



Department of Performance Monitoring and Evaluation

Report on the Assessment of Government Evaluations

Evaluation Title:	Impact Assessment- Department of Social Development: Homes for the Aged
Evaluation Number:	413
Evaluation Completion Date:	31 March 2010
Period of Evaluation:	2009-2010
Submitted:	19 March 2014 by Mike Leslie
Approved:	19 March 2014 by Mike Leslie

Evaluation Details

Evaluation Title:	Impact Assessment- Department of Social Development: Homes for the Aged
Evaluation Number:	413
Evaluation Completion Date:	31 March 2010
Created:	17 December 2013 by Mike Leslie
Submitted:	19 March 2014 by Mike Leslie
Approved:	19 March 2014 by Mike Leslie
Period of Evaluation:	2009-2010
Known Cost:	R 250,000.00
Known Cost Type:	Estimate
Initiated By:	Western Cape Department of Social Development
Initiated By Internal:	Yes
Undertaken By:	F.E.M. Research Consultants
Undertaken By Internal:	No

Assessors

Mike Leslie	mikel@pdg.co.za
-------------	-----------------

Assessment Documents

Document Name:	Document Type:	Added By:	Added On:
20012 03 22Impact Assessment - Homes for the aged .pdf	Evaluation report	Mike Leslie	17 December 2013
Terms of reference- Older Persons-final.doc	Terms of Reference (ToR) for the evaluation	Mike Leslie	15 January 2014
Assessment Report at Moderation.pdf	Assessment Report at Moderation	Nishendra Moodley	06 February 2014

Quality Assessment Summary

The evaluation study receives an overall score of 2.99, indicating that the report is only barely below an adequate standard. Some of the key shortcomings of the evaluation overall rest with the conceptualisation and design of the study which paid lip-service to the notion of an impact assessment and failed to design an evaluation that sought to meaningfully attribute results or interrogate any form of programme theory.

The Terms of Reference set out a request for social research that it hoped to apply to a range of objectives and implicit evaluation questions, and the evaluation team seems to have done an adequate job overall, although scoring has largely been brought down due to limitations associated with the original conceptualisation of the assessment. The Planning & design phase scores particularly low in this regard, with a 2.69.

The Implementation and Follow-up, use and learning stages score highest overall, with 3.26 and 3.64 scores respectively. This can be seen against the evaluation team's application of best practice standards with regards to piloting research instrumentation and ensuring a degree of consultation with some voluntary internal peer review.

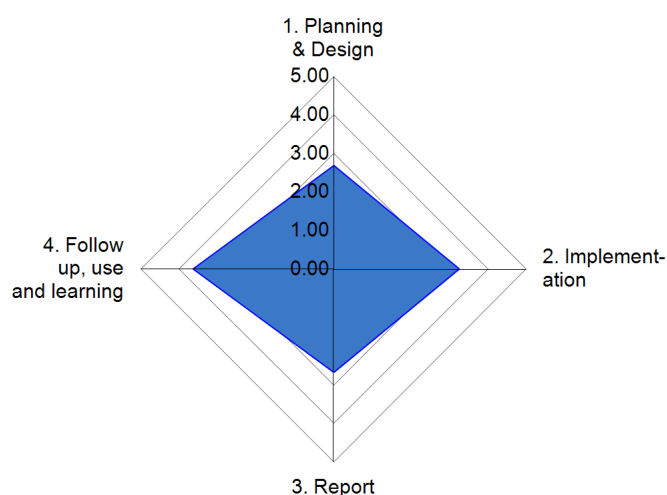
Overarching considerations in which the evaluation fared well included Coordination and alignment (3.26) and Partnership approach (3.13) because of the work done by the evaluation team to work closely with the M&E unit of the Department of Social Development and to ensure that report recommendations were informed by consultation and contextualised within the policy and programme environments. Overall, the evaluation study contains some decent work and analysis by the evaluation team; but was encumbered by a lack of clarity with regards to design at the outset. The evaluation study has been acknowledged as of value to the Department of Social Development and this work may potentially inform future evaluations research, albeit with acknowledgement of its limitations.

Quality Assessment Scores

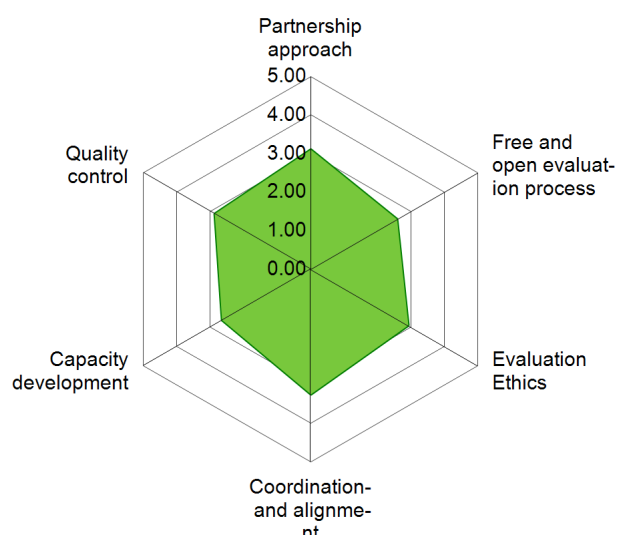
Phase of Evaluation	Score
1. Planning & Design	2.69
2. Implementation	3.26
3. Report	2.68
4. Follow-up, use and learning	3.64
Total	2.99

Overarching Consideration	Score
Partnership approach	3.13
Free and open evaluation process	2.61
Evaluation Ethics	2.94
Coordination and alignment	3.26
Capacity development	2.67
Quality control	2.89
Total	2.99

Scores: Phases of Evaluation



Scores: Overarching Considerations



Phase of Evaluation	Area of Evaluation	Score
1. Planning & Design	1.1. Quality of the TOR	2.54
1. Planning & Design	1.2. Adequacy of resourcing	3.73
1. Planning & Design	1.3. Alignment to policy context and background literature	2.40
1. Planning & Design	1.4. Appropriateness of the evaluation design and methodology	2.28
1. Planning & Design	1.5. Project management (Planning phase)	3.00
2. Implementation	2.1. Evaluation ethics and independence	3.64
2. Implementation	2.2. Participation and M&E skills development	2.10
2. Implementation	2.3. Methodological integrity	3.52
2. Implementation	2.4. Project management (Implementation phase)	4.00
3. Report	3.1. Completeness of reporting structure	2.33
3. Report	3.2. Accessibility of content	3.47
3. Report	3.3. Robustness of findings	2.73
3. Report	3.4. Strength of conclusions	1.79
3. Report	3.5. Suitability of recommendations	3.31
3. Report	3.6. Consideration of reporting risks and ethical implications	2.62
3. Report	3.7. Project management (Reporting phase)	3.00
4. Follow-up, use and learning	4.1. Resource utilisation	4.60
4. Follow-up, use and learning	4.2. Evaluation use	3.35
Total	Total	2.99

1. Planning & Design

1.1. Quality of the TOR

Standard:	1.1.1. The evaluation was guided by a well-structured and complete TOR or a well-structured and complete internal evaluation proposal
Comment and Analysis:	The evaluation was guided by a well-structured Terms of Reference but it was lacking in a few critical areas related to the evaluation questions and evaluation design where there was insufficient detail. The other components: Background information; Objectives; Geographic extent- Location of Work; Methodology; Scope of Work; Resources; Timelines; Required deliverables; etc, were concise and to the point providing a fairly complete indication of the expectations for the evaluation.
Rating:	3
Standard:	1.1.2. The purpose of the evaluation stated in the TOR (or an internal evaluation proposal) was clear and explicit
Comment and Analysis:	The purpose of the evaluation was stated in the ToR as "to determine the impact of service delivery by non-profit organisations rendering services for Older Persons receiving funding from the Department of Social Development over the periods 2007, 2008, 2009/2010". The purpose was clear and explicit in this regard, although it is not considered exceptional for some of the ambiguity and absence of prescriptions for elements of the ToR, as mentioned above.
Rating:	4
Standard:	1.1.3. The evaluation questions in the TOR (or an internal evaluation proposal) were clearly stated and appropriate for addressing the evaluation purpose
Comment and Analysis:	There were not any evaluation questions stated in the Terms of Reference. The evaluation objectives, which are not considered to be equivalent, provided some implicit questions. The Scope of the Work section also raised a number of mainly descriptive questions indirectly, such as: "how the rights of beneficiaries are upheld and what impact service delivery has made"; "whether services that are delivered have a fit for purpose, is targeted and customized to the realities of its beneficiaries"; "the frequency and quality of reporting monitoring and feedback methods by the organisations to their different stakeholders"; and "whether easy access to services is ensured". There was also a further list of bullet points that have embedded queries, but they were so numerous and lacking in structure and rationale that they cannot be said to be clearly stated and appropriate for addressing the evaluation purpose.
Rating:	1
Standard:	1.1.4. The approach and type of evaluation was suited to the purpose and scope of the evaluation TOR (or an internal evaluation proposal)
Comment and Analysis:	The type of evaluation proposed was suited to the purpose of the evaluation, although there were challenges with the scope and the range of implicit queries that it entailed. In short, the ToR was silent on the evaluation design and approach outside of the title. As a result, the ToR failed to set out expectations regarding key aspects of the approach and type of evaluation, particularly with regards to design and how it sought to establish attribution to the intervention.
Rating:	1

Standard:	1.1.5. The TOR (or an internal evaluation proposal) identified the intended users of the evaluation and their information needs
Comment and Analysis:	There is no clear identification of the intended users of the evaluation, although a case can be made that various objectives and scope of work references highlight the significance of this work for stakeholders, beneficiaries and the department. This suggests that the commissioning organisation had some idea of how it would use product of this evaluation and that this would be relevant and accessible to various role-players.
Rating:	2
Standard:	1.1.6. Key stakeholders were involved in the scoping of the TOR and choosing the purpose of the evaluation
Comment and Analysis:	Programme management from the department was consulted on the terms of reference and indicated that input was taken into account and used in scoping the ToR. This reflected specifically in the number of homes identified for the sampling frame and the parameters that were to be used for the survey.
Rating:	4

1.2. Adequacy of resourcing

Standard:	1.2.1. The evaluation was adequately resourced in terms of time allocated
Comment and Analysis:	The evaluation was conducted over the period of four months, including the summer holidays and new year which for the purpose and proposed type of evaluation would appear inadequate. However, it was reported by both the service provider and the former programme manager that the timeframes were adequate for the research undertaken.
Rating:	3
Standard:	1.2.2. The evaluation was adequately resourced in terms of original budget
Comment and Analysis:	The original budget for the evaluation was approximately R250 000.00, which given the stated purpose of the evaluation and scope identified, would appear to be inadequate. However, it was reported by both the service provider and the former programme manager that the resourcing for the project was adequate for the work undertaken, which met the expectations of both role-players. Thus, in the eyes of the key stakeholders this project was sufficiently resourced and can be considered of a good standard for the work delivered.
Rating:	4
Standard:	1.2.3. The evaluation was adequately resourced in terms of staffing and skills sets
Comment and Analysis:	The evaluation was well resourced in terms of the skills sets of the evaluation team, including former academics with a strong statistical background. However, the absence of a team member familiar with the frail care sector prevented this team from being exceptionally well resourced in this regard.
Rating:	4

Standard:	1.2.4. Where appropriate, the evaluation planned to incorporate an element of capacity building of partners/staff responsible for the evaluand
Comment and Analysis:	There is no indication in the Terms of Reference of an expectation around capacity building of partners/staff responsible for the evaluand. However, it was noted that the evaluation team generally plans to incorporate a skills transfer element throughout the project and did plan for a degree of capacity building of Department of Social Development M&E unit staff, especially at the conclusion of the evaluation.
Rating:	4

1.3. Alignment to policy context and background literature

Standard:	1.3.1. There was evidence that a review of the relevant policy and programme environments had been conducted and used in planning the research
Comment and Analysis:	The Terms of Reference does not provide any reference to the policy environment, although it is clear that the programme environment has informed the overall sampling and methodology requested. Outside of statutory planning, there is limited reference to a review of the policy environment.
Rating:	3

Standard:	1.3.2. There was evidence of a review of appropriate literature having been conducted and used in planning the research
Comment and Analysis:	There is a brief paragraph providing demographic information on the province indicating proportion of the population of a certain age, race and gender. Other than this, there is limited indication that appropriate literature was consulted in planning the research by the department or the service provider. The absence or limited references in later texts would also appear indicative of an inadequate literature review of relevant research on old age homes.
Rating:	2

1.4. Appropriateness of the evaluation design and methodology

Standard:	1.4.1. 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:	There was no reference to any intervention logic or the theory of change supporting the department's intervention in the form of 282 funded older persons programmes. This is a serious shortcoming of the evaluation design and approach.
Rating:	1

Standard:	1.4.2. Key stakeholders were consulted on the design and methodology of the evaluation
Comment and Analysis:	Consultation within the department occurred during the planning of the evaluation, specifically with the then programme manager. However, there was little to no evidence that the M&E unit consulted outside of the department during the planning stage.
Rating:	2

Standard: 1.4.3. The planned methodology was appropriate to the questions being asked

Comment and Analysis: As the questions were not clear, it would be inappropriate to say the methodology was suited to addressing unclear questions. However, it is clear that the methods employed could have been used to address the evaluation purpose and objectives more robustly had they been structured and formulated differently.

Rating: 2

Standard: 1.4.4. Sampling was appropriate and adequate given focus and purpose of evaluation

Comment and Analysis: The ToR required that sampling was representative of the 282 funded schemes and that this include criteria such as: Urban vs rural split; type of service provided; length of time the NPO existed; and amount of funding received. It would appear that the planned sampling in this regard was more than adequate given the focus and purpose of the evaluation.

Rating: 4

Standard: 1.4.5. There was a planned process for using the findings of the evaluation

Comment and Analysis: There does not appear to be a clearly planned process for using the findings of the evaluation. Although the evaluation clearly has some clear utilisation intentions embedded in its objectives (e.g. inform decision-making for improved service delivery, amongst others) there does not appear to have been a planned process for how the evaluation would have been used, merely an implied one.

Rating: 2

1.5. Project management (Planning phase)

Standard: 1.5.1. The inception phase was used to develop a common agreement on how the evaluation would be implemented

Comment and Analysis: The service provider indicated that the inception phase was used to affirm the content of the proposal in line with the ToR. There does not appear to have been any significant changes, moderations or improvements from the ToR.

Rating: 3

2. Implementation

2.1. Evaluation ethics and independence

Standard: 2.1.1. Where data was gathered in contexts where ethical sensitivity is high, appropriate clearance was achieved 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: Appropriate clearance for the study was obtained by the Department and Management Boards of the Old Age homes. However, there was not documented evidence of informed consent agreements nor was there a serious reflection of the ethical implications of engaging with old aged citizens that may have experienced varying degrees of cognitive decline and how this influenced the selection of respondents or what the implications might be for the study.

Rating: 3

Standard: 2.1.2. Where external, the evaluation team was able to work freely without significant interference

Comment and Analysis: It was reported by the service provider that the evaluation team was able to work without interference from the department. This was corroborated by the former programme manager who indicated that there was an emphasis on the independence of the team and that they liaised with the M&E unit only during implementation.

Rating: 4

Standard: 2.1.3. The evaluation team was impartial and there was no evidence of conflict of interest

Comment and Analysis: As far as could be determined the evaluation team was impartial and there was no evidence of a conflict of interest during the assessment.

Rating: 4

2.2. Participation and M&E skills development

Standard: 2.2.1. Key stakeholders were consulted through a formalised mechanism or institutional arrangement

Comment and Analysis: Key stakeholders were consulted during the planning and conceptualisation of the study, as well as during the drafting of the final report and recommendations. However, they were not represented on the project steering committee and consultation occurred indirectly via the M&E unit.

Rating: 3

Standard:	2.2.2. Where appropriate, an element of capacity building of partners responsible for the evaluand was incorporated into the evaluation process
Comment and Analysis:	The service provider indicated a developmental approach to explaining and informing M&E unit staff from the Department of Social Development throughout the evaluation process via the project management structure. However, the only formal skills transfer component occurred on completion of the evaluation report with a two day workshop and this could not be said to have occurred consistently throughout the process. As such, capacity building for partners responsible for the intervention could not be said to be adequate given the opportunity the evaluation presented.
Rating:	2
Standard:	2.2.3. Where appropriate, the evaluation team incorporated an element of skills development amongst the evaluators (e.g. students, interns, recent graduates, etc)
Comment and Analysis:	There was not any evidence that the evaluation team incorporated a skills development element amongst the evaluators themselves, as the team was comprised of senior staff and the emphasis was placed on building department capacity.
Rating:	2
Standard:	2.2.4. Peer review of the agreed evaluation design and methodology occurred prior to undertaking data collection
Comment and Analysis:	There is no evidence that a peer review or scrutiny of the evaluation design and methodology occurred prior to undertaking data collection.
Rating:	1

2.3. Methodological integrity

Standard:	2.3.1. The methods employed in the process of the evaluation were consistent with those planned
Comment and Analysis:	Insofar as could be determined, the methods employed in the course of the evaluation appear consistent with those planned, entailing distinct surveys of old age home residents, next of kin, and representatives of the organisations' management boards using customised questionnaires.
Rating:	4
Standard:	2.3.2. A pilot of data collection instrumentation occurred prior to undertaking data collection
Comment and Analysis:	A pilot of data collection instrumentation did occur prior to embarking on the full data collection exercise. It does not appear that there were any major changes or modifications to the instrumentation. The evaluation team noted the requisite guidance required by old age home management in identifying mentally fit residents for interview.
Rating:	4

Standard:	2.3.3. Data collection was not compromised by fieldwork-level problems or unplanned diversions from original intentions
Comment and Analysis:	According to the evaluation team and the department, there were not any significant data collection problems or diversions from the original intentions. However, it was noted that the response rate for next of kin was low due to only 6 of the 15 sampled homes providing lists for analysis. Overall, given the timing of the assignment (occurring over end of year holidays) and the spread of the organisations visited, this would appear to be a good execution of the data collection.
Rating:	4
Standard:	2.3.4. Forms of data gathering were appropriate given the scope of evaluation
Comment and Analysis:	The forms of data gathering were appropriate as the evaluation team conceptualised transformation in a multifaceted manner and developed instrumentation that would produce a range of data that went beyond demographics to look at some of the more substantive transformational issues, including residents, management and next of kin all as sources of primary data. However, being that the purpose of the evaluation sought to look at the impact of service delivery, the approach and scope of data gathering actually undertaken was not appropriate to deal with the question of attribution. There was also no baseline data to work with and the scope of the evaluation was quiet as to whether it expected to employ any type of experimental or quasi-experimental design.
Rating:	3
Standard:	2.3.5. The data analysis approach and methods were appropriate and sufficient given the purposes of the evaluation
Comment and Analysis:	The mainly descriptive statistical analysis of the data using Stata was appropriate for the data collected as part of the evaluation and it was well executed. However, the purpose of the evaluation was to determine impact which would have entailed attribution and some kind of comparison to a counter-factual which did not occur. As a result, the analysis approach and methods can only be considered as inadequate given the stated intention of the evaluation provided in the ToR.
Rating:	2
Standard:	2.3.6. Key stakeholders were significantly engaged as part of the methodology
Comment and Analysis:	Key stakeholders were significantly engaged as part of the methodology. Specifically, interviews with Non-Profit Organisation (NPO) management and governing boards, as well as telephonic interviews with residents' families were conducted to provide key stakeholder perspectives. Although the report is unclear on the exact figures for the respondents for the next of kin, data furnished by the service provider is indicative of a meaningful sample, although not necessarily a representative one.
Rating:	4

Standard:	2.3.7. The methodology included engaging beneficiaries appropriately as a key source of data and information
Comment and Analysis:	The resident populations from 15 Homes for the Aged were included as respondents in the data collection process. 103 respondents were interviewed using a structured questionnaire and the results were described as one of the annexure reports for the project. Further, more than 200 next of kin were interviewed telephonically as part of the work, although there were attempts to interview more than 400.
Rating:	4

2.4. Project management (Implementation phase)

Standard:	2.4.1. The evaluation was conducted without significant shifts to scheduled project milestones and timeframes
Comment and Analysis:	Respondents indicated that there were not significant shifts to the project milestones or timeframes, despite a tight time-schedule being applied to conduct the primary data collection and analysis.
Rating:	4

3. Report

3.1. Completeness of reporting structure

Standard:	3.1.1. Executive summary captures key components of the report appropriately
Comment and Analysis:	There is not currently an executive summary of the report available.
Rating:	1
Standard:	3.1.2. The context of the development intervention is explicit and presented as relevant to the evaluation
Comment and Analysis:	The South African profile is provided in the report as part of the context of the intervention and a specific reference is given to cultural factors having a direct influence on transformation imperatives at Homes for the Aged.
Rating:	4
Standard:	3.1.3. There is a clear rationale for the evaluation questions
Comment and Analysis:	As there are not any evaluation questions provided in the ToR or the report, the rationale for these cannot be determined. However, a case is made briefly in the introduction to the report for "a detailed and comprehensive analysis of the state of transformation in 15 homes for the aged across the Western Cape". That is the closest to a clear rationale for the evaluation questions that is provided.
Rating:	2
Standard:	3.1.4. The scope or focus of the evaluation is apparent in the report
Comment and Analysis:	The scope and focus of the evaluation in the report is stated rather briefly in the single page section titled "Scope, Methodology & Limitations". Aspects of the scope and focus are more clearly acknowledged in the sub-sections on scope and methodology in the two reports included as an annexure to the main report. The report would have benefited from more robust sections and sub-sections to structure the report.
Rating:	2
Standard:	3.1.5. A detailed methodology is outlined in the relevant section of the report to the point that a reader can understand the data collection, analysis and interpretation approaches used
Comment and Analysis:	The methodology is outlined in a relevant section of the report. However, it is neither detailed nor does it provide an indication of the full sample, data collection process, analysis and interpretations approaches used. This is only documented in the annexures, and even it is not specific as to the exact number of next of kin contacted "over 200 people were interviewed, though attempts were made to contact over 400 next of kin".
Rating:	2

Standard:	3.1.6. Acknowledgement of limitations of all aspects of the methodology and findings are clearly and succinctly articulated
Comment and Analysis:	Only the absence of "mother body" organisations are acknowledged as a limitation. No other limitations for the report are noted, especially as it pertains to the methodology and findings of the report.
Rating:	1

Standard:	3.1.7. Key findings are presented in a clear way; they are made distinct from uncertain or speculative findings; and unused data is not presented in the body of the report
Comment and Analysis:	Key findings are presented clearly and succinctly in the report. They are structured around different aspects of homes for the aged, with some including sub-areas that are examined in greater detail in terms of transformation. There is not any unused data presented in the body of the report and while some analysis in the findings section borders on speculative "Black persons of management capability are the most highly sought after members of the South African workforce and are thus absorbed more readily into the private sector. Perhaps if management packages for homes for the aged were made more attractive, a higher percentage of black managers would be seen", overall the key findings are clear and supported with data.
Rating:	3

Standard:	3.1.8. Conclusions and recommendations are clear and succinctly articulated
Comment and Analysis:	A section for recommendations is provided with nine specific recommendations. This is followed by another section on conclusions that is concise, highlighting the need to revise homes for the aged policies specifically.
Rating:	4

3.2. Accessibility of content

Standard:	3.2.1. The final evaluation report is user-friendly, written in accessible language and its content follows a clear logic
Comment and Analysis:	The final evaluation report is user-friendly, compiled in 25 pages and provides a concise and clear indication of the findings, recommendations and conclusions emanating from the report. There is a clear logic and the report is written in accessible language.
Rating:	4

Standard: 3.2.2. Quality of writing and presentation is 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: Quality of writing and presentation is adequate for publication. There are a few minor spelling and grammar mistakes, but generally the style and consistency of the writing is appropriate. There are cited references and there is a general coherence to the document. However, the varying graph styles and programmes used for the tables did detract from the aesthetic of the report.

Rating: 3

Standard: 3.2.3. Appropriate conventions are 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 are used in the presentation of data in general. The only exception being a failure to specify the exact number of next of kin sampled. Most of the evaluation was of a good standard in this regard, but there were some areas where it appeared that the sample was taken (or implied) to be representative without providing statistical measures of confidence level or interval.

Rating: 3

Standard: 3.2.4. The use of figures and tables is such that it supports communication and comprehension of results; and data reported in figures and tables are readily discernible and useful to a reader familiar with data presentation conventions

Comment and Analysis: The use of the figures and tables in the report supports communication and comprehension of the results. Most of the figures used are different variations of histograms or pie charts and these are useful, making the information readily discernible and useful.

Rating: 4

3.3. Robustness of findings

Standard: 3.3.1. Data analysis appears to have been well executed

Comment and Analysis: Data analysis is descriptive and merely states the data from the 15 homes sampled, their residents and next of kin (in the annexures). There does not appear to be an attempt to explain the sample or to indicate whether the data is meant to be extrapolated as representative of all homes in the sector. There is no indication of confidence intervals or confidence levels provided. Data analysis is therefore considered to be of an inadequate standard.

Rating: 2

Standard:	3.3.2. Findings are supported by available evidence
Comment and Analysis:	All findings provided, with the exception of one or two small areas that border on speculative, are supported by the data that is presented in an accessible and useful fashion.
Rating:	4
Standard:	3.3.3. The evidence gathered is sufficiently and appropriately analysed to support the argument
Comment and Analysis:	The evidence gathered does appear to be sufficiently and appropriately analysed to support the overall conclusions and recommendations of the report. However, it is unclear as to how the two sub-reports on the resident satisfaction and communication with next of kin were used to inform the overall conclusions and recommendations.
Rating:	3
Standard:	3.3.4. There is appropriate recognition of the possibility of alternative interpretations
Comment and Analysis:	There are different possible interpretations of the data provided at various points in the findings. However, some of these interpretations border on speculative. In some instances there is greater space given to different possible interpretations than others, but overall, this is considered to be of an adequate standard.
Rating:	3
Standard:	3.3.5. The report appears free of significant methodological and analytic flaws
Comment and Analysis:	The report itself appears to be of an adequate standard with regards to the absence of methodological and analytical flaws in terms of the data collected. The flaws go back to the design of the evaluation as agreed in the inception phase and the flaws are therefore not so much those of the report's specifically, but the evaluation process as a whole. There are many instances where more detail or information could have been provided, particularly with regards to methodology and limitations, but overall the report can be considered of an adequate standard given the data that was collected in this instance.
Rating:	3
Standard:	3.3.6. Relevant limitations of the evaluation are noted
Comment and Analysis:	Relevant limitations of the evaluation are not meaningfully noted in the main report or the annexures. This is a serious shortcoming of the evaluation report and the supporting reports.
Rating:	1

3.4. Strength of conclusions

Standard:	3.4.1. Conclusions are derived from evidence
Comment and Analysis:	There is a serious weakness in the conclusion in that the document claims that policies pertaining to the elderly must be revised, although the document provides no policy analysis in this area specifically, nor does it explicitly state how the current homes for the aged deviate from the generic policies mentioned under the transformation section. The conclusion could be significantly strengthened in this regard.
Rating:	2
Standard:	3.4.2. Conclusions take into account relevant empirical and/or analytic work from related research studies and evaluations
Comment and Analysis:	The conclusion neglects to reference or explicitly consider other relevant empirical and analytic work from related research in the sector. The report does not seem to be steeped within a broader understanding of the elderly care context and reads as a rather superficially informed of the sector.
Rating:	2
Standard:	3.4.3. Conclusions address the original evaluation purpose and questions
Comment and Analysis:	Conclusions do not sufficiently address the original evaluation purpose and questions. Whereas the purpose of the evaluation was described in the ToR as "to determine the impact of service delivery by non- profit organisations rendering services for Older Persons receiving funding from the Department of Social Development", the objective of the project as described on the cover report is "to assess the level of transformation in 15 homes across the Western Cape" which was also described in the introduction of the report: "the primary aim of this assessment is to provide a detailed and comprehensive analysis of the state of transformation in 15 homes for the aged across the Western Cape." There is a significant deviation from the original evaluation purpose and questions.
Rating:	2
Standard:	3.4.4. Conclusions are drawn with explicit reference to the intervention logic or theory of change
Comment and Analysis:	There is no reference to an intervention logic or theory of change.
Rating:	1

3.5. Suitability of recommendations

Standard:	3.5.1. Recommendations are made in consultation with appropriate sectoral partners or experts
Comment and Analysis:	Recommendations were made in consultation with the government department only and no sectoral partners or experts in the field of elderly care were consulted. However, some of the government staff could be considered to be experts in their own right, although this was by coincidence, not intention.
Rating:	2

Standard:	3.5.2. Recommendations are shaped following discussions with relevant government officials and other relevant stakeholders
Comment and Analysis:	Recommendations were shaped following discussions and sharing of the draft report with government officials. Unfortunately there is not any evidence that the report was shared more broadly. There is evidence that the suggestions and inputs provided by the department were taken into account in the final report and that this participatory engagement was beneficial to the overall report.
Rating:	4
Standard:	3.5.3. Recommendations are relevant to the current policy context
Comment and Analysis:	The recommendations have a clear relevance to the current policy context although the extent to which the report itself adequately engaged with the policy context is a different story. Recommendations can be considered relevant overall, given their positioning with the report more broadly.
Rating:	4
Standard:	3.5.4. Recommendations are targetted at a specific audience sufficiently - are specific, feasible, affordable and acceptable
Comment and Analysis:	Recommendations appear to be general and they are not structured or ordered to differentiate between stakeholders who could potentially better influence the desired outcomes. The recommendations do make some specific recommendations in some instances, but these are mainly directed at the Department of Social Development and the Department of Health.
Rating:	3

3.6. Consideration of reporting risks and ethical implications

Standard:	3.6.1. Peer review of the draft evaluation report occurred prior to finalisation of the evaluation report
Comment and Analysis:	The evaluation team observes a general standard of submitting draft reports for informal peer review, but this was not documented nor was it required by the department. Nevertheless, given the standard practice within the organisation, it can be considered adequate given the historical context of the evaluation.
Rating:	3
Standard:	3.6.2. The full report documents procedures intended to ensure confidentiality and to secure informed consent where necessary (in some cases this is not needed - e.g. evaluation synthesis - in which case N/A should be recorded)
Comment and Analysis:	The report makes no attempt to document confidentiality or to provide evidence of informed consent. It was mentioned that during implementation that the evaluation team observed ethical protocols but these were not documented in the report.
Rating:	1

Standard:	3.6.3. There are no risks to participants in disseminating the original report on a public website
Comment and Analysis:	There are no unfair risks to individuals or specific participants in disseminating the original report on a public website. The authors did a good job of ensuring confidentiality and anonymity in the report and appendices in this regard.
Rating:	4

Standard:	3.6.4. There are no unfair risks to institutions in disseminating the original report on a public website
Comment and Analysis:	There are some residual risks to participating old age homes to disseminating the original report on a public website, especially given the time lapse since completion and how things may have changed in the interval. In particular, Appendix A represents a potential risk to participants.
Rating:	2

3.7. Project management (Reporting phase)

Standard:	3.7.1. A project closure meeting that reflected on the challenges and strengths of the evaluation process occurred
Comment and Analysis:	A project closure meeting was held and this was combined with a capacity building and skills transfer which could be considered as a reflection on the evaluation process itself.
Rating:	3

4. Follow-up, use and learning

4.1. Resource utilisation

Standard:	4.1.1. The evaluation was completed within the planned timeframes
Comment and Analysis:	The evaluation was completed within the planned timeframes and without shifts to any of the project deliverables. Given the fact that this project occurred over the year-end period, with relatively tight timeframes for data collection, capture, collation and analysis prior to the close of government's financial year, the evaluation can be considered exceptional for the work that was completed during that time.
Rating:	5

Standard:	4.1.2. The evaluation was completed within the agreed budget
Comment and Analysis:	The evaluation was completed within the agreed budget which appears modest for the scope of the work. The evaluation team indicated that the budget was appropriate and completing the draft and final reports was within the budgeted costs of the project.
Rating:	4

4.2. Evaluation use

Standard:	4.2.1. Results of the evaluation have been presented to all relevant stakeholders
Comment and Analysis:	Results of the evaluation were presented to the M&E unit, but there is limited evidence that the report was shared any more widely. The Department of Social Development's former programme manager indicated that it was not apparent whether the document had been shared any wider, including with the Homes for the Aged directly and with other affected units and staff within the Department.
Rating:	3

Standard:	4.2.2. A reflective process has been undertaken by the steering committee (if no steering committee exists then by the evaluation management team or the involved department officials) to reflect on what could be done to strengthen future evaluations
Comment and Analysis:	A capacity building element was brought into the final presentation of the findings of the project to the M&E unit of the Department of Social Development. This also entailed some reflection on the part of the evaluation team staff with regards to the successes and challenges associated with the project, mainly in the context of explaining and seeking to transfer knowledge to the M&E unit staff.
Rating:	3

Standard:	4.2.3. The evaluation study is seen by interviewed stakeholders as having added significant symbolic value to the policy or programme (e.g. raised its profile)
Comment and Analysis:	As an evaluation study this work is seen as one of the better examples of work done for the Department. The former programme manager indicated that this study stood out because there was basic consultation and the fact that the document was submitted for quality assessment by the Western Cape Office of the Premier is certainly evidence of an awareness and value associated with the evaluation.
Rating:	4
Standard:	4.2.4. The evaluation study is of conceptual value in understanding what has happened and possibly in shaping policy and practice
Comment and Analysis:	It was noted by the Department that the report was useful and influential when developing the Department's Strategic Plan and some of the performance planning, monitoring and reporting that was undertaken. In this regard, the evaluation was of clear conceptual value for the Department.
Rating:	4
Standard:	4.2.5. Development of a draft improvement plan has been started, but not completed, based on the findings and recommendations set out in the evaluation
Comment and Analysis:	Although a draft improvement plan was not developed following the completion of this evaluation, it did have a direct influence on other departmental planning and should be seen as having informed some kind of improvement, albeit not in direct response to the conclusions and recommendations of the evaluation.
Rating:	3
Standard:	4.2.6. The report is publicly available (website or otherwise published document), except where there were legitimate security concerns *Note: only apply if sufficient time has elapsed since completion of the evaluation
Comment and Analysis:	The report is not freely available, although there may be legitimate ethical concerns with regards to the disclosure of certain information pertaining to the Management Boards of each of the Old Age Homes. This is something that should be flagged and addressed by the Department prior to release.
Rating:	N/A
Standard:	4.2.7. There is clear evidence of instrumental use - that the recommendations of the evaluation were implemented to a significant extent *Note: only apply if sufficient time has elapsed since completion of the evaluation
Comment and Analysis:	There is clear evidence of instrumental use of the evaluations study as it has been cited as informing departmental strategic and performance planning. The extent to which the recommendations have been implemented however is variable and the evaluation report was described as useful more generally, although some recommendations were clearly acted upon.
Rating:	3

Standard:	4.2.8. There is clear evidence that the evaluation has had a positive influence on the evaluand, its stakeholders and beneficiaries over the medium to long term *Note: only apply if sufficient time has elapsed since completion of the evaluation
Comment and Analysis:	Although some time has lapsed since the completion of the evaluation, there is insufficient evidence available to state whether there has been a positive or negative influence overall.
Rating:	N/A

References

Western Cape Department of Social Development. 2009. Terms of Reference for a Social value Impact Assessment of Organisations receiving Transfer Payment Funds from the Department of Social Development: Western Cape Provincial Government. Western Cape Provincial Government Printers.

FEM Research. 2010. Impact Assessment- Department of Social Development: Homes for the Aged. FEM Research Printers.

FEM Research. 2009. Monitoring & Evaluation Questionnaires (Institutional, individual and next of kin). FEM Research Printers.

List of Interviewees

Amrish Bissoon, Director: FEM Research Consultants. Face-to-face interview, 22 January 2014, FEM Research Offices, Mowbray.

Charles Jordan, former Programme Manager: Homes for the Aged (WCDSD). Telephonic interview, 22 January 2014.