



Department of Performance Monitoring and Evaluation

Report on the Assessment of Government Evaluations

Analysing Wage Formation in the South African Labour Market: The Role of Bargaining Councils

Date Evaluation was completed: 01 September 2007

Name of assessor: Nana Gadegaard Davies

Evaluation Number: 117

Date Assessment Completed: 18 February 2013

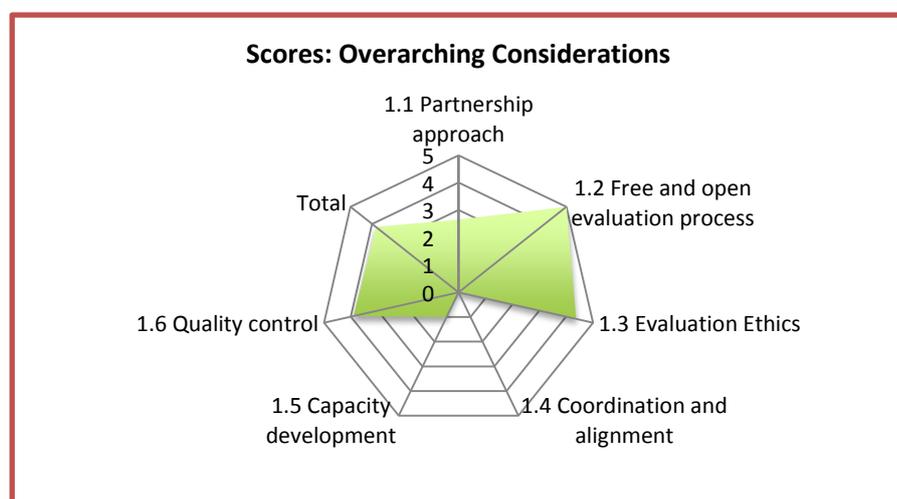
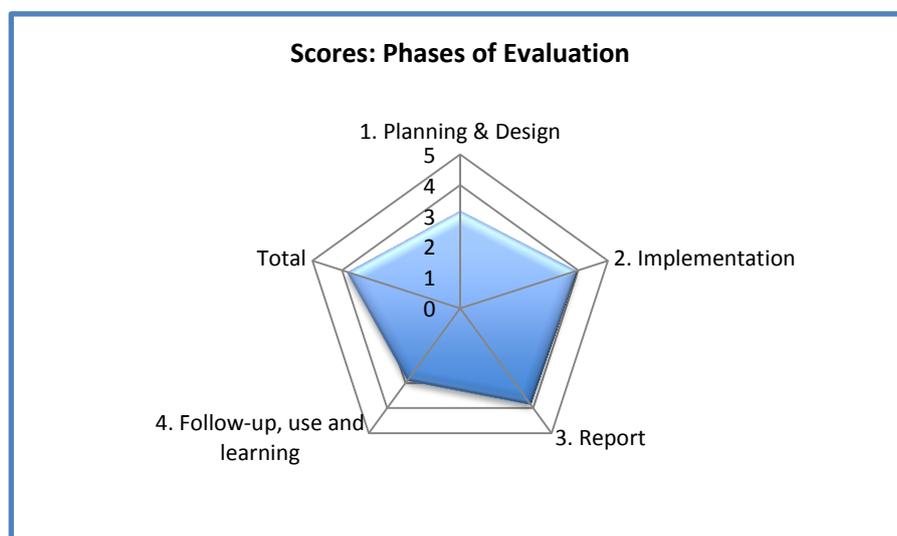
Evaluation Assessment Details

Title of evaluation report	Analysing Wage Formation in the South African Labour Market: The Role of Bargaining Councils
Completion Date of Evaluation	01 September 2007
Name of Assessor	Nana Gadegaard Davies
Evaluation Number	117
Completion Date of Assessment	18 February 2013
Initiated by	Department of Labour
Evaluation undertaken by	Haroon Borat, Carlene van der Westhuizen, Sumayya Goga from the Development Policy Research Unit
Evaluation area / sector	Labour issues & employment
	<i>Additional</i>
National Outcome	Outcome 5
	Outcome 4 <i>Additional</i>
Type of Evaluation	Diagnostic
	<i>Additional</i>
What is being evaluated	Sector
	<i>Additional</i>
Geographic Scope	National
Period of Evaluation	2007
Known Cost of Evaluation	Unknown

Quality Assessment Scores

Phase of Evaluation	Score
Planning & Design	3.18
Implementation	3.95
Report	3.84
Follow-up, use and learning	2.88
Total	3.71

Overarching Consideration	Score
Partnership approach	2.65
Free and open evaluation process	5.00
Evaluation Ethics	4.36
Coordination and alignment	Not Applicable
Capacity Development	1.00
Quality control	3.91



1. Planning & Design

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

It was not possible to ascertain whether a Terms of Reference had been produced for this study.

Rating N/A

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

Comment and Analysis

It was not possible to ascertain whether a Terms of Reference had been produced for this study.

Rating N/A

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

Comment and Analysis

It was not possible to ascertain whether a Terms of Reference had been produced for this study.

Rating N/A

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

Comment and Analysis

It was not possible to ascertain whether a Terms of Reference had been produced for this study.

Rating N/A

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

Comment and Analysis

It was not possible to ascertain whether a Terms of Reference had been produced for this study.

Rating N/A

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

Comment and Analysis

It was not possible to ascertain whether a Terms of Reference had been produced for this study.

Rating N/A

1.2. Evaluation was adequately resourced

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

Comment and Analysis

The resources available to and utilized for this project were not stipulated in the report. However, one of the interviewees indicated that the study was adequately resourced in terms of time allocated.

Rating 4

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

Comment and Analysis

It was not possible to ascertain the original budget of the research or whether it had been sufficient as the lead researcher and relevant government official was unavailable for an interview.

Rating N/A

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

Comment and Analysis

The resources available to and utilized for this project were not stipulated in the report. The study was conducted by three researchers from the Development Policy Research Unit (DPRU) who had expertise in the labour and econometrics.

Rating 5

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

Comment and Analysis

Beside a presentation of the draft report in a workshop hosted by the Department of Labour, the study did not seem to have incorporated an element of capacity building of partners/staff responsible for the study.

Rating 2

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

Several relevant labour legislation and policies, both historic and current, were reviewed and discussed in reference to bargaining councils. However it was uncertain whether the review of policy and programme environments had been used in the planning of the study by the researchers.

Rating N/A

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

An appropriate review of literature was evident throughout the report. Previously conducted analyses of a similar nature were frequently referenced and drawn upon to complete this report. However, it was uncertain whether the review of literature had been used in the planning of the study by the researchers.

Rating N/A

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 report made no 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

There was no mention of consultation with key stakeholders on the design or methodology of the study in the report. Interviewees furthermore indicated that key stakeholders were not consulted with on the design and methodology of the study.

Rating 1

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

Comment and Analysis

The study used already existing surveys to construct datasets. Overall, the methodology appeared appropriately suited to the aims of the research, namely to determine what premium is associated with Bargaining Council membership as distinct from Union membership, for employees in the South African labour market.

Rating 4

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

Comment and Analysis

The sample of industrial councils and bargaining councils taken from historical survey data was generally appropriate. However, there was estimation involved in actual coverage of councils and some restrictions on the sample. The authors noted this when appropriate. Hence the planned sampling was appropriate and adequate given the focus and purpose of the study.

Rating 4

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

Comment and Analysis

There was no evidence in the report of a planned process for using the findings of the study prior to undertaking the research.

Rating 1

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

A preliminary meeting took place with the Department of Labour, DPRU and HSRC, where the implementation of the study was discussed.

Rating 4

2. Implementation

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

As all data came from available historic data sources there was no need for ethical clearance.

Rating N/A

2.2. Evaluator independence

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

Comment and Analysis

One of the interviewees stated that the research team was able to work freely and without significant interference from other stakeholders.

Rating 5

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

No conflict of interest by the evaluation team was readily evident in the report. This was confirmed by one of the interviewees.

Rating 5

2.3. Key stakeholder involvement***STANDARD: Key stakeholders were consulted through a formalised mechanism or institutional arrangement during the evaluation******Comment and Analysis***

There was no mention in the report of any consultation with key stakeholders during the study. However, the interviewees indicated that consultation with the Department of Labour and a bargaining expert appointed by the Department of Labour took place during the study.

Rating 4

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

No formal capacity building process of partners took place during the study.

Rating 1

2.4. Methodology

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

Comment and Analysis

The study applied already existing data deriving from surveys and the Ordinary Least Squares method was used to estimate the mean effect of the various explanatory variables on the dependent variables. The methods employed in the process were consistent with those planned.

Rating 4

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

Comment and Analysis

As no primary data collection took place, the study was not subject to any fieldwork.

Rating N/A

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

Comment and Analysis

Historic data sources were appropriate forms of data for the evaluation given its focus and scope. The historic data sources provided the information required by the author to answer the research questions to an extent; however, seemingly reasonable estimations and assumptions were made about the data to adequately do so.

Rating 4

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

Comment and Analysis

The Ordinary Least Squares method was used to estimate the mean effect of the various explanatory variables on the dependent variables for data analysis. Also, statistical analysis was carried out for descriptive data. Data analysis approaches yielded the necessary information to answer the research questions.

Rating 5

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

Comment and Analysis

A bargaining research expert was appointed by the Department of Labour. As part of the methodology she provided input to the study. Also the Department of Labour was engaged in study and the researchers presented the findings to officials of bargaining councils as part of the methodology.

Rating 4

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

Comment and Analysis

No engagement of beneficiaries was included as part of the methodology of the study.

Rating 1

2.5. Project management

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

Comment and Analysis

The study was conducted without shifts to scheduled project milestones and timeframes.

Rating 5

3. Report

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

The report lacked a formal executive summary. An introduction section provided brief background on the issue, the main objective of the study, and a brief description of subsequent sections in the report.

Rating 2

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

Comment and Analysis

Section two of the report provided a relevant and thorough background and context to the topic of the research.

Rating 5

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

The objectives of the study were defined with the rationale of exploring an area of wage formation that had rarely been looked at previously. But the ultimate reasons for exploring this area beyond deepening understanding (e.g. usage) were not explicitly stated.

Rating 3

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

The focus of the study was on the role of bargaining councils in wage formation across different groups, particularly in comparison to the influence of unions on wages. The focus was apparent in the report.

Rating 5

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**

There was no explicit methodology section in the report. The methodology is described in the Chapter 4 on 'Data and Descriptive Overview' and in Chapter 5 on 'Bargaining Council Membership and Wages - A Multivariate Analysis'. Data collection was clear for the descriptive overview, but unclear for the multivariate analysis. Data analysis was unclear for the descriptive overview. Analysis and interpretation was highly technical for the multivariate analysis and therefore difficult to understand for someone not well-versed in econometrics.

Rating 3

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

Key findings were well presented in the report and were found in Chapter 4 and Chapter 5.

Rating 4

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

Comment and Analysis

Conclusions were found in the end of Chapter 4 and 5 and were furthermore extracted in a separate Chapter 6. Conclusions were generally clear. No recommendations were explicitly stated. However, it was uncertain to the assessor whether the TOR requested the articulation of recommendations.

Rating 3

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

Comment and Analysis

Although there was no specific sub-chapter on limitations they were mentioned in Chapter 4 and Chapter 5.

Rating 3

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

In terms of presentation, formatting was consistent. The layout could have been improved by having more discrete sections. Grammar was fine although a few typographical errors were present. Writing style, conventions, and level of formality were consistent. It should be noted that citation style was inconsistent. Otherwise the quality of writing was excellent.

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

Data was presented in appropriate statistical language and appropriate conventions were used.

Rating 5

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 report applied tables and figures that provided appropriate information needed for further comprehension of the findings within the report. These tables and figures were readily discernible and useful for the reader.

Rating 5

STANDARD: Data analysis appeared to have been well executed

Comment and Analysis

The study applied descriptive statistical data analysis and multivariate analysis. The analysis seemed well executed.

Rating 4

STANDARD: Findings were supported by available evidence

Comment and Analysis

Most findings were directly supported by data in the report; however, some findings were explained by information external to the dataset.

Rating 3

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

Comment and Analysis

The evidence was sufficient to demonstrate effects of bargaining councils on wages.

Rating 4

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

Comment and Analysis

Beside the sensitivity test done, allusions to alternatives explanations were not made in the report. However, the nature of the analysis did not lend itself for appropriate recognition of the possibility of alternative analysis.

Rating N/A

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

Comment and Analysis

The report appeared free of significant methodological and analytical flaws.

Rating 5

3.4. Conclusions

STANDARD: Conclusions were derived from evidence

Comment and Analysis

The overall conclusions were derived directly from the evidence. Some explanations for findings, however, were attributed to unspecified sources outside the dataset.

Rating 4

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

Comment and Analysis

Good interpretative conclusions were made drawing on relevant literature and research findings.

Rating 4

STANDARD: Conclusions addressed the original evaluation purpose and questions

Comment and Analysis

The conclusions addressed the original research purpose stipulated at the beginning of the report, namely what is the role of bargaining councils in wage formation in the South African labour market.

Rating 4

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

No intervention logic or theory of change was mentioned in the report and hence the conclusions were not drawn from there.

Rating 1

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

No recommendations were explicitly made in the report. As no TOR was available it was not possible to determine whether recommendations should have been included in the study. The draft report was however presented to a forum hosted by the Department of Labour.

Rating N/A

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

No recommendations were explicitly made in the report. As no TOR was available it was not possible to determine whether recommendations should have been included in the study. The draft report was however presented to a forum hosted by the Department of Labour.

Rating N/A

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

No recommendations were explicitly made in the report and hence there was no recommendations relevant to the policy context.

Rating N/A

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

No recommendations were explicitly made in the report and hence there was no recommendations targetting a specific audience.

Rating N/A

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

Limits on sampling were acknowledged and explained, as well as some caution given surrounding findings in the descriptive overview section. Limitations were not discussed in other sections of the paper. However, tentative language is appropriately used when reporting findings in the multivariate analysis section.

Rating 3

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

Only data from historic surveys was used in the report, thus not exposing any participants to risk. Hence there was no need to document procedures to ensure confidentiality.

Rating N/A

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

Comment and Analysis

Only data from historic surveys was used in the report. Hence there was no risk to participants in disseminating the original report on a public website.

Rating 4

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

Comment and Analysis

It did not appear that there were any unfair risks to institutions in disseminating the report on a public website.

Rating 4

4. Follow-up, use and learning

4.1. Presentation to stakeholders

STANDARD: Results were presented to all relevant stakeholders

Comment and Analysis

The draft report was presented to a forum hosted by the Department of Labour, consisting of officials from bargaining councils.

Rating 4

4.2. Resource utilisation

STANDARD: The evaluation was completed within the planned timeframes

Comment and Analysis

The study was completed within the planned timeframes.

Rating 5

STANDARD: The evaluation was completed within the agreed budget

Comment and Analysis

There was no budget outlined for this study in the report. Likewise, no TOR was available. Therefore it was not possible to ascertain whether the study was completed within the agreed budget.

Rating N/A

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 available online, and easily accessible through a Google search.

Rating 5

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

There was no mention in the report of a reflective process taking place after the completion of the evaluation.

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

The study was presented at 2 conferences. However, according to the interview with the government official it did not add significant symbolic value to policy or programme.

Rating 2

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

Comment and Analysis

The study had the potential to shape understanding of how bargaining councils affect wages. However, according to the interview with the government official it did not shape policy and practice.

Rating 2

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

There were no recommendations made explicitly in the report and hence recommendations could not be implemented.

Rating N/A

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

It was claimed by one of the interviewees that the study created debate on wage formation and the role of bargaining councils. However this is not backed by clear evidence.

Rating 2

References

Bhorat, H.; van der Westhuizen, C.; Goga, S. (2007) "Analysing Wage Formation in the South African Labour Market: The Role of Bargaining Councils," Development Policy Research Unit, School of Economics, University of Cape Town.

List of Interviewees

Ms Sumayya Goga, Free-lance researcher at the Development Policy Research Unit, School of Economics, University of Cape Town. Telephonic interview 18/2/2013

Ms Carlene van der Westhuizen, Senior researcher at the Development Policy Research Unit, School of Economics, University of Cape Town. Short telephonic interview

Mr Ian Macun, Department of Labour. Telephonic interview 7/3/2013