



# planning, monitoring and evaluation

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Department:  
Planning, Monitoring and Evaluation  
**REPUBLIC OF SOUTH AFRICA**

## Report on the Assessment of Government Evaluations

Evaluation Title:	Review of the Expanded Public Works Programme in Gauteng, 2009 – 2014
Evaluation Number:	442
Evaluation Completion Date:	14 May 2013
Period of Evaluation:	2009 - 2012
Submitted:	13 March 2015 by Tim Mosdell
Approved:	20 March 2015 by Mike Leslie

## Evaluation Details

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Evaluation Title:	Review of the Expanded Public Works Programme in Gauteng, 2009 – 2014
Evaluation Number:	442
Evaluation Completion Date:	14 May 2013
Created:	21 November 2014 by Mike Leslie
Submitted:	13 March 2015 by Tim Mosdell
Approved:	20 March 2015 by Mike Leslie
Period of Evaluation:	2009 - 2012
Known Cost:	R 100 000.00
Known Cost Type:	Estimate
Initiated By:	Gauteng Province
Initiated By Internal:	Yes
Undertaken By:	Felicity Kitchin
Undertaken By Internal:	No

## Assessors

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Tim Mosdell	tim@pdg.co.za
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## Assessment Documents

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Document Name:	Document Type:	Added By:	Added On:
Gauteng EPWP_Final Eval report_2012.docx	Evaluation report	Mike Leslie	21 November 2014
Evaluations - Draft ToR - EPWP 3.docx	Terms of Reference (ToR) for the evaluation	Tim Mosdell	05 March 2015
Assessment Report at Moderation.pdf	Assessment Report at Moderation	Mike Leslie	12 March 2015

## Quality Assessment Summary

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This is an evaluation of just below adequate quality, scoring 2.98 using the assessment tool. In terms of the phases of the evaluation, the evaluation report itself stands out (3.19). The report was generally well-structured and coherent. A mismatch, however, exists between its stated objectives, the methods employed, and the key findings. While the objectives suggest an impact evaluation focusing on generalised findings, the case study approach highlights specific observations and does not fully lend itself to this type of analysis. The report builds up to the key findings, accumulating evidence (that is not always compelling from a generalisability point of view) that ultimately informs the conclusions and recommendations. Apart from these methodological shortcomings, a flaw in the report is the absence of an executive summary which would have been useful to provide an initial roadmap of the report. The planning and design and implementation were hampered by the relative mismatch between the objectives of the study and the methods ultimately employed scoring 2.95 and 2.72 respectively using the tool. The objectives of the study translated well into research questions. However, the methods used, with a focus on case studies and selective interviews, did not do justice to addressing these questions. The planned analysis of post-EPWP employment did not materialise given the lack of tracking data on participants once they had exited the programme. Notwithstanding these issues, the project was generally implemented as planned and was completed on budget, with a small time overrun of approximately a month.

In terms of follow-up, use and learning, it is somewhat early in the process to fully understand the long-term impacts of the evaluation and the tool yielded a score of 2.85. There is early evidence of some instrumental use, with the DID formally responding via a Management Response. There is also an indication that recommendations from the evaluation were taken into account in the DID's strategic planning and in the development of the annual Gauteng Programme of Action. The fact that the EPWP is currently being reconceptualised is a possible indicator of the impact of the evaluation.

In considering overarching considerations, the evaluation was relatively strong in terms of coordination and alignment (3.43), and in terms of partnership approach - scoring 3.62. At the other end of the spectrum, the project scored 2.17 for capacity development - there was no planned capacity development for partners.

In general, this is an important study that forms an integral part of the EPWP initiative. The independent evaluation raises the status of the programme and also points towards areas of potential improvement. The evaluation is somewhat limited in terms of accurately drawing generalised conclusions about the programme. This is largely due to the mismatch between the stated objectives of the study, with an emphasis on understanding impacts, and the methods employed. The recommendations, however, are nevertheless somewhat compelling and practically implementable. The fact that the EPWP is currently being reconceptualised, indicates that the evaluation came at an opportune time, and could well provide useful and practical inputs into this process.

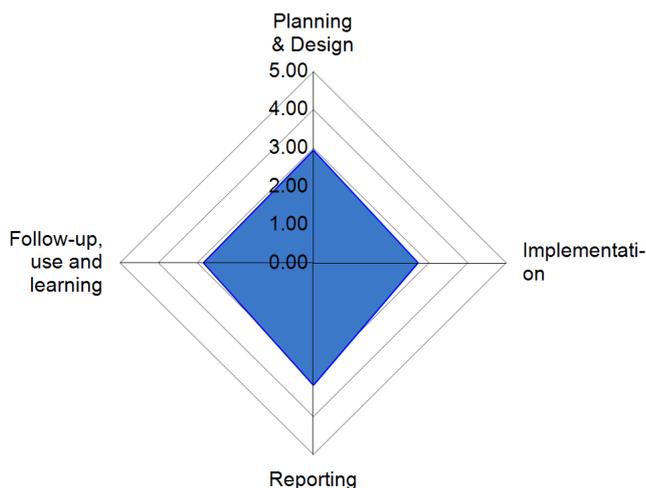
## Quality Assessment Scores

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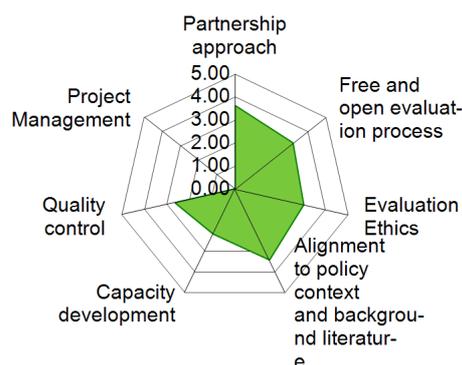
Phase of Evaluation	Score
Planning & Design	2.95
Implementation	2.72
Reporting	3.19
Follow-up, use and learning	2.85
<b>Total</b>	<b>2.98</b>

Overarching Consideration	Score
Partnership approach	3.62
Free and open evaluation process	3.21
Evaluation Ethics	3.06
Alignment to policy context and background literature	3.43
Capacity development	2.17
Quality control	2.66
Project Management	
<b>Total</b>	<b>2.98</b>

### Scores: Phases of Evaluation



### Scores: Overarching Considerations



Phase of Evaluation	Area of Evaluation	Score
Planning & Design	Quality of the TOR	3.33
Planning & Design	Adequacy of resourcing	3.18
Planning & Design	Alignment to policy context and background literature	3.00
Planning & Design	Appropriateness of the evaluation design and methodology	2.44
Planning & Design	Project management (Planning phase)	2.00
Implementation	Evaluation ethics and independence	3.00
Implementation	Participation and M&E skills development	2.20
Implementation	Methodological integrity	2.80
Implementation	Project management (Implementation phase)	3.00
Reporting	Completeness of the evaluation report	3.46
Reporting	Accessibility of content	3.53
Reporting	Robustness of findings	2.86
Reporting	Strength of conclusions	3.00
Reporting	Suitability of recommendations	3.46
Reporting	Acknowledgement of ethical considerations	2.85
Reporting	Project management (Reporting phase)	3.00
Follow-up, use and learning	Resource utilisation	2.40
Follow-up, use and learning	Evaluation use	2.95
<b>Total</b>	<b>Total</b>	<b>2.98</b>

## Planning & Design

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### Quality of the TOR

Standard:	The evaluation was guided by a well-structured and complete TOR or a well-structured and complete internal evaluation proposal (e.g. Background, Purpose, Evaluation Questions, Design & Methodology, Deliverables & Timeframes, Resource requirements, Intended Audience & Utilisation, etc).
Comment and Analysis:	The evaluation was guided by a brief TOR. While the TOR outlined the objectives of the project, the scope of work and deliverables, it did not outline the policy context in any detail, and did not incorporate any reference to a Theory of Change.
Rating:	3: The evaluation was guided by a well-structured and complete TOR or internal evaluation proposal of an adequate standard
Standard:	The purpose of the evaluation stated in the TOR (or an internal evaluation proposal) was clear and e
Comment and Analysis:	The purpose of the evaluation was set out in the TOR. The aim of the evaluation is to provide an overview and assessment of the impact of Gauteng's EPWP on the lives of its beneficiaries.
Rating:	4: 4
Standard:	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:	Given that the purpose and scope of the evaluation was generally to assess the impact of the programme on the lives of beneficiaries, the use of a case study approach is questionable as this approach, whilst providing rich texture and anecdotal evidence on a case-by-case basic, does not allow for any generalisation of findings.
Rating:	2: The approach and type of the evaluation requested in the TOR was not appropriate given the purpose and scope of the evaluation
Standard:	The TOR (or an internal evaluation proposal) identified the intended users of the evaluation and their information needs
Comment and Analysis:	The TOR was explicit in identifying the Gauteng Provincial Government as the intended user of the evaluation, and states that the evaluation will provide the basis for public communication of government's achievements in implementing its mandate. No reference to other potential users is made in the TOR.
Rating:	3: The TOR (or an internal evaluation proposal) identified the intended users of the evaluation and their information needs
Standard:	The evaluation questions in the TOR (or an internal evaluation proposal) were clearly stated and ap
Comment and Analysis:	The evaluation questions in the TOR were relatively clearly stated and were appropriate for addressing the evaluation purpose. These include: The extent to which participation in the programme impacts on the income of the beneficiaries and their households during and after their participation in the programme, The extent to which EPWP beneficiaries have been able to access employment or other income generating opportunities after the EPWP, the types and duration of employment that may have been accessed and the extent to which this access is as a result of the skills and experience that they have obtained through the EPWP, The extent to which EPWP beneficiaries have also benefited from other government job creation or skills development initiatives.
Rating:	4: 4

Standard:	Key stakeholders were involved in the scoping of the TOR and choosing the purpose of the evaluation
Comment and Analysis:	The lead department, the Gauteng Department of Infrastructure Development (DID), was consulted prior to and during the development of the ToRs including during the development of the 2012/13 Provincial Evaluation Plan (PEP), which was formally tabled and approved by the Gauteng Provincial Executive Council (EXCO) and the Premier's Coordination Forum (PCF), which includes municipal mayors in Gauteng. Both political and administrative heads at DID were consulted. The ToRs were developed by the Office of the Premier and Department of Infrastructure Development (DID) was given an opportunity to comment and make any amendments.
Rating:	4: A wider range of stakeholders (i.e. beyond government stakeholders) were meaningfully involved in the scoping of the TOR and choosing the purpose of the evaluation

## Adequacy of resourcing

Standard:	The evaluation was adequately resourced in terms of time and budget allocated
Comment and Analysis:	The evaluation was adequately resourced in terms of time allocated.
Rating:	3: The evaluation was adequately resourced in terms of time and budget allocated

Standard:	The evaluation was adequately resourced in terms of original budget
Comment and Analysis:	The evaluation was adequately resourced in terms of the original budget.
Rating:	3: 3

Standard:	The team conducting the evaluation was adequately resourced in terms of staffing and skills sets
Comment and Analysis:	The evaluation was adequately resourced in terms of staffing and skills sets, with Felicity Kitchin being the primary resources in this regard. Her track record, skills and experience in the public sector space and in evaluation methodology placed her in good stead to conduct this assignment.
Rating:	4: The evaluation was well resourced in terms of staffing and skills sets

Standard:	Where appropriate, the evaluation planned to incorporate an element of capacity building of partners
Comment and Analysis:	The project did not explicitly plan for capacity building of partners/staff responsible for the evaluated.
Rating:	2: 2

## Alignment to policy context and background literature

Standard:	There was evidence that a review of the relevant policy and programme environments had been conducted
Comment and Analysis:	There is some evidence that a review of relevant policy and programme environments had been conducted in planning the evaluation. Reference is made in the TOR to the mid-term review process, the national evaluation framework, the provincial outcome areas, and the EPWR process.
Rating:	3: 3

Standard:	There was evidence of a review of appropriate literature having been conducted and used in planning
Comment and Analysis:	Reference is made in the TOR to EPWP related documentation.
Rating:	3: 3

## Appropriateness of the evaluation design and methodology

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:	There was no explicit reference to an intervention logic or theory of change in planning the evaluation.
Rating:	1: There was no reference to the intervention logic or the theory of change in the TOR or the Inception Report

Standard:	Key stakeholders were consulted on the design and methodology of the evaluation
Comment and Analysis:	The lead department, the Gauteng Department of Infrastructure Development (DID), was consulted prior to and during the development of the ToRs including during the development of the 2012/13 Provincial Evaluation Plan (PEP), which was formally tabled and approved by the Gauteng Provincial Executive Council (EXCO) and the Premier's Coordination Forum (PCF), which includes municipal mayors in Gauteng. Both political and administrative heads at DID were consulted. The ToRs were developed by the Office of the Premier and DID was given an opportunity to comment and make any amendments.
Rating:	4: 4

Standard:	The planned methodology was appropriate to the questions being asked
Comment and Analysis:	Given that the design (and accompanying questions) was focused on understanding impacts of the programme on beneficiaries, it is questionable whether the planned methodology, involving documentation reviews, interviews with provincial and municipal officials, and with beneficiaries in different programmes related to the EPWP was adequate, particularly as the emphasis on case studies and using a sample of beneficiaries can not be used to draw generalised conclusions.
Rating:	2: The planned methodology was not entirely appropriate for addressing all of the questions being asked

Standard:	The sampling planned was appropriate and adequate given the focus and purpose of evaluation
Comment and Analysis:	Apart from interviewing provincial, municipal and project related officials directly involved in the EPWP programme, a sample of participants/beneficiaries in the programme was also pursued through a case-study approach. These case studies were proposed by senior provincial officials. These included the Accelerated Artisan Training Programme, enterprise development, the National Youth Service, the Boipatong project, and Community Worker Programme. In all 14 officials were interviewed, 26 beneficiary interviews were conducted. These were not randomly selected and some difficulty was experienced in terms of interviewing those who had exited the programme completely. Given this relatively limited sample, which was specified in the TOR, it was difficult for the approach to yield the sort of generalised findings that the research questions were aiming for.
Rating:	2: The sampling planned was not entirely appropriate given the focus and purpose of the evaluation

Standard:	There was a planned process for using the findings of the evaluation
Comment and Analysis:	The TOR indicates that the review is intended to contribute to improving the implementation of government's programme. This review of performance is intended to facilitate improvements in provincial government delivery going forward. This forms part of the Gauging Provincial Government's midterm review process.
Rating:	3: 3

## Project management (Planning phase)

Standard:	The inception phase was used to develop a common agreement on how the evaluation would be implemented
Comment and Analysis:	There was no formal inception phase in the project, although discussions regarding fine tuning the approach were held in the early part of the project.
Rating:	2: There was an inception phase but it was not utilised appropriately or failed to affirm a common agreement on how the evaluation would be implemented

## Implementation

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### Evaluation ethics and independence

**Standard:** Where data was gathered in contexts where ethical sensitivity is high, informed consent, assurances of confidentiality and appropriate clearance were achieved; e.g. through an ethics review board, in evaluation involving minors, institutions where access usually requires ethical or bureaucratic clearance

**Comment and Analysis:** The context was not characterised by particularly high ethical sensitivity. There was no ethics clearance through any board or body, and respondents were not required to agree to, or sign any ethics related documentation. Sampled interviewees were informed that their responses would be considered as confidential - their consent was secured on this basis.

**Rating:** 2: Although there were indications that ethical protocols were observed, (e.g. informed consent agreements and/or an ethics review) no documentary evidence was available to support this

**Standard:** Where external, the evaluation team was able to work without significant interference and given access to existing data and information sources

**Comment and Analysis:** Generally speaking, the evaluation team was able to work freely without significant interference, although the issue of interview and case study selection, where this was done on the recommendation of senior officials raises some issues around the independence of the external team.

**Rating:** 3: The evaluation team was able to work without significant interference and was given access to existing data and information sources

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

**Comment and Analysis:** There was no evidence of any conflict of interest on the part of the evaluation team.

**Rating:** 4: 4

### Participation and M&E skills development

**Standard:** Key stakeholders were involved in the evaluation through a formalised mechanism or institutional arrangement

**Comment and Analysis:** Key stakeholders from the Department of Infrastructure Development were represented on the Steering Committee which met on 3 or 4 occasions during the course of the evaluation.

**Rating:** 3: Key stakeholders were involved in the evaluation through a formalised mechanism or institutional arrangement (e.g. a steering committee or reference group)

**Standard:** Where appropriate, an element of capacity building of partners responsible for the evaluand and evaluators was incorporated into the evaluation process

**Comment and Analysis:** There was a limited element of capacity building in that a young official from DID was involved in the project with the idea that he would learn through immersion. This was not a formal aspect of the project.

**Rating:** 3: An element of capacity building of partners responsible for the evaluand and evaluators was incorporated into the evaluation process

## Methodological integrity

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

Comment and Analysis: The methods deployed in the evaluation, mainly interview and case study oriented, were consistent with those planned.

Rating: 4: 4

Standard: The methods employed in the process of the evaluation were consistent with those planned and implemented adequately

Comment and Analysis: Given that the design (and accompanying questions) was focused on understanding impacts of the programme on beneficiaries, it is questionable whether the data collection, involving documentation reviews, interviews with provincial and municipal officials, and with beneficiaries in different programmes related to the EPWP was adequate, particularly as the emphasis on case studies and using a sample of beneficiaries can not be used to draw generalised conclusions.

Rating: 2: The methods employed in the process of the evaluation deviated somewhat from those planned or implementation was inadequate

Standard: A pilot of basic data collection instrumentation occurred prior to undertaking data collection and it was used to inform the research process

Comment and Analysis: Given that the design (and accompanying questions) was focused on understanding impacts of the programme on beneficiaries, it is questionable whether the data analysis was adequate, particularly as the emphasis on case studies and using a sample of beneficiaries cannot be legitimately used to draw generalised conclusions.

Rating: 2: A pilot of data collection instrumentation occurred but not in a way that could meaningfully test or improve upon instrumentation

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

Comment and Analysis: There were some constraints in terms of identifying respondents for interviews and case-studies, with the report noting that it was difficult to contact those who had exited the programme completely. Despite these constraints, data collection was adequate to the task required.

Rating: 3: 3

Standard: Data was collected from key stakeholders (e.g. implementers, governance structures, indirectly affected stakeholders) as data sources

Comment and Analysis: The report is not prefaced with an executive summary, although an introduction section does provide a roadmap of the report's structure.

Rating: 2: Data was not collected from a key stakeholder either directly or indirectly

Standard:	The methodology included engaging beneficiaries appropriately as a key source of data and information
Comment and Analysis:	The context of the intervention is explicit in the report. Both the national context and the provincial context are well articulated in a dedicated section of the report. This section is comprehensive and offers a clear picture of the environment in which the evaluation takes place, both in terms of policy and practice.
Rating:	5: Beneficiaries were thoroughly and representatively included as the primary source of data amongst multiple sources of data and information (or if based on secondary data, includes data from beneficiaries and beneficiaries consulted on emerging findings and provide meaningful input to recommendations)

Standard:	Key stakeholders were significantly engaged as part of the methodology
Comment and Analysis:	Key stakeholders, in the form of provincial and municipal officials were directly engaged as part of the methodology and form a central component of the analysis.
Rating:	4: 4

Standard:	The methodology included engaging beneficiaries appropriately as a key source of data and informatio
Comment and Analysis:	Key beneficiaries, in the EPWP participants were directly engaged as part of the methodology and formed an important source of data for the analysis.
Rating:	4: 4

## Project management (Implementation phase)

Standard:	The evaluation was conducted without significant shifts to scheduled project milestones and timefram
Comment and Analysis:	The project was conducted without any significant shifts to planned project milestones and timeframes.
Rating:	3: 3

Standard:	The steering committee, technical working group and service provider worked together adequately to facilitate achievement of the objectives of the evaluation
Comment and Analysis:	The comprehensive manner in which the context of the intervention is articulated provides a coherent rationale for the evaluation questions which focus on: The extent to which participation in the programme impacts on the income of the beneficiaries and their households during and after their participation in the programme, The extent to which EPWP beneficiaries are able to access employment or other income generating opportunities after the programme, the types and duration of employment that may have been accessed and the extent to which this assess is a result of the skills and experience they have obtained through the EPWP, The extent to which EPWP beneficiaries have also benefitted from other government job creation or skills development initiatives.
Rating:	4: The steering committee, technical working group and service provider worked together in a flexible and constructive manner facilitating achievement of the objectives of the evaluation

# Reporting

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## Completeness of the evaluation report

Standard:	The scope or focus of the evaluation is apparent in the report
Comment and Analysis:	The focus of the evaluation is clearly apparent in the report and is well articulated through the evaluation questions articulated above. The scope of the evaluation, with an emphasis on case study work, is apparent in the report, although this is somewhat at odds with the focus in that the case study approach does not lend itself to the generalisability that is implied in the research questions.
Rating:	2: 2

Standard:	A detailed methodology is outlined in the relevant section of the report to the point that a reader
Comment and Analysis:	There is a dedicated section of the report that sets out the different methodological elements of the evaluation, including documentation review, interviews with provincial and municipal officials, interviews with beneficiaries, and case-study work.
Rating:	4: 4

Standard:	Acknowledgement of limitations of all aspects of the methodology and findings are clearly and succinct
Comment and Analysis:	There is acknowledgement of limitations of some aspects of the methodology. The report outlines difficulties in securing interviews with beneficiaries who have exited the programme completely. This undermines one of the projects objectives, namely to track how the beneficiaries are able to leverage employment and income generating opportunities after their engagement with the programme. The limitations related to the case study approach in terms of generalisability of case study findings are not acknowledged in the report.
Rating:	3: 3

Standard:	Key findings are presented in a clear way; they are made distinct from uncertain or speculative find
Comment and Analysis:	The key findings are set out in a dedicated section towards the end of the main report. These are set out in a clear coherent way and cover areas such as: Overall performance, Cross-cutting issues, Reporting, Assessing incentive grants, Understanding and commitment, Lack of municipal capacity and commitment, Expectations of beneficiaries, Potential benefits to beneficiaries, Experience of beneficiaries in the work environment, Accredited training, and Exit strategy.
Rating:	4: 4

Standard:	Conclusions and recommendations are clear and succinctly articulated
Comment and Analysis:	Conclusions and recommendations are also well articulated in the report and cover the following areas: Data collection and reporting mechanisms, Profile of the EPWP, Shared understanding and commitment, performance agreements, Expansion of EPWP opportunities, Provincial skills development, Accredited training, Delays in certification, Work environment, Exit strategy, and Tracking of beneficiaries.
Rating:	4: 4

## Accessibility of content

Standard:	The final evaluation report is user-friendly, written in accessible language and adequate for publication (e.g. adequate layout and consistent formatting; complete sentences and no widespread grammatical or typographical errors; consistency of style and writing conventions; levels of formality; references complete and consistent with cited references in reference list and vice versa; etc.)
Comment and Analysis:	The data analysis appears to have been well executed, the results of which illustrate the broad findings and inform the recommendations and conclusions of the report.
Rating:	4: The final report is well written, accessible to the common reader and ready for publication with only minor spelling, grammar or formatting mistakes

Standard:	The final evaluation report is user-friendly, written in accessible language and its content follows
Comment and Analysis:	The final evaluation is relatively user-friendly and is written in an accessible style. The content is structured in a coherent manner which allows the user to navigate the content without difficulty.
Rating:	4: 4

Standard:	Quality of writing and presentation is adequate for publication including: adequate layout and consi
Comment and Analysis:	The writing, layout and presentation of the report is adequate for publication. Where references have been used, these have been suitably acknowledged and consistently presented as footnotes. Appropriate support material is presented in the appendices of the report.
Rating:	4: 4

Standard:	Figures, tables and 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.) and are readily discernible to a reader familiar with data presentation conventions
Comment and Analysis:	The evidence gathered has been well analysed. However, the case study approach, and the fact that it was difficult to collect data on those who have exited the programme, means that this analysis lacks generalisability in terms of building a strong argument.
Rating:	2: Some figures, tables and conventions are used in presentation of data but not entirely appropriately or consistently

Standard:	Appropriate conventions are used in presentation of data (e.g. use of appropriate statistical language)
Comment and Analysis:	The report does not include many data tables, but where these are used, they follow appropriate data presentation conventions.
Rating:	3: 3

Standard:	The use of figures and tables is such that it supports communication and comprehension of results; a
Comment and Analysis:	The report makes limited use of figures and tables, but where these are used, they adequately support the overall flow and logic of the report and contribute to the coherence and logical flow of the report.
Rating:	3: 3

## Robustness of findings

Standard:	Data analysis appears to have been executed to an adequate standard
Comment and Analysis:	The most significant methodological flaw is that, given that most beneficiaries interviewed are still participating in the programme, and that there is no mechanism to track those participants who have exited the programme, it was not possible to gain an accurate assessment of the extent to which participation assisted in gaining access to employment and other income generating opportunities after the EPWP.
Rating:	2: Data analysis was executed to an extent but it appears inadequate or significantly lacking for some datasets

Standard:	Findings are supported by evidence which is sufficiently and appropriately analysed to support the argument, integrating sources of data
Comment and Analysis:	The conclusion section of the report makes explicit reference to related literature and work and references both local and international experience.
Rating:	4: The evidence gathered is well analysed, integrated and supports the argument in key sections of the report, without presenting data which are not used in the argument

Standard:	Findings are supported by available evidence
Comment and Analysis:	The findings, which are packaged in the report under a number of sectors, including; the environmental and cultural sector, the social sector, and the infrastructure sector, and in a municipal comparison, are well supported by the evidence accumulated in the evaluation. The findings are summarised in a dedicated section of the report.
Rating:	4: 4

Standard:	There is appropriate recognition and exploration of the possibility of alternative interpretations
Comment and Analysis:	The conclusions do not fully address the original evaluation purpose and questions. The approach and methods used in the evaluation, with an emphasis on case study work, do not lend themselves to the generation of generalised findings which are implied in the stated purpose of the study. The question relating to the accessing of employment and income generating activities after the EPWP also could not be addressed adequately given the lack of tracking data available.
Rating:	2: There is an implicit or indirect recognition of alternative interpretations

Standard:	The report appears free of significant methodological and analytic flaws
Comment and Analysis:	There was no explicit reference to an intervention logic or theory of change in the drawing of conclusions. This further serves to highlight the lack of a clear logic or argument between the objectives of the evaluation, the methods employed, and ultimately the recommendations and conclusions.
Rating:	2: The report appears to include some minor methodological and analytic flaws, but these are not significant

Standard:	There is appropriate recognition of the possibility of alternative interpretations
Comment and Analysis:	While the report recognises shortcomings in terms of its methodology, there is no real recognition of the possibility of alternative interpretations in the report.
Rating:	2: 2

Standard:	Limitations of all aspects of the methodology and findings are clearly articulated (e.g. limitations of scope or evaluation design, recommendation for additional research, data collection challenges, etc)
Comment and Analysis:	Insofar that Departments other than the lead department (DID) can be considered to be sectoral partners, consultation on the recommendations was done via a consultative workshop which included roleplayers from the Department of Health and Social Development and from the Department of Agriculture and Rural Development.
Rating:	3: Limitations of all aspects of the methodology and findings are articulated

## Strength of conclusions

Standard:	Conclusions are derived from evidence
Comment and Analysis:	The service provider presented draft recommendations to the steering committee and substantive inputs were received from DID. The draft report was submitted to the Head of DID for comment. Officials from DID, the Department of Health and Social Development and from the Department of Agriculture and Rural Development also participated in a consultative workshop which helped to shape the final version of the report and its recommendations.
Rating:	4: Conclusions are derived from evidence and well supported by multiple sources of data that has been well analysed

Standard:	Conclusions are derived from evidence
Comment and Analysis:	The conclusions presented in the report, flow out of a coherent argument and structure, and are essentially derived from evidence.
Rating:	4: 4

Standard:	Conclusions address the original evaluation purpose and questions
Comment and Analysis:	The recommendations presented in the report are targeted at the DID. The recommendations are all geared towards improvement of the provincial EPWP and are practical, feasible and affordable.
Rating:	4: Conclusions address the original evaluation purpose and questions well

Standard:	Conclusions are drawn with explicit reference to the intervention logic or theory of change
Comment and Analysis:	There is recognition in the report that, given that most beneficiaries interviewed are still participating in the programme, and that there is no mechanism to track those participants who have exited the programme, it was not possible to gain an accurate assessment of the extent to which participation assisted in gaining access to employment and other income generating opportunities after the EPWP. Limitations related to difficulties in generalising finding from case study data were, however, not noted in the report.
Rating:	3: Conclusions are drawn with explicit reference to the intervention logic or theory of change

## Suitability of recommendations

Standard:	Recommendations are made in consultation with relevant government officials, stakeholders and sectoral experts
Comment and Analysis:	The report does not document procedures to ensure confidentiality and to secure informed consent, although it was understood from an interview with the service provider that confidentiality was discussed with participants and their consent secured verbally.
Rating:	2: Recommendations are made with indirect or partial consultation of government officials, stakeholders and sectoral experts

Standard:	Recommendations are useful- they are relevant, specific, feasible, affordable and acceptable
Comment and Analysis:	The final report was presented to the Steering Committee and a consultative workshop, as well as to the provincial EXCO, a workshop of GPG officials on Evaluations and to a Strategic Planning Workshop of the Department of Infrastructure Development's senior management.
Rating:	4: Recommendations are well-formulated for use- they begin to differentiate by user and are relevant to the current policy context, specifically targeted, feasible to implement, affordable and acceptable to key stakeholders

Standard:	Recommendations are relevant to the current policy context
Comment and Analysis:	The recommendations reference, and are relevant to the current policy context.
Rating:	3: 3

## Acknowledgement of ethical considerations

Standard:	Peer review of the draft evaluation report occurred prior to finalisation of the evaluation report
Comment and Analysis:	Apart from the fairly extensive consultation carried out with roleplayers and key Departments, the draft report was not subject to a peer review exercise prior to the finalisation of the evaluation report.
Rating:	2: 2

Standard:	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 evaluation was completed on budget.
Rating:	3: The full report documents some procedures intended to ensure confidentiality and to secure informed consent where necessary

Standard:	There are no risks to participants or institutions in disseminating the evaluation report on a public website
Comment and Analysis:	The findings were published in the Mid-term Review of GPG performance (2011/12) and the 5 and 20 Year Review (2013) reports. The final evaluation reports were distributed to all GPG departments and will be made available on the DPME evaluations database, which is available to the public.
Rating:	2: There are some risks to either participants or institutions in disseminating a summary version of the evaluation report on a public website

Standard:	There are no risks to participants in disseminating the original report on a public website
Comment and Analysis:	There are no risks to participants in disseminating the original report, as all data presented has been aggregated and it is not possible to attribute particular views to any individual.
Rating:	4: 4

Standard:	There are no unfair risks to institutions in disseminating the original report on a public website
Comment and Analysis:	There are no unfair risks to institutions apparent in disseminating the original report on a public website.
Rating:	3: 3

## Project management (Reporting phase)

Standard:	A project closure meeting that reflected on the challenges and strengths of the evaluation process o
Comment and Analysis:	According to the client, this occurred to some extent. The Steering Committee (chaired by the Office of the Premier) reflected on how to strengthen future evaluation processes, including involving the lead department at the earliest stage in the process.
Rating:	3: 3

## Follow-up, use and learning

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### Resource utilisation

Standard:	The evaluation was completed within the planned timeframes
Comment and Analysis:	There was a small extension of time of approximately a month granted on the evaluation.
Rating:	2: 2

Standard:	The evaluation was completed within the planned timeframes and budget
Comment and Analysis:	The evaluation is of conceptual value in understanding the programme and in shaping policy and practice. The evaluation client notes that the evaluation identified key gaps/limitations (e.g. issues of certification) and areas of best practice in the programme. The programme is currently being reconceptualised, which may point to some impact of the evaluation.
Rating:	4: The evaluation was completed within the planned timeframes and budget and allowed for additional value to be achieved

### Evaluation use

Standard:	Results of the evaluation have been presented to relevant stakeholders
Comment and Analysis:	While direct, on-the-ground impact of the evaluation is unclear, the study assisted key stakeholders, including the programme managers and MECs in the lead department (DID), the Department of Health and Social Development and the Department of Agriculture and Rural Development to reflect on the programme and to identify strengths and weaknesses and to learn from good practice to improve the implementation of the EPWP. This has played a role in the current reconceptualisation of the EPWP programme.
Rating:	3: Results of the evaluation have been presented to relevant stakeholders in government

Standard:	A reflective process has been undertaken by the steering committee with the service provider (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:	There was no skills development activity among the evaluators.
Rating:	1: There was no reflective process undertaken by the steering committee on what could be done to strengthen future evaluations

Standard:	A reflective process has been undertaken by the steering committee (if no steering committee exists)
Comment and Analysis:	The client indicates that this happened to some extent - reflections have included how to strengthen future evaluation processes.
Rating:	3: 3

Standard:	The evaluation study is seen by interviewed stakeholders as having added significant symbolic value
Comment and Analysis:	The evaluation study is viewed by stakeholders as being an important component of the EPWP, providing an independent assessment of the programme, lending it more credibility and raising the status of the programme generally.
Rating:	3: 3
Standard:	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:	There was no formal peer review of the evaluation design and methodology prior to data collection.
Rating:	1: The evaluation study is not seen by interviewed stakeholders as having added significant symbolic value to the policy or programme
Standard:	The evaluation study is of conceptual value in understanding what has happened and possibly in shaping future policy and practice
Comment and Analysis:	No piloting of the data collection instrument was undertaken prior to data collection.
Rating:	1: The evaluation study is not of conceptual value in understanding what has happened and shaping policy and practice
Standard:	Development of a draft improvement plan has been started, but not completed, based on the findings a
Comment and Analysis:	Although a draft improvement plan has not been started, the EPWP is currently being reconceptualised by the province.
Rating:	2: 2
Standard:	There is clear evidence of instrumental use - that the recommendations of the evaluation were implem
Comment and Analysis:	DID formally responded via a Management Response. The recommendations were taken into account in the DID's strategic planning and in the development of the Gauteng Programme of Action.
Rating:	3: 3

## References

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Gauteng Provincial Government, Terms of Reference: Independent Evaluations of key Programmes - Expanded Public Works Programme, 2012.

Felicity Kitchin, Review of the Expanded Public Works Programme in Gauteng 2009-2014, Research conducted for the Gauteng Province, 14 May 2012.

## List of Interviewees

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Felicity Kitchin, Evaluator, 5 December 2014, telephonic interview.

Annette Griessel, Deputy Director General - Performance Monitoring and Evaluation and Gender, Youth and People with Disabilities - Gauteng Planning Commission - Office of the Premier - Gauteng Provincial Government, 19 January 2015, written response to questions.