



## **Department of Performance Monitoring and Evaluation**

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# **Report on the Assessment of Government Evaluations**

## **A Gendered Review of South Africa's Implementation of the Millennium Development Goals (MDGs)**

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**Date Evaluation was completed:** 31 August 2010

**Name of assessor:** Nazreen Kola

**Evaluation Number:** 100

**Date Assessment Completed:** 10 December 2012

## Evaluation Assessment Details

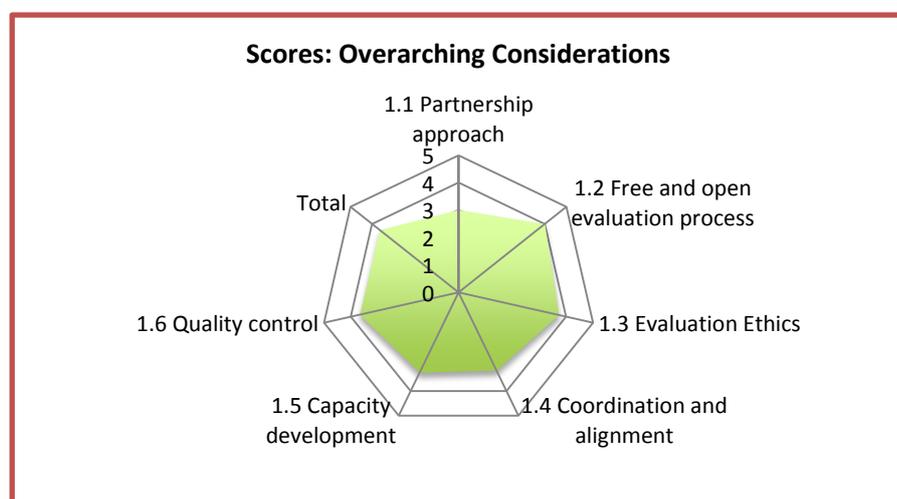
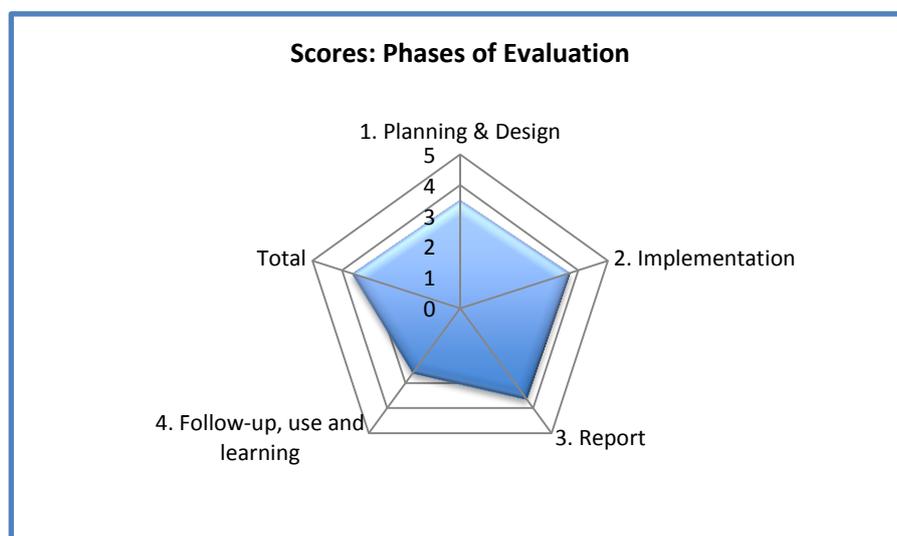
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Title of evaluation report	A Gendered Review of South Africa's Implementation of the Millennium Development Goals (MDGs)
Completion Date of Evaluation	31 August 2010
Name of Assessor	Nazreen Kola
Evaluation Number	100
Completion Date of Assessment	10 December 2012
Initiated by	Commission for Gender Equality (CGE)
Evaluation undertaken by	Commission for Gender Equality (CGE)
Evaluation area / sector	Gender in the areas of poverty, economic development, education, health, maternal and child health, HIV and AIDS, public sector, civil society, environment and sustainable development, security and human rights
	<i>Additional</i>
National Outcome	All 12 Outcomes
	<i>Additional</i>
Type of Evaluation	Impact
	<i>Additional</i>
What is being evaluated	State's progress with regard to the gendered impact of implementing the MDGs
	<i>Additional</i>
Geographic Scope	National
Period of Evaluation	2006 to 2010
Known Cost of Evaluation	Unknown

### Quality Assessment Scores

Phase of Evaluation	Score
Planning & Design	3.52
Implementation	3.72
Report	3.63
Follow-up, use and learning	2.58
<b>Total</b>	<b>3.54</b>

Overarching Consideration	Score
Partnership approach	3.00
Free and open evaluation process	4.00
Evaluation Ethics	3.73
Coordination and alignment	3.17
Capacity Development	3.25
Quality control	3.67



## 1. Planning & Design

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### 1.1. Clarity of Purpose and Scope in TOR

**STANDARD:** *The evaluation was guided by a TOR with at least the following sections explicit: purpose, scope and objectives; expectations regarding design and methodology; resources and time allocated; reporting requirements; expectations regarding evaluation process and products..*

#### Comment and Analysis

The evaluation was guided by a Concept Paper that was prepared and submitted to the CGE Plenary, the highest decision-making body of the institution. This approach is an internal process for the way in which a policy intervention or a project is presented. The Concept Paper provided a clear description of the project objectives, target groups, methodology, the project team and time-frames, the significance of the study and the budget implications.

**Rating** 4

**STANDARD:** *The purpose of the evaluation was clear and explicit in the TOR*

#### Comment and Analysis

As mentioned above, the Concept Paper provided a clear and explicit description of the purpose of the evaluation.

**Rating** 4

**STANDARD:** *The evaluation questions were clearly stated in the TOR and appropriate to addressing the evaluation purpose*

#### Comment and Analysis

The Concept Paper does not have a specific set of evaluation questions; however, the objectives provide a clear indication of the areas of assessment.

**Rating** 2

**STANDARD: The approach and type of evaluation was suited to the purpose and scope of the evaluation TOR****Comment and Analysis**

The approach and type of evaluation directly spoke to the CGE mandate, rationale and the type of work that the CGE does. In addition, the appropriate research mechanisms were used.

**Rating** 4

**STANDARD: Intended users and their information needs were identified in the TOR****Comment and Analysis**

The Concept Paper clearly identified the intended users, i.e. the CGE itself as well as key stakeholders such as Parliament, government and civil society organisations, and their information needs.

**Rating** 4

**STANDARD: Key stakeholders were involved in the scoping of the TOR and determining the purpose of the evaluation****Comment and Analysis**

There was no external stakeholder engagement or process in the scoping of the ToR and in determining the purpose of the evaluation. The decision to undertake the evaluation was internal and all the processes with regard to planning and design were undertaken internally. In order to manage and decide on the research process a Working Group was established .

**Rating** N/A

## 1.2. Evaluation was adequately resourced

**STANDARD: The evaluation was adequately resourced in terms of time allocated**

### **Comment and Analysis**

The CGE Commissioner who oversaw the evaluation process and was interviewed, commented that "time was always a crunch." In her view effort was made to allocate a reasonable and realistic amount of time to the evaluation process.

**Rating** 4

**STANDARD: The evaluation was adequately resourced in terms of original budget**

### **Comment and Analysis**

The CGE Commissioner noted that the budget allocated to the evaluation was adequate. Most expenditure was staff-related, i.e. salary costs, flight costs for team meetings and dialogue consultations.

**Rating** 4

**STANDARD: The evaluation was adequately resourced in terms of staffing and skills sets**

### **Comment and Analysis**

According to the CGE Commissioner interviewed the evaluation was adequately resourced in terms of staff. The CGE's own researchers were drawn on and utilised. These researchers were both well and appropriately skilled for conducting the research.

**Rating** 4

**STANDARD: Where appropriate, the evaluation planned to incorporate an element of capacity building of partners/staff responsible for the evaluand**

**Comment and Analysis**

The approach taken in establishing a team of internal researchers, who expressed their interest and availability to work on the project, included a capacity building component in that they would gain awareness and exposure through the evaluation process. In addition, the CGE Commissioner interviewed indicated that she would mentor the researchers through the process.

**Rating** 4

### 1.3. Alignment to Policy Context and Background Literature

**STANDARD: There was evidence that a review of the relevant policy and programme environments had been conducted and used in the planning of the evaluation by the evaluators**

**Comment and Analysis**

The introduction and background sections of the evaluation report acknowledge the South African, regional and international policy environment; however, there is insufficient evidence that a review was undertaken and used in the planning of the evaluation. Further, the Concept Paper for the evaluation makes mention of desktop research as part of the data collection and not in the planning phase of the evaluation.

**Rating** 2

**STANDARD: There was evidence of a review of appropriate literature having been conducted and used in the planning of the evaluation by the evaluators**

**Comment and Analysis**

There is insufficient evidence of a review of appropriate literature being undertaken and used to inform the planning phase of the evaluation.

**Rating** 2

**1.4. The evaluation methods planned were appropriate to the project**

**STANDARD: There was explicit reference to the intervention logic or the theory of change of the evaluand in the planning of the evaluation**

**Comment and Analysis**

The evaluation did not make specific or explicit reference to the intervention logic or the theory of change.

**Rating** 1

**STANDARD: Key stakeholders were consulted on the design and methodology of the evaluation**

**Comment and Analysis**

The evaluation was an internal process and there was not consultation with stakeholders outside of the CGE.

**Rating** 1

**STANDARD: The planned methodology was appropriate to the questions being asked**

**Comment and Analysis**

The methodology was appropriate for an evaluation of this type where the information is drawn from government department annual reports, Stats SA data, research undertaken by various civil society entities, and direct questionnaires and engagement with government departments.

**Rating** 4

**STANDARD: *Planned sampling was appropriate and adequate given the focus and purpose of evaluation***

**Comment and Analysis**

The focus of the evaluation is on the MDG Clusters and the sectors within each Cluster. There is sufficient evidence in the findings that the appropriate and relevant research was undertaken to respond to the focus and purpose of the evaluation.

**Rating** 4

**STANDARD: *There was a planned process for using the findings of the evaluation prior to undertaking the evaluation***

**Comment and Analysis**

The CGE intended to use the findings to advocate for improved policy formulation, budgeting and programme implementation in order to address the gaps and challenges found through the evaluation.

**Rating** 4

**1.5. Inception phase**

**STANDARD: *The inception phase was used to develop a common agreement on how the evaluation would be implemented***

**Comment and Analysis**

During the inception phase time was spent on deciding, agreeing and adopting the research process.

**Rating** 4

## 2. Implementation

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### 2.1. Ethical Review and Considerations

**STANDARD:** *Where data was gathered in contexts where ethical sensitivity is high, appropriate clearance was obtained through an ethics review board; e.g. in evaluation involving minors, institutions where access usually requires ethical or bureaucratic clearance, and situations where assurances of confidentiality was offered to participants*

#### **Comment and Analysis**

The evaluation report does not explicitly mention information clearance processes. A significant amount of data was sourced from government department annual reports, Stats SA data, research undertaken by various civil society entities, and direct questionnaires and engagement with government departments. Many of these sources are public documents.

**Rating** 3

### 2.2. Evaluator independence

**STANDARD:** *Where external, evaluation team was able to work freely without significant interference*

#### **Comment and Analysis**

The evaluation was conducted internally by the CGE.

**Rating** N/A

**STANDARD: The evaluation team was impartial and there was no evidence of conflict of interest**

**Comment and Analysis**

The evaluation was conducted by the CGE and part of its mandate is to monitor the implementation of the international and regional conventions, covenants and charters that have an impact on gender equality and have been ratified by South Africa.

**Rating** 4

### 2.3. Key stakeholder involvement

**STANDARD: Key stakeholders were consulted through a formalised mechanism or institutional arrangement during the evaluation**

**Comment and Analysis**

Yes, the CGE presented its preliminary findings at a consultative dialogue with key government and civil society stakeholders from relevant sectors. The expertise and inputs of these stakeholders was drawn on to identify gaps in the CGE's findings, additional implementation challenges and to refine their recommendations.

**Rating** 4

**STANDARD: Where appropriate, an element of capacity building of partners responsible for the evaluand was incorporated into the evaluation**

**Comment and Analysis**

Although this is not explicit in the report, the fact that the evaluation was carried out by a team of CGE researchers suggests that there is an effort towards ensuring that there is capacity within the CGE to undertake an evaluation of this nature and that capacity is enhanced by virtue of undertaking such an evaluation.

**Rating** 3

## 2.4. Methodology

**STANDARD: The methods employed in the process of the evaluation were consistent with those planned**

### **Comment and Analysis**

Based on the interview with the CGE Commissioner the evaluation process were consistent with the methods planned and outlined in the Concept Paper underpinning the evaluation.

**Rating** 4

**STANDARD: Data collection was not compromised by fieldwork-level problems or unplanned diversions from original intentions**

### **Comment and Analysis**

Not applicable.

**Rating** N/A

**STANDARD: Forms of data gathering were appropriate given the scope of evaluation**

### **Comment and Analysis**

Given the scope and range of the evaluation the use of secondary sources coupled with direct questionnaires and engagements with government departments is appropriate.

**Rating** 4

**STANDARD: The data analysis approach and methods were appropriate and sufficient given the purposes of the evaluation**

**Comment and Analysis**

The approach used involved the analysis and assessment of existing data, which was fitting for this type of evaluation.

**Rating** 4

**STANDARD: Key stakeholders were significantly engaged as part of the methodology**

**Comment and Analysis**

The preliminary findings from the evaluation were presented at a consultative dialogue with key government and civil society stakeholders from relevant sectors. The expertise and inputs of these stakeholders were drawn on to identify gaps in the CGE's findings, additional implementation challenges and to refine their recommendations.

**Rating** 4

**STANDARD: The methodology included engaging beneficiaries appropriately as a key source of data and information**

**Comment and Analysis**

The evaluation process did not involve direct interaction with the intended beneficiaries of the international and regional conventions that aim to enhance gender equality and the empowerment of women. However, the data drawn from various sources should have been informed by primary research undertaken with the intended beneficiaries of the conventions, charters, etc. In addition, interviews were held with government departments who are stakeholders and can also be viewed as beneficiaries in some regards.

**Rating** 3

## 2.5. Project management

**STANDARD: The evaluation was conducted without shifts to scheduled project milestones and timeframes**

### **Comment and Analysis**

According to the CGE Commissioner interviewed the overarching time-frames of the evaluation were met. However, it is unclear if there were any shifts to milestones and time-frames during the evaluation process.

**Rating** 3

## 3. Report

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**3.1. Report was well-structured and presentation was clear and complete in each of these areas**

**STANDARD: Executive summary captured key components of the report appropriately**

### **Comment and Analysis**

Overall, the report is accessible and easy to navigate and understand. While the executive summary provides a clear snapshot of the report's findings, it does not list the evaluation conclusions and recommendations.

**Rating** 3

**STANDARD: The context of the development intervention was explicit and presented as relevant to the evaluation**

### **Comment and Analysis**

The analysis of country progress using a gendered lens is explicit and is the main thrust of the evaluation.

**Rating** 4

**STANDARD: There was a clear rationale for the evaluation questions****Comment and Analysis**

The evaluation questions focused on assessing/ measuring the status of women as compared to men in the political, economic, social, sustainable development and security and human rights clusters.

**Rating** 4

**STANDARD: The scope or focus of the evaluation was apparent in the report****Comment and Analysis**

The scope of the evaluation was clear and apparent in the report i.e. to determine the level of implementation progress and impact with regard to the MDGs and gender equality and women's empowerment.

**Rating** 4

**STANDARD: A detailed methodology was outlined in the relevant section of a report (full report or 1/3/25) to the point that a reader could understand the data collection, analysis and interpretation****Comment and Analysis**

The evaluation report does not provide detail on the process used in the evaluation. Only brief mention is made of the methodology being desktop based with some direct interaction in the way of a questionnaire and engagement with government departments.

**Rating** 2

**STANDARD: Key findings were presented in a clear way; they were made distinct from uncertain or speculative findings; and unused data was not presented in the body of the report**

**Comment and Analysis**

The findings were clearly presented and key findings were emphasised in a way that distinguished them.

**Rating** 4

**STANDARD: Conclusions and recommendations were clear and succinctly articulated**

**Comment and Analysis**

The conclusions and recommendations were clear and concise.

**Rating** 4

**STANDARD: Acknowledgement of limitations of all aspects of the methodology and findings were clearly and succinctly articulated**

**Comment and Analysis**

The evaluation did not provide information on the limitations.

**Rating** 1

### 3.2. Writing and presentation

**STANDARD:** *Quality of writing and presentation was adequate for publication including: adequate layout and consistent formatting; complete sentences and no widespread grammatical or typographical errors; consistency of style and writing conventions (e.g. tense, perspective (first person, third person); levels of formality; references complete and consistent with cited references in reference list and vice versa; etc)*

#### Comment and Analysis

The report is well structured and presented and the quality of writing is good. The report has been published by the CGE.

Rating 4

**STANDARD:** *Appropriate conventions were used in presentation of data (e.g. use of appropriate statistical language; reporting of p-values where appropriate; not reporting statistically insignificant findings as significant; clarifying disaggregation categories in constructing percentages; not using quantitative language in reporting qualitative data, etc.)*

#### Comment and Analysis

The appropriate conventions and standards have been used and there is no confusion in the presentation of quantitative and qualitative data.

Rating 4

### 3.3. Presentation of findings

**STANDARD:** *The use of figures and tables was such that it supported communication and comprehension of results; and data reported in figures and tables was readily discernible and useful to a reader familiar with data presentation conventions*

**Comment and Analysis**

The data in the report was appropriately presented with clear descriptions of figures, ratios, tables, etc., and what they mean in terms of the context and focus of the evaluation.

**Rating** 4

**STANDARD: Data analysis appeared to have been well executed**

**Comment and Analysis**

The report provides clear evidence of this.

**Rating** 4

**STANDARD: Findings were supported by available evidence**

**Comment and Analysis**

The report provides clear evidence of this.

**Rating** 4

***STANDARD: The evidence gathered was sufficiently and appropriately analysed to support the argument***

**Comment and Analysis**

The report reflects findings that are well substantiated by data that was gathered and the analysis thereof.

**Rating** 4

***STANDARD: There was appropriate recognition of the possibility of alternative interpretations***

**Comment and Analysis**

The report does highlight possible alternate interpretations in some areas.

**Rating** 4

***STANDARD: The report appeared free of significant methodological and analytic flaws***

**Comment and Analysis**

The findings and recommendations in the report seem to be well researched with the information thoroughly analysed. There do not appear to be any particular methodological or analytical flaws.

**Rating** 4

### 3.4. Conclusions

**STANDARD: Conclusions were derived from evidence**

**Comment and Analysis**

Conclusions are well substantiated and there is clear evidence of what has informed the conclusions that have been reached.

**Rating** 4

**STANDARD: Conclusions took into account relevant empirical and/or analytic work from related research studies and evaluations**

**Comment and Analysis**

There is sufficient evidence of this. The conclusions are clearly based on empirical data which has been well analysed and also indicates trends over time.

**Rating** 4

**STANDARD: Conclusions addressed the original evaluation purpose and questions**

**Comment and Analysis**

The focus, scope and purpose of the evaluation is evident throughout the report.

**Rating** 4

**STANDARD: Conclusions were drawn with explicit reference to the intervention logic or theory of change****Comment and Analysis**

In the conclusions of the evaluation there is no explicit reference made to the intervention logic or the theory of change. This was not identified as an objective or outcome of this evaluation.

**Rating** N/A

**3.5. Recommendations****STANDARD: Recommendations were made in consultation with appropriate sectoral partners or experts****Comment and Analysis**

A consultative dialogue was carried out with relevant stakeholders in the governmental and non-governmental spheres. The gap in information, however, is in the extent of this consultation. There is no information in the report that describes this process.

**Rating** 3

**STANDARD: Recommendations were shaped following input or review by relevant government officials and other relevant stakeholders****Comment and Analysis**

A consultative dialogue was carried out with relevant stakeholders in the government departments and the report notes that they had an input into the recommendations that were tabled in the report.

**Rating** 4

**STANDARD: Recommendations were relevant to the policy context****Comment and Analysis**

One of the main intentions of the evaluation was to advocate for improved policy formulation, which necessitated that the recommendations had to be relevant to the current policy context.

**Rating** 4

**STANDARD: Recommendations were targetted to a specific audience sufficiently - were specific, feasible, affordable and acceptable****Comment and Analysis**

The recommendations were clearly targeted, specifically to policy and decision-makers.

**Rating** 4

**3.6. Relevant limitations of the evaluation have been noted****STANDARD: Relevant limitations of the evaluation were noted****Comment and Analysis**

These were not documented.

**Rating** 1

### 3.7 Protection of participants and risk considerations

**STANDARD:** *The full report documented procedures intended to ensure confidentiality and to secure informed consent where this was needed (in some cases this is not needed - e.g. evaluation synthesis - in which case N/A should be recorded)*

#### Comment and Analysis

Not applicable.

**Rating** N/A

**STANDARD:** *There were no risks to participants in disseminating the original report on a public website*

#### Comment and Analysis

There were no risks to participants.

**Rating** 4

**STANDARD:** *There were no unfair risks to institutions in disseminating the original report on a public website*

#### Comment and Analysis

There were no risks to institutions.

**Rating** 4

## **4. Follow-up, use and learning**

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### **4.1. Presentation to stakeholders**

**STANDARD: Results were presented to all relevant stakeholders**

#### **Comment and Analysis**

The results were presented to relevant stakeholders.

**Rating** 4

### **4.2. Resource utilisation**

**STANDARD: The evaluation was completed within the planned timeframes**

#### **Comment and Analysis**

According to the CGE Commissioner interviewed the evaluation was completed within the planned time-frame.

**Rating** 4

**STANDARD: The evaluation was completed within the agreed budget**

#### **Comment and Analysis**

According to the CGE Commissioner interviewed the evaluation was completed within the allocated budget.

**Rating** 4

### 4.3. Transparency

**STANDARD: The report was publicly available (website or otherwise published document), except where there were legitimate security concerns**

#### Comment and Analysis

The report is in the public domain and is easily searchable.

**Rating** 4

### 4.4. Lessons learnt

**STANDARD: After completion of the evaluation, a reflective process was undertaken by staff responsible for the evaluand to reflect on what could be done to strengthen future evaluations**

#### Comment and Analysis

A process of reflection was undertaken following the completion of the evaluation where lessons and areas of improvement were identified.

**Rating** N/A

### 4.5. Symbolic and conceptual value

**STANDARD: The evaluation study was seen by interviewed stakeholders as having added significant symbolic value to the policy or programme (eg raised its profile)**

#### Comment and Analysis

While the CGE shared this report and its recommendations with Parliament and a broad range of stakeholders in South Africa, it is unclear how it was received. The CGE Commissioner interviewed indicated that the level of uptake of the evaluation and its recommendations in terms of its impact on shaping policy is uncertain.

**Rating** N/A

**STANDARD: The evaluation study was of conceptual value in understanding what has happened and possibly in shaping policy and practice**

**Comment and Analysis**

Given that this was part of the focus of the evaluation, it was well met.

**Rating** 4

**4.6. Utilisation of findings and recommendations**

**STANDARD: There was clear evidence of instrumental use - that the recommendations of the evaluation were implemented to a significant extent**

**Comment and Analysis**

While the level of uptake of the evaluation is unclear, it is clear that the evaluation is relevant. The hope is that the evaluation will be instrumental in shaping the state's direction with regard to policies making them more gender sensitive and inclusive.

**Rating** 1

**STANDARD: There was clear evidence that the evaluation has had a positive influence on the evaluand, its stakeholders and beneficiaries over the medium to long term**

**Comment and Analysis**

The level of influence and impact of the evaluation is unclear. However, it should be noted that the CGE is busy with its next cycle of the MDG review and plans to have the next report by August 2013.

**Rating** 1

## **References**

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CGE (date unknown). Gendered review: State implementation of MDGs, Concept Paper - final draft. (Internal document).

CGE (2010). A gendered review of South Africa's implementation of the Millennium Development Goals.

## **List of Interviewees**

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Ms Janine Hicks, Commissioner, Commission for Gender Equality (CGE), Telephonic interview held on 28 January 2013.