Department of Performance Monitoring and Evaluation

Report on the Assessment of Government Evaluations

The socio-economic impact of legalised gambling in South Africa, 2009

Date Evaluation was completed: 1st November 2009

Name of assessor: Stephen Rule

Evaluation Number: 69

Date Assessment Completed: 10th December 2012

Evaluation Assessment Details

Title of evaluation report	The socio-economic impact of legalised gambling in South Africa, 2009
Completion Date of Evaluation	1st November 2009
Name of Assessor	Stephen Rule
Evaluation Number	69
Completion Date of Assessment	10th December 2012
Initiated by	National Gambling Board
Evaluation undertaken by	Bureau for Market Research, UNISA
Evaluation area / sector	Economic planning and development
	Social development, social security & assis *Additional*
National Outcome	Outcome 4
	Additional
Type of Evaluation	Impact
	Additional
What is being evaluated	Impact of gambling on South Africa
	Additional
Geographic Scope	National
Period of Evaluation	12 months
Known Cost of Evaluation	1097400

Quality Assessment Scores

Phase of Evaluation	Score
Planning & Design	3.71
Implementation	3.81
Report	4.07
Follow-up, use and learning	3.68
Total	**3.92**

Overarching Consideration	Score
Partnership approach	2.88
Free and open evaluation process	5.00
Evaluation Ethics	4.56
Coordination and alignment	2.67
Capacity Development	3.25
Quality control	4.36

Scores: Phases of Evaluation

Scores: Overarching Considerations
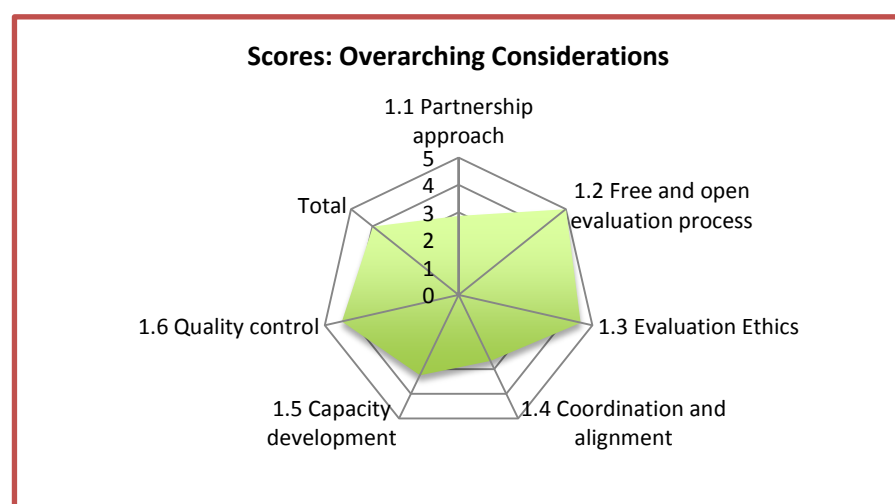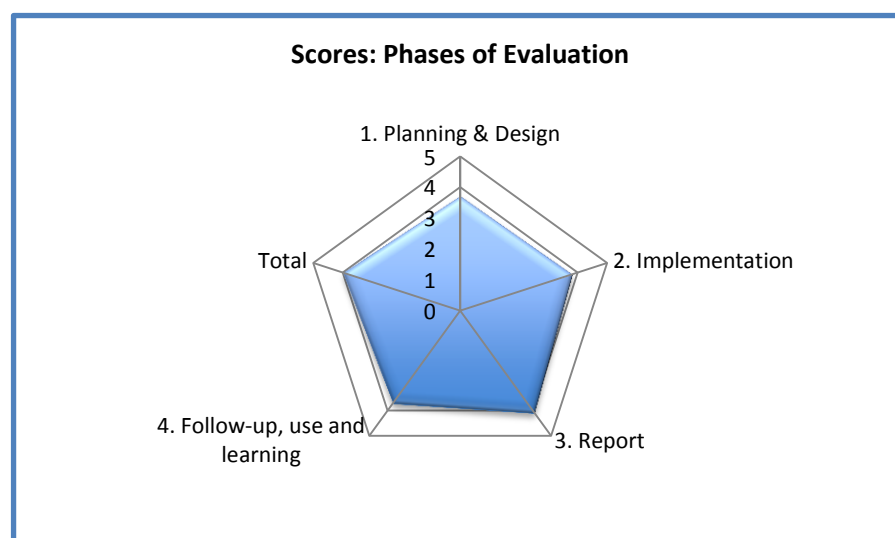
1. Planning & Design

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

The TOR was very explicit on the purpose, scope, objectives, design and methodology expectations, resources and time allocation, the reporting requirements and the expectations pertaining to the evaluation process and deliverables.

Rating   **5**

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

Comment and Analysis

Not Applicable.

Rating   **N/A**

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

Comment and Analysis

Not Applicable.

Rating   **N/A**

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

Comment and Analysis

Not Applicable.

> **Rating**   **N/A**

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

Comment and Analysis

Not Applicable.

> **Rating**   **N/A**

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

Comment and Analysis

Not Applicable.

> **Rating**   **N/A**

1.2. Evaluation was adequately resourced

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

Comment and Analysis

Not Applicable.

Rating   **N/A**

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

Comment and Analysis

Not Applicable.

Rating   **N/A**

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

Comment and Analysis

Not Applicable.

Rating   **N/A**

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

Comment and Analysis

Not Applicable.

Rating   **N/A**

1.3. Alignment to Policy Context and Background Literature

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

Comment and Analysis

The report referred only to previous studies on which the 2009 report was based, in the form of a longitudinal follow-up of previous trends.

Rating   **1**

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

Comment and Analysis

There was no explicit review of the relevant literature, the list of references suggested that the authors were conversant with the relevant literature, including the ten questions based on the Harvard DSM IV criteria and the South Oaks Gambling Screen questionnaire.

Rating   **2**

1.4. The evaluation methods planned were appropriate to the project

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

Comment and Analysis

Not Applicable.

Rating   **N/A**

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

Comment and Analysis

Not Applicable.

Rating   **N/A**

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

Comment and Analysis

The method was tried and tested in two previous studies and was thus totally appropriate for a follow-up study of this nature.

Rating   **4**

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

Comment and Analysis

The sampling methodology was scientific and thorough, entailing the selection of representative samples of (i) medium- to high-income households with a fixed telephone line (25%); and (ii) low-income households without a fixed telephone line (75%).

Rating   **5**

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

Comment and Analysis

The National Gambling Board indicated readiness to address problematic issues by means of changes in procedure or policy where deemed necessary.

Rating   **3**

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

Not Applicable.

Rating   **N/A**

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 bureacratic clearance, and situations where assurances of confidentiality was offered to participants

Comment and Analysis

Only adults were interviewed, thus obviating the need for ethics clearance to interview persons aged less than 18 years old.

Rating   **5**

2.2. Evaluator independence

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

Comment and Analysis

Not Applicable.

Rating   **N/A**

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

Comment and Analysis

There was no evidence of conflict of interest.

       Rating   **3**

2.3. Key stakeholder involvement

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

Comment and Analysis

The project was internally initiated and comprised almost a replica of two previous studies; no evidence of extensive new consultations with stakeholders was evident.

       Rating   **1**

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

Comment and Analysis

A BEE company was commissioned to conduct the large-scale fieldwork exercise.

       Rating   **4**

2.4. Methodology

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

Comment and Analysis

Not Applicable.

Rating   **N/A**

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

Comment and Analysis

No evidence of compromisation of the quality of the data could be found. The fieldwork was closely monitored by the client and there were no problems reported by the service provider, in respect of the collection of data from the representative sample of respondents.

Rating   **5**

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

Comment and Analysis

The dual data collection methodologies for the survey were appropriate to socio-economic conditions in the country. Middle class households are much better accessed telephonically than by face-to-face interviews. Conversely, low-income households do not generally have fixed landlines and are more accessible and amenable to face-to-face interviews. The focus group discussion groups were similarly appropriately constituted.

Rating   **5**

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

Comment and Analysis

The statistical analysis of the data collected was highly appropriate to the quantitative methodology of the study.

Rating   **5**

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

Comment and Analysis

Minimal engagement took place with other stakeholders, probably owing to the accepted regularity of the same sort of study.

Rating   **2**

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

Comment and Analysis

If participants in the gambling industry could be called beneficiaries, then yes, they were engaged, with the exception of the most severly affected problem gamblers and those who deal with and address their challenges.

Rating   **3**

2.5. Project management

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

Comment and Analysis

Not Applicable.

Rating   **N/A**

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 executive summary was comprehensive.

Rating   **4**

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

Comment and Analysis

The gambling industry was developmental in the sense that it created jobs, empowered PDIs and contributed substantial income to provincial budgets. Ironically, however, the more vulnerable sections of the population, which were least developed socio-economically, were shown to be most susceptible to participation in and potential addiction to gambling.

Rating   **3**

STANDARD: There was a clear rationale for the evaluation questions

Comment and Analysis

The rationale was to comply with the provisions of the National Gambling Act, 2004 (Act No 7 of 2004) to '…monitor socio-economic patterns of the gambling activity in the Republic and conduct research, identify factors relating to, patterns, cause and consequences of the socio-economic impact of gambling.

Rating   **5**

STANDARD: The scope or focus of the evaluation was apparent in the report

Comment and Analysis

Not Applicable.

Rating   **N/A**

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

Comment and Analysis

The methodology was explicitly outlined in a manner that was comprehensible to people who were not necessarily statistically proficient.

Rating   **4**

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 about the characteristics of gamblers of different categories; their behaviour; and the social impact thereof, were clear.

Rating   **4**

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

Comment and Analysis

Conclusions and recommendations arise out of each section of the report and were clearly articulated.

Rating   **4**

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

Comment and Analysis

The limitations of of the evaluation were reported to be primarily budgetary, reducing the size of the population sample and the capacity to monitor all aspects of the evaluation comprehensively.

Rating   **4**

3.2. Writing and presentation

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

Comment and Analysis

The quality of the report (writing, presentation, layout, graphics, references) was high and suitable for publication.

Rating   **5**

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

Statistical significance was not reported for each finding, however, a section of the report appropriately outlined the meaning and magnitude of potential sampling errors in the national survey, as well as interviewer and reporting errors that might have occurred in a study of this nature.

Rating   **4**

3.3. Presentation of findings

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

Comment and Analysis

The report was replete with useful tabulations and figures that illustrated the primary findings of the study.

Rating   **5**

STANDARD: Data analysis appeared to have been well executed

Comment and Analysis

Data analysis was thorough and the service provider's background in statistical work was clearly evident.

Rating   **5**

STANDARD: Findings were supported by available evidence

Comment and Analysis

The findings were scientifically evidence-based.

Rating   **5**

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

Comment and Analysis

Thorough analysis has taken place.

Rating   **5**

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

Comment and Analysis

There was no explicit recognition of alternative interpretations.

Rating   **1**

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

Comment and Analysis

The report appeared to be free of methodological and analytical flaws.

Rating   **5**

3.4. Conclusions

STANDARD: Conclusions were derived from evidence

Comment and Analysis

The conclusions were derived from evidence gathered.

Rating   **4**

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

Comment and Analysis

The findings were based on the longitudinal trends identified in three consecutive studies of the same type.

Rating   **3**

STANDARD: Conclusions addressed the original evaluation purpose and questions

Comment and Analysis

The conclusions addressed the evaluation's purpose and questions.

Rating   **4**

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

Comment and Analysis

Not Applicable.

Rating   **N/A**

3.5. Recommendations

STANDARD: Recommendations were made in consultation with appropriate sectoral partners or experts

Comment and Analysis

There was not evidence that recommendations had been made in consultations other than with the NGB.

Rating   **2**

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

Comment and Analysis

There was not evidence that recommendations had been made in consultations other than with the NGB.

Rating   **2**

STANDARD: Recommendations were relevant to the policy context

Comment and Analysis

The recommendations were relevant to current policy context.

Rating   3

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

Comment and Analysis

Recommendations were targeted to the NGB and the gambling industry in general.

Rating   4

3.6. Relevant limitations of the evaluation have been noted

STANDARD: Relevant limitations of the evaluation were noted

Comment and Analysis

Limitations to the evaluation budget were recognised by both the client and the service provider as having potentially impacted on the comprehensiveness of the evaluation.

Rating   4

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

There was explicit recognition of the need for confidentiality when quoting participants in the focus groups, by omitting all names and reporting only the gambling mode and relevant socio-demographic category of the respondent.

Rating **5**

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

Comment and Analysis

There were no risks because the identities of all respondents were anonymous in the report.

Rating **5**

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

Comment and Analysis

No discernible unfair risks were evident.

Rating **5**

4. Follow-up, use and learning

4.1. Presentation to stakeholders

STANDARD: Results were presented to all relevant stakeholders

Comment and Analysis

Results had been presented to provincial gambling boards and were available in the public domain on the NGB website www.ngb.org.za

Rating   **4**

4.2. Resource utilisation

STANDARD: The evaluation was completed within the planned timeframes

Comment and Analysis

Not Applicable.

Rating   **N/A**

STANDARD: The evaluation was completed within the agreed budget

Comment and Analysis

Not Applicable.

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 was available on the NGB website: www.ngb.org.za

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

No evidence was found that there had been a systematic reflective process by staff after the evaluation.

Rating   **5**

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 seen by stakeholders and experts as of use and value for the gambling sector. The interrogation of negative impact on individuals, particularly problem gamblers, and of the technicalities of specific efforts that were being or should have been made to address their needs, was somewhat lacking.

Rating   **5**

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

Comment and Analysis

The NGB was of the view that the study had informed policy and improved performance in the sector. An internal memo to the NGB after the completion of the study highlighted the need for focus on providing sufficient information about the nature, risks, odds and negative impact of excessive gambling, e.g. through national responsible gambling awareness campaigns; campaigns aimed at youth and parents; affluent (excessive) gamblers; at casinos; monitoring and support of the NRGP; investigation of under-age gambling and the appropriate legal age for eligibility to gamble; safety measures at gambling venues; advertising practices and distribution of marketing material; liaison with the NLB regarding under-age purchase of lotto tickets.

Rating   **5**

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

Clear evidence of specific policy change emerging from the report could not be obtained. The NGB was still wrestling with optimum ways of dealing with continuous calls from problem gamblers.

Rating   **2**

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

Comment and Analysis

The NGB appeared to take the findings and recommendadtions seriously, and to propagate them to all stakeholders and gamblers.

Rating   **3**

References

National Gambling Board, 2009. Socio-economic impact of legalised gambling in South Africa. Pretoria.

National Gambling Act, number 7 of 2004, Government Gazette vol. 470, Cape Town, 12th August 2004, No. 26670.

List of Interviewees

Ms Estelle Jonkheid, Senior Manager: Research & Information, National Gambling Board (on behalf of Ms Baby Tyawa, CEO of NGB), telephonic & electronic feedback, 6-

Mr Mike Burns, Senior Manager: Compliance Strategy Management, telephonic interview, 10/12/2012

Prof André Ligthelm, Economic Research Director: Bureau for Market Research, UNISA, telephonic interview & electronic feedback, 5-6/12/2012