the key components of policing as per Section 205(3) of the Constitution. The overwhelming majority of the crimes that are reported to the SAPS, and subsequently investigated, falls within the ambit of the Crime Investigation sub-programme. Crimes are reported to the SAPS by citizens who expect these reported crimes to be properly investigated and to enable the prosecution of the alleged offender. The Crime Investigation sub-programme is therefore a key element of the Criminal Justice System, which involves a range of departments, and the success of which has a direct impact on not only whether people in South Africa are and feel safe, but also on the overall performance of government. It aims to contribute to the successful prosecution of offenders by investigating, gathering and analysing evidence.

The Detective Service Programme comprises four sub-programmes, namely:

1. Crime Investigation;
2. Specialised Investigations;
3. Criminal Record Centre; and
4. Forensic Science Laboratory.

The Crime Investigation sub-programme focuses on the following objective statements:

Effective investigation of all serious crime, including contact crime, crimes dependent on police action for detection, crimes against children and against women. Improve investigation and prosecution of criminal and violent conduct in public protest.

The Crime Investigations sub-programme consists of the following components in the Detective Service:

- Family Violence, Child Protection and Sexual Offences (FCS) Investigations. FCS Units are responsible for rendering effective and efficient investigations of crimes, linked to the FCS mandate and the Forensic Social Work render support to these investigations.
- Crime Investigations is responsible for the effective investigation of crime at station level.
- Specific Crime Investigations includes the Vehicle Crime Investigations, Theft, Endangered Species, Harmful Religious Practices, Missing Persons and Crime Stop.
- Commercial Crime, responsible for the investigation of all commercial-related crime [excluding serious commercial-related crime, which is investigated by the Directorate for Priority Crime Investigation (DPCI)].
- Organised Crime, responsible for the investigation of all organised crime-related crime [excluding serious organised crime-related crime, which is investigated by the (DPCI)].

### **Importance of the evaluation**

The evaluation aims to assess the effectiveness and efficiency of the Division: Detective Service, in respect of the Crime Investigation process. The results of the evaluation will also contribute to improving the performance of the division, and in turn enhance the image and credibility of the SAPS. The findings of the evaluation will enhance the Division: Detective Service's understanding of the implementation and effectiveness of the strategy through assessing the following:

- Support on targeted training which promotes skills development;
- Strengthening of current policies;
- Recruitment and retention; and
- If the programme is organised appropriately and resourced adequately to achieve its intended objectives.

### **Purpose of the evaluation**

The purpose of the evaluation is to assess whether the Division: Detective Services is effectively and efficiently investigating crime in a manner which improves chances of a successful conviction in court.

This will produce operational information on where, how and why the programme is or is not working well and how it can be strengthened.

### **Key questions to be addressed**

1. Are the South African Police Service (SAPS) National Instructions on the investigation of crime implemented as envisaged? Are there any variations of implementation of the national instructions at various components (provinces, clusters and stations)?
2. To what extent are the operational mechanisms (investigation process) working? What is working and what is not working well?
3. Is the monitoring system of the detective services effective? If not, how can it be improved?
4. Does the detective division have sufficient capacity (physical, human and financial resources) to deliver the services?
5. To what extent is the Division: Detective Service cost effective in regard to the investigation of crime?
6. To what extent is the Division: Detective Service succeeding in the detection of cases? What are the challenges experienced and how can they be resolved?
7. How does South Africa compare with other countries in regard to detective service processes?
8. How can the service be improved?

**Principle audience**

Parliament, National Prosecution Authority (NPA), DPME, National Treasury, Department of Justice & Constitutional Development (DOJ & CD), Independent Police Investigative Directorate (IPID) and Department of Health.

**Type of Evaluation:** Implementation Evaluation

**Management Strategy:**

The evaluation will be managed by SAPS in collaboration with DPME.

**Cost:** The evaluation will cost approximately R2.5 million funded by both DPME and SAPS.

**Timeline:** The evaluation will be undertaken between 1 April 2017 and 31 March 2018.

### **4.3 Implementation evaluation of the Integrated Social Crime Prevention Strategy**

**Background to the evaluation**

The Integrated Social Crime Prevention Strategy (ISCPS) was adopted in 2011/12. It provides a framework for addressing the underlying causes of delinquency, violence and crime, rather than reacting to symptoms and emergency needs. The Strategy places emphasis on addressing risk factors known to be associated with criminality, especially in individuals at risk. The focus on primary prevention aims to build the capacity of at risk individuals to be self-reliant through strengthening family preservation and community ties, and lowering school dropout rates. This presents a shift from previous interventions such as the National Crime Prevention Strategy that emphasized responding to criminal activities after the fact. The Strategy recognizes and supports the hypothesis that primary and secondary prevention need to precede tertiary crime prevention strategies which are designed to curtail recidivism, and have historically been the preserve of SAPS and the Department of Correctional Services.

The ISCPS is also based on the idea that the South African Police Service (SAPS) alone cannot reduce crime. Communities, NGOs, community-based organisations (CBOs), faith-based organisations (FBOs) and the respective government departments are equally responsible for crime reduction. Thus the ISCPS is designed to also enhance collaboration across government and with civil society in the implementation of crime reduction interventions.

Since the approval of the Strategy, an Action Plan was adopted in 2012/13, various forums were established to coordinate the activities in the Strategy, and training was rolled out to NGOs and other departments. Implementation, however, has been slow due to challenges such as the lack of budget to implement inter-departmental programmes, and the inability to maintain consistent engagements between stakeholders.

**Importance of the evaluation:**

The country experiences a high level of crime and what is of particular concern, is the rate of young people's involvement in criminal activities. A number of factors contribute to the problem, including socio-economic factors and family conditions. The country's response to crime has predominantly been through the criminal justice system focusing on secondary- (policing, investigation, prosecution, etc.) and tertiary prevention (rehabilitation, etc.). This has been less effective in deterring first time as well as repeat offenders. The ISCPS is an attempt by

government to shift focus towards addressing the social conditions that sustain high levels of crime in order to prevent crime before it occurs. It also integrates the work of different state agencies. The evaluation can strengthen government's work in this important area.

**Purpose of the evaluation:**

To assess the extent to which the Integrated Social Crime Prevention Strategy is being implemented, the likelihood that it will contribute to effective social crime prevention in the country and how it can be strengthened.

**Evaluation questions**

1. Does the theory of change underlying the Strategy adequately respond to the key social determinants of crime?
2. To what extent are the components of the Strategy being implemented? Is the Strategy influencing practice?
3. How effective is the Strategy in producing intended outcomes?
4. Are the Strategy and implementation arrangement appropriate mechanisms to integrate the country's response to social crime prevention?
5. What are the lessons learned and what can be done differently in the planning and implementation of the Strategy?

**Principal audience:**

SAPS, Correctional Services, Justice, NPA, DBE, DHET, Health, Sports and Recreation, Environmental Affairs, municipalities, CSOs working in crime prevention.

**Management strategy**

The evaluation will contribute to the mid-term review of the implementation of the Strategy and the results/recommendations will be used in refining the last years of implementing the Strategy, and will be ground for summative evaluation in 2020 when the Strategy is concluded.

**Cost:** The evaluation will cost approximately R1 750 000 million funded by both DSD and DPME.

**Timeline:** The evaluation will be undertaken between April 2017 and April 2018.

#### **4.4 Diagnostic evaluation of the implementation of Community-Based Worker (CBW) systems across government**

**Implementing Department:** DPME/DSD in collaboration with NDOH, DAFF, DRDLR, COGTA, DPSA, amongst others.

**Background to the evaluation**

In South Africa, in many sectors para-professional and professional services are insufficient to reach vulnerable and poor families and communities across the country – particularly in remote areas. By providing these services within communities through community-based models, the services can be more accessible, affordable, and cost-effective. In addition, community involvement enhances ownership, leverages community resources and enhances the potential of these services to become sustainable. Focusing services at this level also enables government to implement a preventive and promotive developmental approach to community development. As a result, many sectors have implemented schemes to provide some form of more accessible community-based services.

Historically, many community-based services were set up to address a particular need at a particular point in time. Those services have continued for the most part, though the way in which they are rolled out, or even the service itself, may now no longer be effective, efficient, or relevant. In addition, different departments have independently implemented their own programmes. There is no known documentation of the scope, scale and distribution of government-supported community based services in the country overall. Some of the challenges that arise include the following:

- Duplication of services within and between government departments;
- Overlap of activities carried out by CBWs at community level (e.g. household profiling);
- Lack of administrative and management capacity to coordinate and implement CBW programmes;
- There can be a mismatch between departments responsible for implementing the CBW programmes and those who carry these out (e.g. DPSA is coordinating the community development worker programme whereas COGTA is implementing it);
- Replication of roles, both at CBW level and at departmental level;
- Limited accountability;
- Poor coordination of funding;
- Different models of CBW support (e.g. NGO-government partnership model; service provider procurement model; direct government support model);
- No standardised procurement systems in place; and
- Different departments paying CBWs different amounts.

As the fiscal environment becomes tighter, and the state cuts services, the need for more cost effective and coordinated community-based solutions is important. This need can be partially met by merging duplicated services, coordinating efforts to avoid overlap, and/or learning from existing programmes that are working well. In this way government can improve the effectiveness and efficiency of community-based services by building on successes and avoiding the challenges that the current system faces, across government.

### **Importance of the evaluation**

Community-based services are fundamental to many departments' services, ranging from community home-based care workers, community based health workers, or the adult literacy volunteers working on Kha Ri Gude. These provide key services for many poor communities, and are often the only accessible services in remote areas. Several of the current set of evaluations have focused on these types of services (e.g. EPWP Social Sector, Community Work Programme, Early Childhood Development, etc.), or are proposing extension of these services (e.g. Nutrition Interventions for Children under 5, Smallholder Evaluation, etc.). Therefore, it is important to learn the lessons of how to implement these programmes most effectively and efficiently. This is especially true when Department of Health is proposing a massive expansion of the Community Health Worker (CHW) Programme.

### **Purpose of the evaluation**

To assess the current situation of government-supported community-based worker services in South Africa, to strengthen implementation effectiveness and efficiency.

### Key questions to be addressed

1. What is the scale, scope and distribution of government-supported CBW services in SA?
2. What institutional mechanisms are in place to deliver these services (recruitment, training, supervision, funding and monitoring) and are these mechanisms working well?
3. What examples of good practice are there both within government supported CBW services and externally (e.g. NGO delivered)?
4. To what extent is there duplication and overlap of government supported CBW services?
5. To what extent is rationalization coordination, and/or norms and standards needed across government to support these services?
6. What evidence is there of the effectiveness of these services?
7. In what other ways could government supported services be strengthened, both effectively and efficiently?
8. What are the cost implications (funding, HR, etc.) for running different models of community-based worker programmes (cost-effectiveness)?

**Principal audience:** DPME, Department of Social Development, NDOH, DAFF, DRDLR, COGTA, DPSA, DEA, DBE, DPW.

**Type of evaluation:** Diagnostic Evaluation

### Management Strategy

The evaluation is being conducted at a time in which a wide range of CBW services are being implemented and some rationalisation of approaches is needed, especially bearing in mind proposals for massive rollout (e.g. of CHWs). The findings of the evaluation will inform the development of a government-wide approach or policy around community-based services.

**Cost:** The evaluation will cost approximately R2 million funded by both DPME and potentially other government departments.

**Timeline:** The evaluation will be undertaken between 2017/18 and 2018/19.

## 4.5 Scholar Transport

**Implementing Department:** Department of Basic Education (DBE) and Department of Transport (DOT)

### Background to the evaluation

The ability of learners to access education is hampered by insufficient schools in areas where they live, resulting in long distance travelling to get to school, together with threats to their safety and security along the routes they travel, as well as the high costs of public transport. This results in some learners not attending school regularly. The situation is compounded by the transportation of learners in vehicles that are not roadworthy, which has resulted in a high rate of accidents. The Scholar Transport Programme has been in place for more than a decade and provides subsidised transport in all 9 provinces to learners who walk more than five kilometres. In the 2016/17 financial year, over 422 000 learners are benefitting from the programme which has a total budget of R2,55 billion. In an effort to standardise the provision of learner transport across provinces, a National Learner Transport Policy was published in October 2015 under the Department of Transport. It is aligned to the Public Transport Strategy and Action Plan (2009) which outlines government's commitment to delivering quality and reliable public transport and infrastructure to support integrated public transport networks.

## **Importance of the evaluation**

Bearing in mind the large numbers of learners benefiting from the programme and the high cost, the Standing Committee on Appropriations (SCOA) recommended that DPME in partnership with National Treasury, DBE, DOT, civil society and relevant stakeholders assess the efficacy of funding of scholar transport. It was decided that this be done through a comprehensive evaluation that will consider spending and implementation of the scholar transport programme and explore options that allow for the ring fencing of funding allocated to scholar transport in order to ensure that funds are used solely and exclusively for the intended purpose.

## **Purpose of the evaluation**

The purpose of this evaluation is to assess whether the Scholar Transport Programme is being implemented in a way that results in all children being transported to school safely and on time. Additionally, this evaluation should show how funding and expenditure impacts on the programme.

## **Key questions to be addressed**

1. **Is the programme being implemented as planned?** To what extent are learners who live far from school arriving at school on time and ready to learn?

### **Questions from the ToC**

- a. How many learners are being covered by the programme, relative to the need?
  - b. Do schools submit lists of learners timeously and correctly?
  - c. Are the eligibility criteria appropriate and correctly applied?
  - d. To what extent do budget constraints and reallocation of funding impinge of covering all eligible learners?
  - e. When budgets are constrained, do departments apply a consistent and fair method to prioritise coverage?
  - f. Are routes planned in a way that is consistent and cost-effective?
  - g. Do schools and parents receive clear communication of the final lists of beneficiaries?
  - h. Is the process of identifying and contracting service providers occurring efficiently and in accordance with due process?
  - i. Do service providers have enough safe and roadworthy vehicles?
  - j. Are learners and service providers abiding by their respective codes of conduct?
  - k. How well is departmental monitoring of service providers and other programmes and processes working?
2. **How do policies, capacity and funding affect programme success?**
    - 2.1 Is the learner transport policy relevant, appropriate and understood by key stakeholders?
    - 2.2 How much is being spent on the scholar transport programme? Per province? Per learner?
    - 2.3 Do provinces anticipate being able to continue this level of funding and to what extent does current funding satisfy the current need?
    - 2.4 What are the cost implications relative to alternative ways of addressing distance from school (e.g. hostels, more schools, etc.)?
  3. **How effective, efficient and sustainable is the programme as currently designed and implemented?**
    - 3.1 Are there significant differences across provinces?

#### **4. How can the programme be improved to provide sustainable benefits?**

- 4.1 Is there sufficient human capacity to plan and administer the programme?
- 4.2 Are the costs associated with the programme sustainable?
- 4.3 Should funding be protected for the scholar transport programme ('ring-fenced')?
- 4.4 What changes to policy, institutional arrangements or eligibility criteria could be recommended?

**Principal audience:** National and provincial departments of Transport, Basic Education, and Treasury.

**Type of evaluation:** Implementation and economic evaluation

#### **Management strategy:**

The evaluation will be managed through a Project Steering Committee that will be established. The Project Steering Committee will be convened by the National Department of Transport in conjunction with the Department of Basic Education. The committee will be further comprised of National Treasury, Provinces, and the Department of Planning, Monitoring and Evaluation.

**Cost estimate:** R2 million

**Time and duration:** 8 months

### **4.6 Implementation Evaluation of GIAMA**

**Implementing Department:** Department of Public Works

#### **Background to the evaluation**

In terms of the Constitution of the Republic of South Africa, No. 108 of 1996, all state owned national and provincial immovable assets must be vested in the name of the national government, or one of the nine provinces. The Department of Public Works (DPW) is the department mandated to provide accommodation efficiently, effectively, and sustainably to the different arms of the state and to the vast majority of beneficiaries. The Government Immovable Asset Management Act No. 19 (GIAMA) was promulgated in 2007. DPW Accommodation provision to the state is governed by GIAMA, cliental needs and resourced by a movable and immovable asset register. Principles of GIAMA are expected to be embedded in DPW strategic plans and other planning documents. GIAMA provides, amongst others, the submission of the Custodian Asset Management Plan. GIAMA also requires that provinces submit annual reviews of the asset management plans every year. For GIAMA to be effectively implemented, capacity and resources, funding, as well as commitment from user departments are prerequisites.

The provision of accommodation is an enabler to the different arms of the state and spheres of government for optimal achievement of service delivery mandates assigned to them. The department optimally utilizes freehold properties for user departments for national strategic priorities and administers unallocated land for purposes of ensuring that optimal value is derived.

The current leasing portfolio of the DPW is split into two segments, namely state owned buildings and private buildings. The private leases account for 2600 buildings whilst those that are state owned account for 1 400 – costing the state R4.7 billion.

DPW is currently in the process of institutionalising Real Estate Management and Planning – a process that is envisaged to allow for the separation of its policy management responsibilities from its real estate managing role.

Some of the challenges that have been faced in government real estate management include:

- Numerous audit queries;
- State owned portfolio underutilised and neglected;
- Major problems with leases (media scandals);
- Often sub-standard government facilities;
- No planned maintenance – stripping out value from state assets;
- Inadequate controls and security – leading to vandalism, hijacking and illegal occupation; and
- Major costs to the state – in terms of leasing-in and failure to collect all rentals.

In response to these challenges DPW adopted a Turnaround Strategy which is aligned to the 2012-2016 Strategic Plan.

### **Importance of the evaluation**

The DPW Real Estate Management and Planning constitutes up to 75% of the work and budget of DPW. The methods and successes in implementing accommodation provisions have gone untested and its enormity provides the basis for this evaluation. Recent governance reports and client feedback have indicated unsatisfactory reports on the current accommodation provision by DPW. Such an evaluation is expected to collate what exists, and provide a platform to study and analyse the efficiencies and inefficiencies of the existing implementation of accommodation provision. The intended implementation evaluation seeks to analyse and evaluate whether DPW implementation programmes, through its activities, are aligned, exhaustive and sustainable to meet intended outcomes. DPW accommodation provision to the state is governed by GIAMA, informed by its clients' needs and resources by a movable and immovable asset register. In order for DPW to serve as a development oriented public service, there is a need for it to consider maximum usage of resources and to evaluate cost effectiveness of DPW programmes of response to its clients. Such maximisation requires evaluation of the life-span of DPW immovable assets in order to allow proper projections, as well as effective response to the needs of its clients and beneficiaries.

### **Purpose of the evaluation**

The purpose of this implementation evaluation is to assess the implementation of the Government Immovable Asset Management Act (GIAMA) relative to its goal(s) and objectives in the period of review – including its associated policies and regulations. Successes and challenges in its implementation will be identified, and recommendations offered regarding improvements to the implementation of the GIAM Act in the future. Elements such as alignment and sustainability are expected to be put to test.

This evaluation is expected to collate what exists and provide an assessment on the efficiencies of the existing accommodation provision mechanisms. The evaluation is also envisaged to provide information on the best strategies for optimal utilization of the freehold properties and how best to cut on utilization or dependency on leasehold accommodation. The evaluation is further expected to drive improvements on freehold properties, such that a funding stream for capital maintenance is created. In order for the DPW to effectively execute its mandate, there is a need to evaluate cost-effectiveness of DPW programmes in responding to cliental needs

### **Key questions to be addressed**

1. Is the Government Immovable Asset Management Act (GIAMA) implemented as planned?
2. Are NDPW asset management operational mechanisms working? If not why?
3. What are the best practice models that can be replicated nationally?
4. Does government realise a return on investment from the unused state buildings as well as private leased buildings?
  - 4.1 What is the cost benefit for private leases?
  - 4.2 What is the cost benefit for investing in unused state owned buildings?
  - 4.3 Which of the two options above is the most viable? (this should be based on the findings from question 4.1 and 4.2)
5. How does South Africa compare with other countries on government real estate portfolio?

**Principal audience:** Department of Public Works, National Treasury, All government departments, Parliament, Cabinet, Infrastructure Sector and the Real Estate Sector.

**Type of evaluation:** Implementation and Economic Evaluation

### **Management Strategy**

The evaluation will provide information for strategic decision making with regard to viable options for accommodation of state departments in proximity to citizens/much needed services. This will also inform integrated, planning and efficient use of resources/revenue for government accommodation.

**Cost:** The evaluation will cost approximately R3 million funded by both the Department of Public Works (DPW) and the Department of Planning, Monitoring and Evaluation (DPME)

**Timeline:** The evaluation will be undertaken between the 2017/18 and 2018/19 financial years.

Preparation for the 2017/18 evaluations started in August 2016 with a 3 day theory of change workshop and design clinic. This brought the relevant stakeholders together to generate initial information for the summary of the NEP, and to develop the basis for the terms of reference. The intention is to complete the TORs by January 2017 so that procurement can start in February 2017. This means that the evaluations will be in full flow by the time the financial year begins and that the substantive work can be completed by the December 2017 break; with work to develop improvement plans substantially completed by 15 March 2018. This means that the evaluations should in most cases be completed within the 2017/18 financial year.

An important element in 2017/18 is completing the evaluation of the evaluation system and seeking to revise the National Evaluation Policy Framework based on this. We will also be seeking to strengthen monitoring of improvement plans, and making sure that these are having as much impact as possible.