Diagnostic on the supply and demand of evaluators in South Africa

Diagnostic Report

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Executive Summary

The purpose of this diagnostic study was to provide a demand-and-supply profile of evaluators in South Africa. On the supply side, the aim was to quantify the size and shape of the current country supply of evaluation consultants, including their skills levels, abilities and specialisations, and pricing. On the demand side, the aim was to quantify the current and projected demand for evaluation services, including factors such as requirements for eligibility to tender, opportunities for transformation and the sustainability of the market.

The study was based on a literature review as well as interviews, focus groups (including a root cause analysis workshop) and an online survey with both clients and suppliers. Due to methodological limitations, it was not possible to use the results of the interviews and the online survey to answer some of the quantitative research questions. Nevertheless, the diagnostic was able to produce quantitative estimates of current and projected government demand and some qualitative assessment of non-government demand.

The diagnostic was also able to identify qualitative issues and insights into the research questions related to capacity and skills, representivity, accessibility, pricing and costs. It was possible to make approximate estimates of government demand using the available information in the documents and data that were collected, supplemented with information from interviews.

Accurate quantitative measurement of the current and projected demand in the non-government sector was difficult, because there is no existing country-specific database of past, current or projected non-government evaluations and it was beyond the scope of this diagnostic to create such a database. Nevertheless, based on the qualitative data collected, it is concluded that non-government demand for evaluations is strong and increasing, albeit not as quickly as government demand might increase over the next few years.

Due to a huge recent increase in planned departmental evaluations, government demand might double or triple in the next three years, from approximately 40 per annum currently to approximately 80 to 120 per annum. This would translate into an increase in the value of government demand from approximately R80 million per annum to between approximately R160 million and R240 million per annum (which is not large in the context of the size of South Africa's economy and the size of the research and management consulting markets).

It was not possible to quantitatively establish the size of the current country supply of evaluation consultants because there is no clear definition of what an 'evaluation consultant' is. There is a debate in South Africa as to whether evaluation specialists, or sector specialists with some evaluation training, or both are required to carry out evaluations. The size of the potential supply market will vary depending on how an 'evaluation consultant' is defined. Some evaluation consultants are self-taught in evaluation. In addition, many consultants who carry out evaluations also do other research and consulting work. Some do evaluations frequently, others only occasionally. Some of those doing evaluations occasionally might do more evaluations under certain circumstances, others might not.

Many suppliers do not employ permanent evaluation staff – rather, they form evaluation-specific associations with individuals with the required qualifications, expertise and experience. There is therefore a pool of people, some evaluation specialists, some sector specialists, who can be drawn on by evaluation consultancies. Many of these people work for a range of different evaluation consultancies. Many of them also have other non-evaluation work. The size of this pool depends partly on the eligibility requirements for the evaluations.

Another key factor is that some suppliers or potential suppliers can choose whether to do evaluations for certain clients or not, as they have other options for earning an income. Their availability to carry out evaluations often depends on factors such as who the client is, the track-record of the client in terms of the way in which it manages evaluations, the quality of the terms of reference and whether the budget is realistic.

Nevertheless, is was possible to conclude that to date, supply has generally been adequate to meet demand, apart for some exceptions for highly specialist evaluations. A lag between supply and an increase in demand should be expected, due to the time required for capacity building. Increasingly, government clients might experience an apparent lack of supply which is due to suppliers choosing not to work for them, rather than being due to a real shortage of supply.

A key finding from the study is that problems with the quality of demand are often the root cause of problems with the quality and apparent quantity of supply. This was also the finding of a similar diagnostic study by the World Bank in 2014. Thus, if DPME wants to act to reduce the risk of a shortage of supply in future, it should focus primarily on improving the quality of government demand.

Problems with the quality of government demand relate to issues such as procurement, payment of suppliers, scope creep, unclear or unrealistic terms of reference, excessive over-specification, ill-informed autocratic management by the client, difficulty getting access to data from government and unnecessarily short time-frames for the evaluation.

Emerging black consulting firms which do evaluations are subjected to the same demand-side weaknesses as more established firms, but the emerging firms are more negatively impacted by these weaknesses than the established firms. For example, emerging firms are more negatively impacted by delays in payment or by long delays between the time of bidding and the time of award. The most important action that government can take to improve accessibility to emerging evaluation firms is therefore to improve its demand side management, in addition to putting in place other support measures such as access to mentoring, access to finance, peer advice and match-making mechanisms with larger suppliers. DPME should also put in place procurement and contracting mechanisms to require the larger suppliers to subcontract emerging suppliers and to develop their capacity over a series of evaluations.

It is recommended that DPME should put in place and implement a plan to address the demand-side shortcomings identified in this diagnostic report. This should include developing a more appropriate procurement strategy for evaluation; standardising the experience and qualification requirements in RFQs and tenders and the method of evaluating them; standardising as many other parts of the

evaluation process as possible; introducing evaluability assessments as a standard part of the evaluation process; and training government evaluation managers.

There should be a thorough assessment of the skills gaps (as opposed to generalisations about a lack of capacity), the results of which should be fed into the training sector. There is a need for South Africans to reach consensus on the minimum competency requirements required for evaluators (this might need to be differentiated between different levels of evaluators and even different types of evaluation). Without defined minimum competency requirements, it is not possible to define skills gaps and to work with the education and training sector to address the skills gaps.

To reduce the risk of supply not being able to meet demand, as well as to develop an evaluative culture within government and to improve evaluation management skills, DPME should identify a category of evaluations for internal implementation by departments, and encourage departments to carry out such evaluations internally.

Again, to reduce the risk of supply not being able to meet demand, DPME should attempt to attract more established private sector management consulting companies to participate in the evaluation market. One of the ways of attracting larger firms into the market would be to go to the market with packages of evaluations (e.g. 3 or 5 evaluations in a package). Requirements for sub-contracting to smaller suppliers and/or supplier development should be built into the tender and contract documents for the packages of evaluations. In addition to creating opportunities for sustainable supplier development, another potential advantage of packaging evaluations is that it reduces the tendering workload for government and the bidding workload for suppliers.

Finally, it is also recommended that DPME should develop a model or strategy for evaluation capacity development, in the full sense of the term, including individual technical skills, institutional or organisational capacities and creating an enabling environment for evaluation.

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1. Introduction

1.1 Project deliverables

This inception report is the fourth of six deliverables for this project. The first three deliverables were an inception report, a root cause analysis, and a country workshop. The remaining two deliverables are a regional workshop (with Uganda and Benin) and a synthesis report (bringing together the results of the diagnostics in the three countries).

1.2 Terms of reference for the diagnostic

The terms of reference indicated that:

"*As more and more evaluations are being commissioned and undertaken in African countries, the current supply of good evaluators is constrained, with a relatively small group of professional suppliers taking up most of the larger evaluation studies…*

As more governments demand more evaluative evidence, the number and quality of human resources required to meet this will grow. At the current level of demand, problems with the size of the pool of available evaluators, the quality of their deliverables and their ability to respond to government terms of reference (ToRs), consolidates an already skewed evaluation market…

There is, therefore, a need to expand the existing pool of evaluators, and to ensure that the representivity of evaluators in each country system approximates that of the local population, as well as enabling emerging evaluators to enter the market with fewer restrictions...

The diagnostic of supply and demand of evaluators seeks to provide a country-specific demand-and-supply profile of evaluators…

The study will answer questions around the capacity and supply of evaluators, and what is required to strengthen this capacity and supply?...

*On the **supply side**, current capacity will be identified through:*

(i) size of current country supply of evaluation consultants (including government, academic, donors, business and civil society)

(ii) skill levels, abilities and specialisations

(iii) shape of the current pools of skills (age, gender, race and ethnicity, geography, language, organisation or individual, etc.)

(iv) pricing (relative cost) of skills and value-for-money considerations

(v) access to evaluators (ability and/or reach of national systems to procure required skills), (vi) other capacity considerations

*On the **demand side**, considerations to include:*

(i) national government system requirements for eligibility to provide evaluation services, and other market entry determinants

(ii) value of current country demand (including government, academic, donors, business and civil society)

(iii) specific professional skills required from evaluators

(iv) efficiency of country information systems on evaluator availability (supply), and opportunities (demand)

(v) opportunities/possibilities for transformation and country-specific empowerment

(vi) sustainability of the market.

The outcomes of the diagnostic will be used to design activities to improve the supply and quality of evaluations (and evaluators).

The main research question to be answered through this study is: What do we know of the capacity and supply of evaluators, and what is required to strengthen this capacity and supply?

Additional questions are:

1. What is the size of the evaluation market (demand from donors, government, private sector – and in response, how big is the supply (pool of skills available)?

2. How do we better match the supply to demand (especially if we are trying to increase demand)? This is the end point of the diagnostic.

3. To what extent has the current approach to building an evaluation market constrained/enabled that market in each country?

4. What are the current patterns of evaluation implementation using external service providers versus the use of officials/public servants in government?"

1.3 Methodology

The terms of reference proposed the following methodology:

i. literature and other official document review

ii. interviews with selected key respondents (individuals and institutional representatives, including government departments and donors)

iii. a few focus groups with selected stakeholders/role-players (e.g. government role players, NGOs, VOPEs, business etc)

iv. an online survey targeting VOPEs or national institutions that will enable access to any existing pools of evaluators (including membership organisations, supplier databases, etc.) across all three countries.

The proposed methodology was largely followed in the implementation of the diagnostic:

i. A literature review was carried out

ii. 23 interviews were held with a range of clients, suppliers and trainers:

- 11 interviews with suppliers

- 4 interviews with donors
- 4 interviews with clients
- 2 interviews with trainers
- 2 interviews with NGOs.

iii. A focus group was held with DPME procurement staff to consider approaches to the procurement of evaluations by government

iv. A focus group made up of government officials, evaluation suppliers, trainers and NGOs was held to carry out a root cause analysis

v. An online survey was carried out, aimed at four target groups, i.e. individual evaluators, organisations carrying out evaluations, and organisations which could potentially carry out evaluations on the supply side; and client bodies which commission evaluations on the demand side.

This diagnostic study attempts to determine whether supply is adequate to meet the demand for evaluation. If supply is indeed inadequate to meet demand, it is necessary to identify the ways in which the market is failing and the causes of market failure.

Respondents for interviews were selected through purposive sampling and snowballing sampling. The interviewees were selected based on recommendations from government officials, recommendations from other interviewees, as well as from contact details on the DPME panel of evaluators. Only a fraction of those to whom requests for interviews were sent responded and were interviewed.

All the interviewees were informed that the interviews were anonymous and that they would not be identified or directly quoted in the diagnostic report.

A structured questionnaire was developed for the interviews but in practice the interviews were unstructured and open-ended, as the author found this method yielded better results in terms of identifying new issues and insights.

Some of the organisations interviewed play more than one role (e.g. trainer and supplier). After 11 interviews with suppliers, the point was reached where there were diminishing returns from carrying out further interviews, because few new issues were being raised.

Most of the interviewees were evaluation suppliers. Due to the limited number of suppliers interviewed compared to the total population, the findings cannot be generalised. Nevertheless, the interviews do provide some useful indications of the views of some of the market participants on both the demand and supply-side, which can be used to inform strategies to reduce the risk of supply not being able to meet demand.

The online survey was sent to all the suppliers on the DPME panel as well as suppliers who have been tendering for DPME evaluations on open tender; to all the national departments doing evaluations (according to the DPME database) and to the provincial Offices of the Premier; and SAMEA put out a notice requesting its members to complete the online survey.

Links to the online surveys are provided in Appendix 1. Requests to complete the survey were sent out in mid-November. By 18 December 2017, 44 responses had been received, broken down as follows:

a) Individual evaluators: 15

b) Supply organisations: 13

c) Clients: 12

d) Potential suppliers: 4.

Many of the issues which were raised in the interviews were also raised in the online survey.
Given their methodological limitations, it was not possible to use the results of the interviews and the online survey to answer some of the quantitative research questions described in the terms of reference.

Nevertheless, the diagnostic was able to produce rough quantitative estimates of current and projected government demand and some qualitative assessment of non-government demand. The diagnostic was also able to identify qualitative issues and insights into the research questions related to capacity and skills, representivity, accessibility, pricing and costs.

2. Literature and document review

2.1 Literature scan

Documents were provided by Twende Mbele, supplied by DPME, or obtained by internet search. A list of the documents that were found to be most useful for the diagnostic is attached as Appendix 2.

The international literature provides useful conceptual frameworks for evaluation capacity development (ECD). It also provides useful lessons based on international experience. However, some of the international literature is embedded in a context where evaluation demand is largely donor-driven, which is not the case in South Africa.

Most of the literature and documents which are specific to South Africa focus on demand related to government-initiated evaluations. It is possible to make approximate estimates of government demand using the available information in the documents and data that have been collected, supplemented with information from interviews.

There is very little literature or documents on the demand for evaluation from NGOs and donors in South Africa. There are databases of evaluations, but they are not useful for this study, because they are institution-specific and not country-specific (e.g. the CLEAR African Evaluation Database and the DIFID database). There is also relatively little literature and documentation on the supply market in South Africa.

2.2 Principles and lessons of evaluation capacity development (ECD)

ECD needs to be undertaken within the prevailing political economy of a country (DFID and CLEAR, 2014). While many demand and supply-side concerns are technical, the overall policy space is political, and possibilities for ECD depend on the nature of the political economy. While South Africa's prevailing political economy has some patrimonial characteristics, the country also has a strong constitutional and legislative framework that supports the long-term development of evaluation (see Podems et al in Canadian Evaluation Society, 2014). However, despite this constitutional and legislative framework, a strong culture of accountability has not yet developed in South Africa. Other relevant aspects of South Africa's country context include that while it is relatively well-skilled compared to other developing countries, skills are at a premium, and the supply market is racially-skewed.

As pointed out by the OECD (2010), strengthening evaluation capacities involves more than just building individual technical skills; capacities also involve institutional or organisational capacities and creating an enabling environment. This means that an assessment of demand and supply for evaluation must also consider the enabling environment for supply and the organisational capacity of the demand organisations to create an appropriate enabling environment for supply. The enabling environment for supply includes a genuine willingness on the demand-side to improve programme performance in terms of outcomes and impacts, a genuine interest in evidence, and a genuine willingness to question and challenge the status quo in pursuit of improvement.

South Africa has made good progress in establishing an evaluation system (Goldman et al, 2015). A national evaluation policy and national and provincial evaluation plans are in place, and departmental evaluation plans have recently started to be put in place. Evaluations in the national evaluation plan are being presented to Cabinet, and improvements plans are being implemented based on the results of many of the evaluations. Nevertheless, South Africa still has major challenges in terms of developing institutional or organisational capacities for evaluation and in creating an enabling environment for evaluation.

As indicated by Goldman et al (in World Bank, 2016), in 2012 DPME undertook a survey to assess the state of M&E in the national and provincial governments. It found that more than half of the respondents (54%) indicated that problems are not treated as opportunities for learning and improvement; 45% indicated that senior management often failed to champion M&E; 44% indicated that M&E is regarded as the job of the M&E Unit rather than of all managers; and 39% indicated that M&E units have little influence. In 57% of cases, M&E information had limited or no influence on decision-making. Nearly half of the respondents (46%) regarded integration with policy development as either non-existent or very limited. Thus, in 2012 South Africa still had a long way to go in terms of creating an enabling environment for evaluation.

Goldman et al note that these statistics point to the challenge in using M&E as a strategic function to inform policy and decision-making in South Africa. Goldman et al conclude that, in general, there has been insufficient evidence use across government, and a tendency for political judgement rather than political decisions informed by strong evidence. While such a survey has not been carried out more recently, these challenges are long-term in nature and are likely to still be present in many government departments and amongst many political leaders in South Africa.

The OECD recommends that efforts to strengthen capacities should begin by taking stock of the current situation: a shared understanding of existing capacities, strengths, opportunities, needs, goals and challenges should be developed among both those on the demand side and those on the supply side. This sharing of information will also reduce the risk of market failure due to information asymmetries.

The OECD report identifies five useful lessons from the international experience of ECD:

a) One of the most effective learning techniques is through hands-on learning by doing. Directly involving staff and officials in evaluation work can help to improve both

individual capacities and the management capacities within relevant institutions, while also convincing them of the value and usefulness of evaluation.

b) Capacity development should move beyond individual production skills to address the wider enabling environment for accountability, skills for commissioning, managing and using evaluations, and the institutional framework supporting accountability. Many ECD efforts have focused on the supply side of the question: training evaluators, producing evaluation reports, etc. with not enough attention paid to stimulating public interest in development results, management responses, beneficiary empowerment, and other factors that stimulate demand and build an active accountability environment. This lesson is particularly apt for South Africa in the context of the enabling environment challenges discussed above.

c) Evaluation needs, capacity gaps and resources should be identified and addressed early in the design and planning of development activities. Budgets and plans for development programmes should build in basic good practice for quality monitoring and evaluation and include strategies for strengthening these capacities, where needed, as part of the development intervention. 'Evaluability' and fundamental principles of planning and monitoring are rarely considered at the design and implementation stages, which makes evaluation more difficult later down the line. (This principle is included in the South African National Evaluation Policy Framework (DPME, 2011).

d) Regional and national evaluation associations play a critical role in strengthening and sustaining monitoring and evaluation capacities. Such networks provide opportunities for useful dialogue, interaction and learning. National evaluation organisations can serve as learning hubs, offer training and access to resources, and encourage support in communities of individuals committed to evaluation and accountable governance. Professional associations also contribute to building an enabling environment for the growth of evaluation culture.

3. Research findings

The findings are grouped according to the main research questions below.

3.1 Value and size of country demand

3.1.1 *Government demand*

As mentioned in section 3.1 above, sufficient data is available to make rough estimates of current and future government demand. Information is also available on whether supply has historically been able to meet government demand.

There are approximately 570 evaluations in total in the DPME national evaluation plans (NEP), provincial evaluation plans (PEP) and departmental evaluation plans (DEPs) which have been compiled by DPME. (The NEP and PEP contain evaluations which are coordinated by DPME and the Offices of the Premier with departmental participation, whereas the DEPs contain evaluations which are largely managed by departments on their own.)

The different plans span different periods but collectively they cover the period from 2012/13 to 2019/2020. Some of the evaluations in the plans have been cancelled or never started, and some are not funded.

The NEP 17/18 – 19/20 indicates that 17 NEP evaluations were underway in September 2016. This is approximately 21% of the 81 evaluations identified in the national evaluation plans 2012/13 to 2019/20. (Some had been completed, some were still in preparation stage, some were still to be implemented in the future, and some had stalled or been dropped). The average number of evaluations underway is a key indicator because it is the number of evaluations which will draw capacity from the supply market at any one time.

Applying a similar percentage to the 77 evaluations in the PEPs plans would yield an estimate of 16 provincial evaluations underway in September 2016. Thus, between the NEP and PEPs, it can be estimated that approximately 33 evaluations were underway in September 2016.

Information is only available on a few departmental evaluations prior to the 2016/17 financial year (for example, in an undated report, the Western Cape Department of Agriculture refers to five completed evaluations and seven further evaluations under way). According to interviews with DPME staff, there were relatively few departmental evaluations prior to 2016, and the Western Cape Department of Agriculture would have been an exception. The figure of 33 mentioned above should therefore be increased by a factor to take account of departmental evaluations. One could therefore make a rough estimate that there were approximately 40 government evaluations underway in September 2016.

There has recently been a marked increase in the number of evaluations in DEPs (with a total of 398 evaluations now listed in the DPME DEP database (including both national and provincial departments). Interviews with staff in DPME indicate that this is related to the introduction of an MPAT standard for evaluation in 2015 and 2016 (DPME, undated), which included a requirement to produce departmental evaluation plans.

Most of the evaluations in the DEP database do not have figures in the budget column. Some of them indicate that they took place in previous financial years, but the type of evaluation is “still to be confirmed”. In addition, the dates of the evaluations are captured in the database by the date of the plan, e.g. for some of them the date is ‘2015-2020’. It is therefore not possible to use the database to determine which of the evaluations have been completed and which of them will be carried out in future. In addition, DPME is not receiving progress reports against the DEPs, so the progress of all the evaluations in the DEP database is unknown.

As indicated in section 3.2.1 above, it is likely that many departments still have challenges in terms of their organisational capacity for evaluation and in terms of creating an enabling environment for evaluation, despite having produced DEPs. There is a possibility that some of the DEPs may have been produced as a compliance response to the MPAT standard, rather than as a genuine attempt to carry out evaluations.

Some of the departments are unlikely to have the capacity to effectively prepare, commission and manage evaluations and most of the DEP evaluations will be done without the involvement and support of DPME and the Offices of the Premier. The implementation rate of evaluations in the DEPs is therefore likely to be lower than that of the NEP and PEPs. Furthermore, some of the programmes identified for evaluation in the DEPs may not be evaluable – some of them may not have clear objectives or theories of change to evaluate against and there may not be any useful monitoring data

available to inform the evaluations. However, a respondent in DPME indicated that theories of change can be 'retrofitted' to programmes and that some useful evaluation work can be done even if there is very little monitoring data.

DPME staff indicate that they have put appropriate courses in place to develop demand-side skills in government for planning, commissioning and managing evaluations and for using the results. They indicate that DPME used to run such courses in-house, but have since requested the School of Government to offer the courses. However, the School of Government is demand-driven and some departments may not be aware of the need to develop their demand-side evaluation management capacity. DPME is therefore considering offering the courses in-house again. This should be a priority in the light of the increase in the number of departments planning to carry out evaluations.

In the light of the above, two DEP implementation scenarios may be considered – one with an implementation rate equal to that of the NEP (the 'high' scenario), and one with an implementation rate half that of the NEP (the 'low' scenario).

The 'high' scenario would therefore assume that 20% (similarly to the NEP) of the evaluations in the DEP database would be underway at any one time. This would mean that 80 DEP evaluations could be underway at any one time during 2019/2020. The 'low' scenario, (with 10% underway at any one time), results in 40 DEP evaluations being underway at any one time by 2019/2020.

If demand from the NEP[1] and PEPs remains roughly constant, it could thus be estimated that the total government demand for evaluations could increase from approximately 40 being underway at any one time in 2016 to between 80 and 120 in 2019/20. In other words, it appears that the marked increase in the number of evaluations in DEPs could result in a doubling or tripling of government demand for evaluations over the next three years. In addition, there is a possibility that municipalities, particularly the metros, might start carrying out more evaluations in future, which would further add to government demand.

DPME indicates that the average cost of its evaluations is R2 million. Based on the above assumptions, and assuming an average duration of a year for an evaluation (including preparation and procurement), the government evaluation market could therefore increase in value from approximately R80 million per annum currently to between R180 and R240 million per annum within three years. This is not prohibitively large in the context of South Africa's economy and the size of its research and management consulting industries.

3.1.2 *Donor demand*

Four of the major donors operating in South Africa were interviewed (DIFID, USAID, the EU and GIZ). All four donors indicated that they do not usually contract directly in South Africa for individual evaluations. Three of the donors indicated that tenders are issued for period framework contracts in their home countries or internationally and then orders are placed against these framework contracts when an evaluation is required. The companies or consortia on the framework contracts often sub-contract local expertise for evaluations to enable them to understand the local environment.

[1] The DPME budget for evaluations remains roughly constant over the next three years, at between R12 m and R14 m per annum.

One of the government interviewees argued that government should reconsider its approach of outsourcing evaluations. The respondent suggested that mid-term reviews and government strategic planning processes could be used to develop an evaluative culture. The respondent argued that government needs to find a balance between the goal of independent evaluation and the goal of developing an evaluation culture within government. This point is also made in the report of the evaluation of the National Evaluation System (Genesis, 2017:127): "*Respondents noted that in the absence of senior-level buy-in, or a reluctance around evaluation, conducting internal evaluations to demonstrate the worth of evaluations, and the process of evaluations, is helpful. For example, in the DST, an M&E staff member conducted an internal evaluation to show the benefits of evaluation. This respondent noted that in doing so, they were able to garner senior level buy-in…. A broad range of respondents highlighted the need to promote evaluative thinking in departments and provinces. Respondents from the Eastern Cape, for example, noted that in a resource constrained environment where large scale evaluations are not always possible, departments should be focusing on also looking at other tools for cheaper processes than full evaluations. This could include processes to promote evaluative thinking, reflecting on learnings from their programmes, and on communicating these learnings to other provinces and departments*".

3.2 Characteristics of country supply

3.2.1 *Training, education and skills*

Documentation (e.g. SAMEA, 2015) and an internet search indicates that there has been a rapid increase in the number of M&E courses provided by public and private tertiary education and training institutions in South Africa. This appears to have been a supply-side response to the increasing focus on M&E by government since 1994 as well as the general increase in interest in M&E internationally.

Short courses on M&E and M&E modules in under-graduate courses are now being offered by most universities in South Africa, including the University of Johannesburg, the University of the Witwatersrand, the University of Stellenbosch, the University of Cape Town (UCT), the University of KwaZulu-Natal, UNISA, the University of Pretoria, and the University of Fort Hare. Such courses are also offered by a range of private colleges and non-governmental organisations.

Wits and Stellenbosch also offer post-graduate diplomas in M&E, and Wits, Stellenbosch and UCT also offer Masters programmes in M&E. However, to date only one university (UCT) is offering a masters degree in Evaluation (as opposed to M&E).

A university respondent indicated that demand for post-graduate training in evaluation is very high, and far exceeds the places available. General university funding issues are constraining the ability of the university to increase the supply of training to meet the demand – even though more income could be obtained by increasing enrolments, fees are capped and it is difficult to obtain approval for new posts. The respondent indicated that efforts are therefore under way to raise funds from outside government to enable an increase in enrolments in post-graduate evaluation courses.

The respondent indicated that most of the post-graduate evaluation students are black, implying that the representivity of the supply market in terms of people carrying out evaluations is likely to improve over time.

Several respondents indicated that a lag between demand and supply should be expected, because it takes time for capacity to be built to catch up with an increase in demand.

Most of the suppliers interviewed indicated that their preference is to employ evaluators with sector expertise and experience who have learned evaluation methods, as opposed to employing evaluators who have specialised in evaluation but have limited sector expertise or experience. Most of the suppliers interviewed indicated that they send their evaluation staff on evaluation courses and have some form of induction or development programme for their evaluators, including elements such as training on evaluation theory, skills training, training on data analysis and mentoring. One of the suppliers indicated that they need people who can think through problems and solve them – in addition to having knowledge of evaluation.

One supplier indicated that there are not enough training programmes for evaluators. She identified a need for a thorough assessment of the skills gaps (as opposed to generalisations about a lack of capacity), the results of which should be fed into the training sector.

The thirteen supplier organisation respondents to the online survey indicated that their employees capable of leading or managing an evaluation have a mix of evaluation qualifications, including 'self-taught', a short course, a module in an undergraduate degree, or a post-graduate degree in M&E. Most of the respondents indicated that they have staff with between 3 and 10 years of experience of carrying out evaluations who they view as being capable of leading or managing an evaluation. Some respondents even indicated that they have staff with between 1 and 3 years of carrying out evaluations who they view as being capable of leading or managing an evaluation.

Of the 15 individual evaluators who completed the online survey, only three have a post-graduate qualification in M&E. 6 have done a module as part of an undergraduate degree, and the remainder are either self-taught (3) or have done short courses (4). Approximately 50% specialise in sectors. Only 1 had experience of undertaking evaluations of less than 5 years, most had between 5 and 10 years of experience, and 4 had more than 10 years of experience.

Ten of the thirteen supplier organisation respondents to the online survey indicated that they train their evaluation staff in one way or another, including through internships; sending staff on short courses; internal training; online courses; internal study groups; funded training programmes; bursaries; sending staff to conferences, workshops and seminars; and listening to webinars.

3.2.2 *Minimum competency requirements and professionalisation*

The question of whether the education and training capacity described above is adequate for producing the evaluation capacity required in South Africa is dependent on the definition of minimum competency requirements for evaluation. Does a competent evaluator need to have a masters degree in evaluation? Or is a masters or diploma in M&E sufficient? Or is a short-course or a module in an under-graduate degree sufficient? Or can evaluations of adequate quality be carried out by good researchers with any post-graduate degree, who are self-taught in evaluation methods? Is knowledge of the sector being evaluated not as important, or more important, than generic knowledge of evaluation methods?

These are some of the questions that the evaluation community in South Africa has been engaging with as part of the debate over minimum competency requirements and professionalisation (Podems, undated; SAMEA, 2014; SAMEA and DPME, 2015). The debate over minimum competency requirements and professionalisation is an international debate:

> "*To have competencies or not to have competencies? That now seems to be a question for program evaluators and evaluation associations from around the globe….Although program evaluation is a growing practice that has become a recognized field of vocation and study, wide interpretations of what competencies are necessary to guide evaluation practice remain. Commentators have provided many arguments, both positive and negative, surrounding the development, implementation, and potential use of competencies…. Some fear that it might provide a stranglehold on what evaluators can do; that it could not cover the variety of competencies needed for different evaluations; and that it might provide commissioners and managers of an evaluation with an inflexible list of competencies that would hold evaluators to account in unhelpful ways….Clearly, the evaluation community has not fully reached consensus on a set of evaluator competencies that would represent the diverse philosophical and practical approaches currently used in program evaluation*." (King and Podems in Canadian Evaluation Society, 2014)

As described by Podems, Goldman and Jacob (in Canadian Evaluation Society, 2014), although evaluation has not yet been professionalised in South Africa, the competencies required for government evaluation have been defined through the Evaluation Competency Framework for Government (DPME, 2014). This framework describes the competencies (knowledge, skills, and abilities) in relation to four dimensions: (a) overarching considerations, (b) leadership, (c) evaluation craft, and (d) the implementation of evaluations. Each dimension is then divided into descriptive areas. These competencies are generally being used across government to inform competency requirements in ToRs for government evaluations. Nine of the twelve client respondents to the online survey indicated that they are using the DPME Standards for Evaluation in Government as a guide for how to manage evaluations, as well as the DPME Evaluation Competency Framework for Government as the basis for setting the minimum competency requirements for bidders.

3.2.3 *DPME panel of evaluators*

The World Bank carried out an evaluation supply-side diagnostic in South Africa in 2014 (World Bank, 2014). The report points out that, at the time, the DPME evaluation panel only had 42 service providers on it, and that the number of evaluations to be carried out was projected to soon exceed 50 per annum. The latest version of the panel only contains 33 service providers. However, DPME has recently stopped using the panel (due to technical audit queries regarding the application of supply chain regulations) and is now putting evaluations out on open tender. (DPME is also not allowing other government departments to use the panel.)

The Chief Financial Officer of DPME indicates that suppliers which were not on the panel are making submissions for the open tenders, indicating that the panel may not be an accurate measure of the amount of supply-side capacity in South Africa. It will be possible to reach firmer conclusions in this regard once more evaluations have gone out on open tender.

When DPME established its panel, it issued an open tender to service providers to apply to be on the panel. Initially, there was a requirement that service providers must have done at least 3 evaluations of at least R500 000 each to qualify to be on the panel. As pointed out by the World Bank, this was a barrier for new entrants to the market, and in a later tender for the panel DPME changed this to a requirement that service providers must have staff with experience of carrying out evaluations, so that new companies without a track record of evaluations could get onto the panel, if they had staff with such a track record. The fact that the DPME panel only opened for new applications every three years was also a barrier to entry.

In terms of the approved supply chain management policy for the panel, DPME had to invite all the panel members to respond to RFPs for evaluations. The World Bank study found that the average number of proposals per RFP process was only 3.3, which supports the view that the supply-market is over-concentrated (because relatively few of the panellists responded to RFQs). The World Bank study also found that the average (functionality) score of all proposals (60 in 18 different process) was below the minimum required score, which could be taken to indicate a lack of evaluation capacity amongst the panellists (relative to the DPME Evaluation Competency Framework for Government). However, the CFO of DPME indicates that poor scores for functionality were often caused by panellists not reading the RFP criteria well enough and not providing sufficient evidence as requested, rather than them not meeting the competency requirements.

3.2.4 *Representivity of supply*

As with other sectors of the South African economy, there is also a need to increase the representivity of evaluators. Three out of 10 firms that have been awarded more than one evaluation from the DPME panel are level 1 BBBEE contributors, and 5 of the 10 are level 4 contributors. Of the 15 individual evaluators who completed the online survey, nine were black and 11 were female. Five of the thirteen supplier organisations respondents to the online survey indicated that their evaluation staff are 50% or more black, and a further two indicated that their staff are 40% or more black. Nine of the 13 indicated that their evaluation staff are 50% or more female, and a further two indicated that their evaluation staff are 40% female.

Established suppliers expressed interest in partnering with, or subcontracting to emerging black-owned firms, but indicated that a mechanism to introduce established suppliers to emerging suppliers would be helpful.

Several of the supplier organisation respondents to the online survey indicated that there is a shortage of black evaluators. One respondent indicated: "*But where are they supposed to come from? Government offers good salaries and job security, academia offers development potential and job security so the good black people choose that over the uncertainty of consulting*."

A respondent from an emerging black-owned evaluation consultancy indicated that they experience all the same challenges with government evaluations that are raised by more established suppliers (see section 4.3 below). However, these challenges have more impact on emerging firms than they do on established firms. For example, delays in approving deliverables leading to delays in payment have more impact on emerging firms because emerging firms don't have the cash-flow to deal with such delays. In addition, emerging firms don't yet have the established networks of associates that more established firms have, and it is harder for them to retain evaluation teams during the delay between submitting bids and award of tender. The respondent indicated that it is particularly difficult for them to obtain commitments to partner for bids from people with evaluation expertise as they usually indicate that they are very busy. He indicated that his firm's barriers to growth are technical in nature – their main challenge is to build up a core team with the required expertise. Continuity of evaluation work would help in terms of building up such a core team.

3.2.5 *Charge-out rates*

For the 15 individual evaluators who completed the online survey, the indicated charge-out rates per day varied between R2500 and R10 000. 4 were between 2 500 and 4000 and 7 were R6000 and above. For the supplier organisations, daily charge out rates for evaluators

provided by the respondents varied widely, from R2 500 per day for one small firm to R8 000- R20 000 for another firm. Most were in the approximate range of R6000 – R15000 per day (depending on the level of skill and experience of the evaluator).

3.3 Demand-side capacity

3.3.1 *The organisational capacity for demand and the enabling environment for supply*

As pointed out in the terms of reference for this diagnostic, the 2014 World Bank evaluation supply-side diagnostic revealed some structural issues that prohibit deeper access to the evaluation market via government evaluations. The eight suppliers interviewed by the World Bank had many positive things to say about their experience of evaluations managed by DPME, but also raised a number concerns, including:

- Bid requirements too restrictive
- Limited margins, sometimes actual costs much higher than pay (up to 200% higher)
- Funding/staffing required to prepare bid (3 weeks, R50,000)
- Timing too tight (for both bids and evaluations)
- Management of bids and evaluations too tedious
- "Subsidized" competition from universities
- TORs too broad, unrealistic
- Methodology very prescriptive
- Tight deadlines for evaluation, negatively affecting quality
- Data access problem affecting quality
- Process tedious, with high transaction costs, with no clear direction
- No feedback on bid, and feedback on evaluation contradictory, unconsolidated, and with unclear guidance
- Inadequate funding, and no visibility.

As will be discussed below, the interviews and online survey carried out for this diagnostic have identified the same challenges experienced by suppliers when tendering for government evaluations. It appears that DPME has made little progress in addressing these issues since 2014.

These challenges point to weaknesses in the organisational capacity of DPME to create an appropriate enabling environment for supply. As recommended by the World Bank, DPME should focus on addressing these weaknesses as a means of ensuring an adequate supply of evaluators in future.

These weaknesses are likely to be more pronounced in the large number of DEP evaluations which could be coming onto the market in the next three years, due to the even weaker organisational capacity of departments to manage evaluations. DPME and many of the Offices of the Premier do not have the capacity to support all the departments in this regard, and there is a risk that many of the DEP evaluations will not have been adequately prepared when they go onto the market. In this context, suppliers may be discerning regarding their choice of evaluations to tender for, and some departments might experience a shortage of supply for this reason.

The World Bank diagnostic concludes that: "*The evaluation supply side has the potential to grow, based on the existing firms, market projections and potential, to meet international standards and to become a relevant export services market…Government, and DPME, has a great responsibility in how the evaluation supply side will grow*."

The World Bank noted that the main request from suppliers is for predictability:

- on access to process and access to data for proposals preparation, and for evaluation implementation
- on the transparent selection of service providers and their proposals
- on the time and resources expected to be used on the implementation of an evaluation to make the process efficient and effective.

The World Bank made several specific recommendations to improve the enabling environment for supply, including for government to:

a) make data more readily accessible to evaluators (this may not be possible where government has not kept adequate monitoring records during a programme, which is often the case, but in principle all available data should be provided to the evaluators)

b) standardise and improve processes and procedures, including in procurement and quality control, to create greater consistency and transparency

c) create more opportunities for suppliers to share experiences (including promoting supplier networks and more international exposure for local suppliers).

The client respondents to the online survey generally have similar minimum qualification or experience requirements, with a requirement of a minimum of 10 years sector experience being common. However, there are differences in the details of the requirements. The author reviewed 11 DPME ToRs for evaluations and found that they all differed to some extent in terms of the tender evaluation criteria, particularly regarding the experience and qualification requirements and how these are evaluated. The lack of standardisation of these processes and procedures makes it difficult for suppliers to know exactly what they need to put in place to stand a good chance of winning tenders. It also creates perceptions of a lack of consistency and transparency in the tendering process. These factors all reduce the attractiveness of the evaluation market to suppliers. In addition, it makes evaluation of tenders more difficult if the evaluation criteria and methodology are not constant.

3.3.2 *Suppliers' views of demand-side capacity*

Some suppliers indicated that there has been some improvement in the quality of demand-side management and suppliers were generally appreciative of the work that has been done to put in place the national evaluation system. However, suppliers generally re-iterated the problems they experience with government clients which were identified by the World Bank diagnostic in 2014. Some suppliers indicated that there has been an improvement in the quality of terms of reference, but that the procurement process has become slower.

Problems experienced with government clients which were mentioned by suppliers during the interviews and workshops for this study and during the World Bank study include:

- unclear or unrealistic terms of reference
- excessive over-specification
- under-estimation of scope by the client
- poor communication of client expectations
- micro-management by the client
- ill-informed management by the client

- scope creep and changing goal-posts during an evaluation
- difficulty getting access to data from government
- unnecessarily short time-frames for the evaluation
- long delays in getting approvals for evaluation deliverables and subsequent delays in payment
- no feedback on reasons for not being successful in tenders
- inconsistent eligibility and evaluation criteria
- inability of the client to manage stakeholders
- chaotic management by some clients
- less enthusiasm for the evaluation in the line department than in DPME or the Office of the Premier
- having to work under evaluation steering committees with a lot of people who don't know what they are doing
- adversarial, autocratic and prescriptive management style from some government clients
- terms of reference for (unevaluable) programmes without clear theories of change, for which it is not possible to retrofit theories of change due to a lack of consensus amongst stakeholders
- the lack of data in departments leading to a need to do primary research, but this not being catered for in the terms of reference
- evaluations being carried out for compliance purposes (after appointment, the client is 'out for lunch' and not available to engage with the evaluation).

Similarly, the individual evaluator respondents to the online survey identified the following challenges:

- Changes in scope
- Weak monitoring in clients, requiring additional work to be undertaken
- Terms of reference are not always clear
- Impossible timeframes, including for submission of proposals
- Clients not paying timeously
- Ringfencing of scope to create no-go areas of under-performance or to avoid placing a decision maker in a poor light. There are also times where there are attempts to exclude the less than optimum impact or causation / attribution findings. Especially when it could influence a follow-up programme or someone's performance agreement.
- Long procurement processes
- New entrants are not easily recognized nor given the chance to perform (clients prefer evaluators with 5 - 10 years).

Some suppliers indicated that they had incurred losses on NEP evaluations, largely due to the problems listed above. Some of the suppliers indicated that their reasons for continuing to tender for NEP evaluations, even though they are not profitable, are that they are important for exposure, that they are core to their purpose as evaluation organisations, and that they help them to engage with and understand the public sector.

Several suppliers indicated that they prefer to do evaluations for foundations, “non-profits” and multi-lateral institutions than for government, because they are better managed by the client and are less likely to be loss-making. One supplier indicated that “government evaluations always go over time and budget”, due to the complexity of government systems, the large number of stakeholders, and due to government often being unable to manage stakeholders and scope.

Government procurement processes for evaluations were also identified as a reason for preferring to do evaluations for the non-government sector. Issues raised included:

a) Government procurement processes are often very slow. Suppliers usually assemble a team (including associates as opposed to full-time employees) for an evaluation, and it is difficult to retain the team for months between the time of tender and the time of award
b) Government treats suppliers as though they are just sitting and waiting for an appointment from government – suppliers are summonsed to interviews without checking their availability, and bidders often find it difficult to have their key people available on the date of the interview arbitrarily set by government
c) Responding to government tenders is very time and resource-intensive, requiring the submission of a large quantity of information
d) No feed-back is given on why tenders are unsuccessful. Several respondents had become despondent in this regard and indicated that they were no longer tendering because they did not know why they were always unsuccessful
e) Wasteful processes are followed for the sake of compliance – for example, suppliers complained of being called for interviews ‘to make up the numbers’, while there is no real chance of them being awarded the tender
f) Traditional government procurement processes treat every procurement as a ‘clean-slate’ engagement with suppliers – leaving no room to build up relationships with suppliers over time.

One of the university respondents indicated that they are no longer tendering for government evaluations due to the issues listed above and that they would prefer a ‘memorandum of understanding’ type of relationship with Government to do evaluations. They indicated that they have such relationships with other government departments, to carry out research on an as and when required basis, without having to go through a tendering process.

Another university respondent indicated that many university researchers may not be interested in doing evaluations from an academic point of view, because academia tends to be interested in global research boundaries, not operational government programme issues.

There was an indication that there is an increasing awareness of the need for evaluations amongst non-profits and that the non-profit market is growing (albeit not at the rate at which government demand might grow if there is substantial implementation of departmental evaluation plans). This implies that government will need to compete with non-government organisations for access to the better-quality suppliers, who prefer carrying out evaluations for non-government organisations, given the choice.

Several suppliers indicated that they thought that DPME’s eligibility requirements relating to evaluation experience were unnecessarily onerous – more onerous that those of the large international private foundations that some of them are doing evaluations for. (Provinces and departments often copy and paste the DPME requirements into their evaluation terms of reference.)

A respondent from an international consulting firm indicated that they could bring people who meet the DPME experience requirements in from overseas, but this would be too expensive. The eligibility requirements thus appear to be an impediment to access to the South African government evaluation market for both emerging and large firms. It was also indicated that some of the other departments (not DPME) are requiring post-graduate evaluation qualifications as part of the eligibility requirements, but there are relatively few people with such qualifications in South Africa.

There was also a view from some of the suppliers that the projected increase in evaluation demand from government is not sufficiently convincing for suppliers to invest in additional capacity to meet the demand. Reasons given for this view included that only a small proportion of the evaluations in the provincial and departmental evaluation plans are implemented; that the evaluations are often very small; and that the quality of the government procurement process is often very poor.

Some suppliers indicated that, if demand does indeed increase, they would initially increase their capacity by working with associates and part-time consultants. If the increase in demand is sustained, they might then might look at increasing full-time internal capacity. Several of the suppliers indicated that they frequently sub-contract in expertise or additional capacity (for example to carry out field work) or form evaluation-specific associations with other firms or individuals where necessary.

Several suppliers indicated that, in general, DPME has more capacity for managing evaluations than other departments. Some suppliers indicated that they would no longer tender for evaluations for other departments because they have had very bad experiences with them.

However, some suppliers indicated that, while DPME has more capacity than other departments, its procurement and management of evaluations is also often very weak. Some indicated that, although they have done evaluations for DPME in the past, they had taken a decision to no longer do evaluations for DPME, due to past bad experiences. One supplier indicated that: “there is no shortage of evaluation firms, only a shortage of firms willing to work for government”. Nevertheless, some suppliers indicated that, notwithstanding all the challenges relating to government clients, they would continue to bid for government evaluations.

Some suppliers indicated that it would be much more attractive to tender once and then be on a framework contract than having to tender for each evaluation, given the effort required to produce each bid document.

Some suppliers indicated that tenders of a larger value are more attractive, but other suppliers indicated that the tender value is not so important, that the nature of the work is more important. If a small tender largely involves field work that would need to be outsourced, then it would not be worthwhile. If it largely involves work for which fees can be charged for internal staff, then it may be worthwhile.

One respondent who is both a supplier and a trainer raised strong concerns about the separation of evaluation and monitoring. The respondent argued that this is having the unintended consequence of furthering the false notion that evaluations can be usefully carried out if monitoring has not been done. It was argued that, no matter how much effort is put into evaluation, the quality of the evaluation will be severely limited if there has been little or no monitoring.

Supplier organisation respondents to the online survey listed the following obstacles to evaluation market entry (most of which were also identified in the interviews):

a) Limited evaluation-specific degrees

b) The financial cost of writing proposals and presenting them in person

c) The fact that government's two-stage procurement system (functionality and price) does not incentivise quality

d) That political principles and senior officials are hard to secure interviews with

e) Budgets are low relative to expectations for scope and detail.

Only two of the thirteen supplier organisation respondents indicated that they have not experienced challenges with their clients. The types of challenges listed are like those identified in the interviews, including:

a) "*Delays out of the evaluators' control*

b) Line departments are very weak on evaluation knowledge

c) Steering committees with no clear direction or understanding

d) Insufficient recognition given to the complexity of some evaluations, and the time and effort required to collect the required information. Rather, emphasis is often on the process - getting deliverables in on time and in accordance with the ToR - and insufficient time and attention is given to working through the findings. As a result, the final stage of most evaluations tends to be very rushed

e) There have been challenges related to scope creep and lack

f) Unrealistic budgets and timeframes and expectations

g) Data / information challenges

h) Too many evaluation questions

i) Clients not interested in evaluation findings

j) Scope creep

k) Resistance to learning and critical feedback

l) Poor TOR

m) *Very poor monitoring data*

n) Many of the people responsible for commissioning and managing evaluations in the public sector have themselves never evaluated, or have not evaluated recently. I think this lack of actual evaluation experience is to the detriment of public sector evaluations and the feedback received as there are expectations inconsistent with both the scope of work and realities faced by evaluators. With the exception of only one provincial government, I have found all evaluation project management to be considerably lacking. There is a total failure to stick to turnaround time commitments on the part of clients. In many instances shallow, contradictory or vaguely related comment follows and the substance of the evaluation is missed. My personal frustration is to receive comments originating from positions of power over the evaluator, where we are treated as "consultants" in the most derogatory sense and we are expected to answer, "how high" when the client says "jump". There are individual evaluation managers who are increasingly known among evaluators as

being particularly difficult, unreliable or unreasonable. In my experience, evaluators are now consciously avoiding doing work for those individuals.

o) *I am able to choose my clients carefully. If they value evaluation feedback, do not complicate the evaluation processes unnecessarily and meet their payment obligations as per contract, I'm keen to work with them. Government, however, falls short on all three these criteria so I choose not to work with them.*

Solutions to these problems which were suggested by respondents were also like those identified in the interviews and included changing procurement processes, developing the capacity of the client and clarifying the roles of the client and the evaluator.

3.4 Supply capacity

3.4.1 *Government clients' views of supply capacity*

One of the officials from one of the Offices of the Premier indicated that there have been a few occasions in some of the provinces when bids have had to be re-issued due to a lack of responses which meet the requirements. However, the bids were eventually awarded. It was indicated that the education and health sectors do not have a supply problem due to a history of evaluation in those sectors.

Three of the twelve client respondents to the online survey indicated that bidders have difficulty meeting the required minimum qualification or experience levels. One respondent indicated that "*It is difficult to find a bidder who has the right mix of evaluation and programme content area experience and expertise. Very often, bidders ignore the requirement to have a team that comprises a mixture of well-known experts in both areas*." Another indicated that there is a sometimes a lack of "*contextual knowledge and understanding of the sector"*. Another indicated that *"*m*ost service providers would have experience in research, but not in evaluation."*

Three of the twelve client respondents to the online survey also indicated that they had had RFQ's or tenders for which no responses which meet the minimum requirements were received. This is an indication that there is a relatively small problem of non-responsiveness to some RFQ's or tenders. However, as indicated elsewhere in this report, this is not necessarily an indication of a shortage of supply. It could also be an indication of weaknesses with the RFQ's or potential bidders choosing not to work for a client.

Senior officials managing evaluations in government indicated that they often have problems with the quality of work carried out by the appointed evaluators. They indicated that this often results in them having to "co-produce" the evaluations (something viewed by the officials as negative).

A view was put across that some service providers do not like to do evaluations for some government departments because those departments are too strict and therefore not a source of easy money for the service providers.

Five of the twelve client respondents to the online survey indicated that they had experienced problems with the quality of evaluations provided by suppliers. Details of these problems included:

a) "*Many service providers are unable to develop good logic models and theories of change*
b) *Some bidders do not know the value of developing evaluation frameworks and of identifying indicators*
c) *Logic, flow, language and grammar of the reports*
d) *Poor quality judgements*

e) *(Poor quality) literature reviews*
f) *Evaluators are afraid to be critical because they feel that if they are too critical, they may not be awarded tenders in the future*
g) *Evaluation team members are often inexperienced*
h) *The service providers do not provide proper analysis when it comes to findings of the evaluation. Most of the time they would just provide sweeping statements which are not supported by any evidence.*
i) *They struggle with producing good literature reviews, report structure, use of theories of change to make a narrative*."

These responses are interesting because they highlight the differences in views of the sources of quality problems between the suppliers and clients. It indicates that there are quality problems on the supply side as well as on the demand side.

In response to the question: *Are there any particular aspects of evaluations that your evaluation suppliers have commonly had problems with?*, one of the respondents gave the following response, suggesting a different approach to the procurement of evaluations: "*Our own requirements for proposals may be too unfair. We should not expect them to spend a high amount of time on something for which they are not guaranteed a return. We need to rethink our approach. Perhaps simply ask for expressions of interest (with details of the evaluation team), and use the CVs of team members and their levels of effort and examples of their past work to select the service provider. Once selected, then the service provider could prepare a proposal*."

Suggestions for improvements to the quality of work done by suppliers included:

a) "*DPME needs to develop standards and criteria for evaluation, that are widely known*
b) *Distribute some good example of theories of change and logical frameworks to all stakeholders*
c) *The more established evaluation suppliers could be paired with emerging ones to increase capacity*
d) *Get them to apply themselves more*".

It is interesting that none of the client respondents suggested improvements to the quality of demand to improve the quality of supply. This is again an indication of the gulf in understanding between clients and suppliers regarding the causes of quality problems. In addition, five of the twelve client respondents were of the view that supply is inadequate to meet supply, which is generally different to the view of suppliers.

An official in DPME indicated that supply is inadequate in relation to demand because many of the submitted evaluations must be reworked by DPME officials. However, in 2013 DPME carried out a quality assessment of 135 evaluations in its repository of government evaluations and ranked them. It found that the quality of 85% of the evaluations was adequate or better than adequate (Goldman et al, 2013).

Poor quality of service is a common problem in South Africa, which is not unique to evaluation service providers. In addition, competency requirements and professionalisation may not necessarily guarantee quality of service. For example, managers of infrastructure departments in government also complain about the poor quality of service which is sometimes provided by professionally registered engineers.

As will be discussed later in this report, there are several possible causes of quality problems on evaluations and it is wrong to jump to the conclusion that the existence of quality problems on some evaluations is an indication of inadequate supply.

Notwithstanding the quality of service issue, historically, the supply market in South Africa has met the government demand for evaluation. Officials in DPME indicate that they have not had to cancel any requests for proposals (RFPs) due to a lack of response from the market (although occasionally RFPs have had to be re-issued because the quality of the responses was poor). There is only one reference in one of the PEPs (Mpumalanga) to a cancellation of an RFP due to no responses being received.

3.4.2 *Suppliers' views of supply capacity*

Of the 15 individual evaluators who completed the online survey, all but one indicated that they have capacity to undertake more evaluations. This is an interesting finding as it appears to counter the view that there is a shortage of supply relative to demand. However, it could be due to those suppliers needing more work being more likely to complete the survey.

Only 2 of the 13 supplier organisation respondents to the online survey indicated that they do not have capacity to take on more work. Most indicated that they have capacity to take on between 30% and 50% more work per annum. This could be an indication that there is not yet a general shortage of supply, but because the sample of respondents is small, and the total population is unknown, it is not possible to be conclusive in this regard.

Nine of the firms indicated that they are planning to take on more capacity over the next three years, if demand increases. However, ten of the firms indicated that they do experience difficulties with recruiting competent people capable of leading or managing an evaluation. Several respondents indicated that they subcontract freelancers rather than hire staff. Some indicated that there are very few competent evaluators looking for employment. One indicated that they prefer to hire emerging evaluators or senior sectoral specialists and train them in doing evaluation. There was also an indication that it is difficult to find people who can write very well and who can carefully analyse qualitative data.

While supply has been meeting government demand to date, it may not be able to meet a government demand which becomes two or three times larger within the next three years. Interviews and the online assessment tool will be used to seek information from suppliers related to this question.

Although supply has met demand, there are indications that supply may be over-concentrated. DPME staff have found that the number of strong evaluators who regularly respond to RFPs from amongst the pool of evaluators on their panel is relatively small (Podems, Goldman and Jacob, Evaluator Competencies: The South African Government Experience, in Canadian Evaluation Society, 2014). However, as will be discussed later in this report, there are other possible reasons why relatively few suppliers are responding to DPME RFPs.

3.4.3 *Supply response to donor demand*

All the donors who were interviewed indicated that they sometimes have quality problems with the evaluations carried out by these companies or consortia. This is interesting, because it indicates that quality problems with evaluations are not unique to South Africa, and because it supports the point that the existence of quality problems is not necessarily an indication of a shortage of supply. (There

are a range of other possible causes of quality problems, including weaknesses in procurement process and weaknesses in the management of the service providers.) One of the donors indicated that they would attribute the cause of quality problems to weaknesses with their own procurement or evaluation management processes.

It is also interesting that the donors are issuing framework contracts for evaluations. As will be discussed later in this report, it is recommended that DPME should work with the Chief Procurement Office in National Treasury to develop an evaluation procurement strategy. If this recommendation is accepted, then the donors could be requested to assist with procurement advice based on their experience of taking a more efficient and strategic approach to evaluation procurement. One of the donors indicated that they had been though processes of strategic 'commercial' reviews which had resulted in better procurement of evaluations.

All the donors indicated that they do train their relevant staff on the management of evaluations.

One of the donors indicated that they are now trying to reduce the number of evaluations that they carry out, because it is better to do fewer, better quality evaluations. The donor is also integrating evaluations more into programmes, rather than emphasising separate, independent evaluations. The reasons for this are to achieve stronger links with monitoring and to increase the evaluative culture amongst programme management staff.

3.5 Relationship between government clients and suppliers

From the interviews with clients and suppliers, there appears to be an unhealthy adversarial undercurrent that has developed in the relationship between some government clients and some evaluation suppliers. Some government clients accuse suppliers of poor quality work while some suppliers accuse government clients of poor commissioning and management of evaluations. Some suppliers also indicated that quality problems are often caused by poor management of evaluations by clients (e.g. unclear terms of reference, scope creep).

Both sides appear to be correct – suppliers do sometimes produce poor quality work and there is clearly a need for government to improve the way in which it commissions and manages evaluations. The quality of supply is, to a large extent, dependent on the quality of commissioning (or procurement) and management of evaluations by clients.

The relationship between government clients and suppliers contrasts with that between private foundations and suppliers, which was reported by some of the suppliers to be a more collaborative relationship. Some suppliers indicated that the private foundations are more attractive clients for this reason.

Collaborative relationships between clients and suppliers imply a degree of deliberate 'co-production' of evaluations. Some suppliers indicated that they had been involved in collaborative evaluations with non-government clients which involved working together throughout the evaluation process, including joint definition of the scope of the evaluation.

4. Root-cause analysis

A root cause analysis workshop was held on 31 October, with participants from the government on the demand-side and from evaluation companies on the supply-side.

4.1 Methodology

Root cause analysis is used for identifying the root causes of problems. Root causes are fundamental causes of a problem, as opposed to other factors which may affect a problem, but are not

fundamental causes of the problem. There are a variety of theoretical approaches to root cause analysis. The essential common elements of the methodology are:

a) Define the problem
   - The problem should be defined as clearly and unambiguously as possible
   - The existence of the problem should be supported by data

b) Collect data related to the problem
   - Data that supports the proposition that the problem exists
   - Data supporting causal links

c) Identify possible causal factors
   - Identify all possible causal factors – answer the question: Why is the problem occurring?
   - Eliminate unlikely factors (e.g. where causal links are not supported by data)
   - Develop a hierarchy of causal factors, by identifying the causes of the causes (various methodologies may be used for this, such as 5 Whys or cause and effect diagrams)
   - Stop developing the hierarchy when root causes are identified about which something can be done

d) Identify solutions to the root causes.

The problem was divided into two parts, namely:

a) A potential shortage of supply over the next three years

b) A lack of representivity of supply, particularly of black evaluators and black-owned evaluation companies.

The reason for dividing the problem into two parts was that there are both specific and common causes to the two parts of the problem.

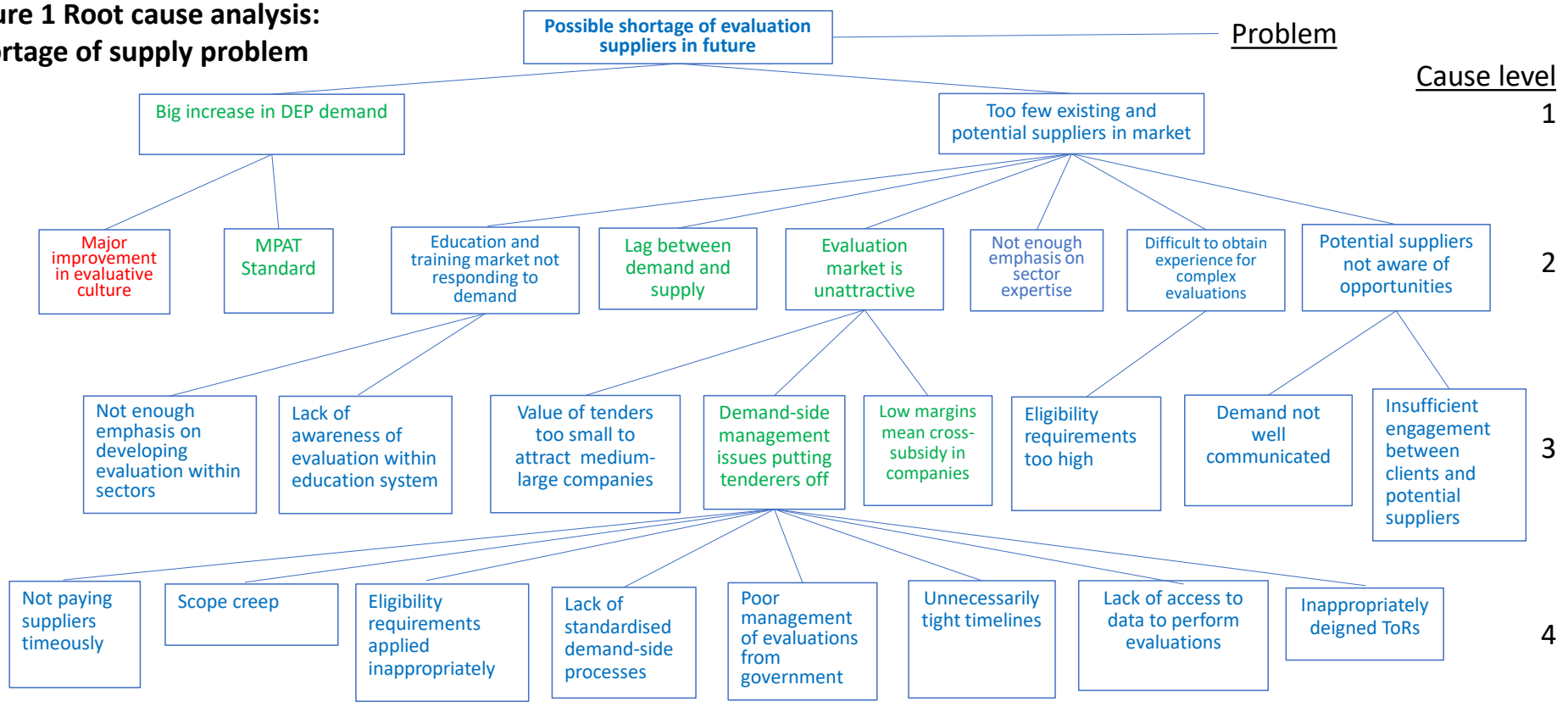
4.2 Causal factors

Problem trees showing the identified causal factors for the two parts for the two parts of the problem are provided in Figures 1 and 2. Causal factors which are common to the two parts of the problem are included in both figures.

The root-cause analysis identified many of the issues coming out of the interviews and online survey. However, the interviews provided useful additional insights regarding the causal factors behind the possible shortage of supply and the lack of representivity of supply.

The results of the of the interviews, online survey and root cause analysis have been combined to inform the conclusions and recommendations for addressing the root causes in the following section.

Figure 1 Root cause analysis: Shortage of supply problem



Note:
Demand-side management issues: over-specification, micro-management, ill-informed management, scope creep, inconsistent eligibility and evaluation criteria, excessive or inconsistent bid requirements, unclear / unrealistic ToRs, unnecessarily tight deadlines, data access problems (sources: World Bank study 2014, initial interviews with suppliers)

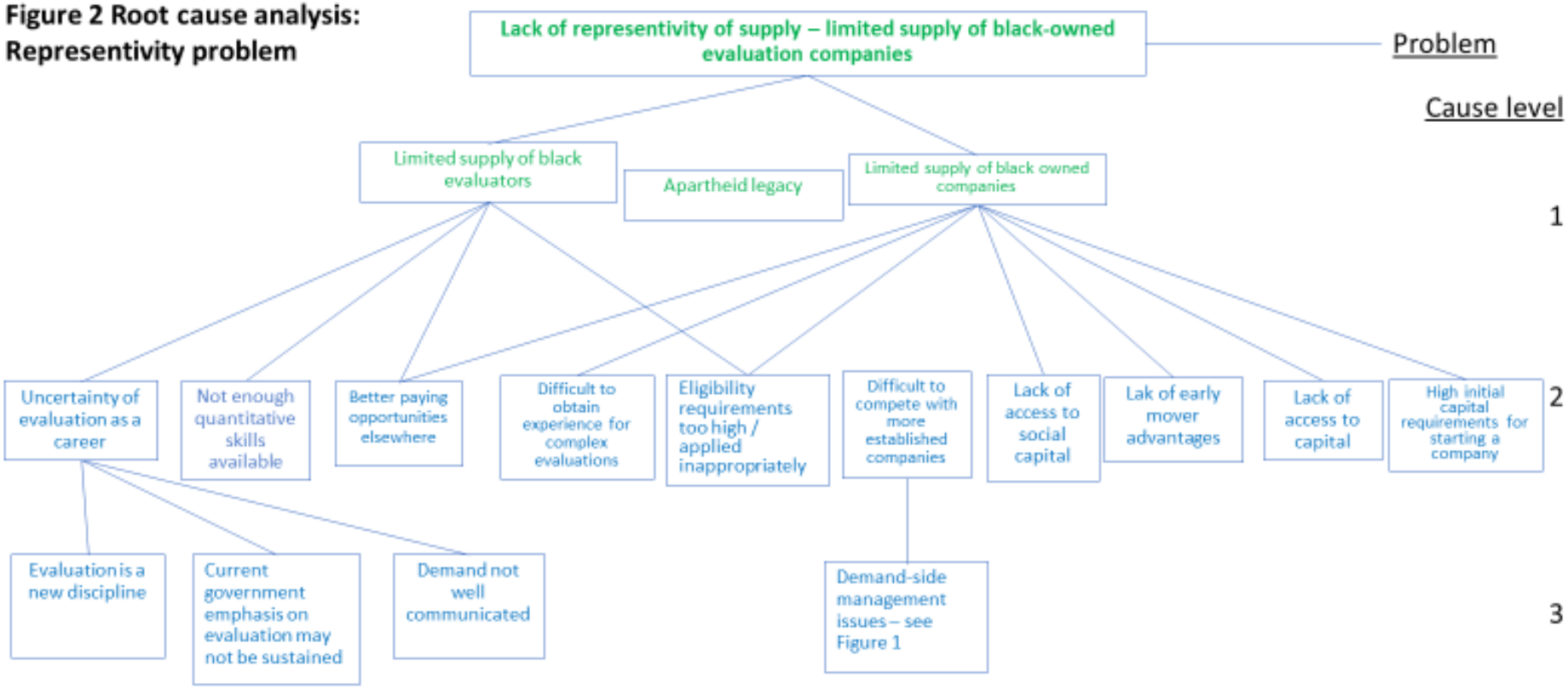
KEY:

Green = evidence for this

Blue = possible, need more evidence

Red = no evidence, unlikely

Figure 2 Root cause analysis: Representivity problem



5. Conclusions

5.1 Answering the research questions

As mentioned in the introduction, the methodological limitations of the research have meant that it has not been possible to answer some of the quantitative questions in the terms of reference. In addition, as will be indicated further below, the process of carrying out the diagnostic raised questions as to whether it is possible to answer some of the quantitative questions at all, regardless of the research methodology.

A more in-depth and larger study could be undertaken to better quantify the supply and demand for evaluation in South Africa. However, such a study might not produce different answers to this diagnostic in terms of answering the question: 'What should be done?', particularly regarding government evaluations.

By and large, the diagnostic does answer the main research question from the terms of reference:

> *What do we know of the capacity and supply of evaluators, and what is required to strengthen this capacity and supply?*

It also at least partially answers the subsidiary questions:

> *How do we better match the supply to demand?*
>
> *To what extent has the current approach to building an evaluation market constrained/enabled that market in each country?*
>
> *What are the current patterns of evaluation implementation using external service providers versus the use of officials/public servants in government?*"

As with many research assignments, some of the answers are probably different to what was expected when the terms of reference were drawn up.

5.2 The quantity of demand

Accurate quantitative measurement of the current and projected demand was difficult, because:

a) There are many organisations commissioning evaluations in the non-government sector. Some carry out evaluations frequently, some less frequently. Some issue open tenders for their evaluations, others do not. There is no existing database of past, current or projected non-government evaluations and it was beyond the scope of this diagnostic to create such a database.

b) In the government sector, planned evaluations are often not carried out for various reasons, including a lack of budget. While DPME has created databases of planned government evaluations, it is not possible to accurately determine how many of these will be implemented.

The conclusions that can be drawn related to the quantity of demand are:

a) Non-government demand for evaluations is strong and increasing, albeit not as quickly as government demand might increase over the next few years

b) Due to a huge recent increase in planned departmental evaluations, government demand might double or triple in the next three years, from approximately 40 per annum currently to

approximately 80 to 120 per annum. This would translate into an increase in the value of government demand from approximately R80 million per annum to between approximately R160 million and R240 million per annum (which is not large in the context of the size of South Africa's economy and the size of the research and management consulting markets).

5.3 The quantity and quality of supply

The process of implementing the diagnostic raised some questions about some of the underlying assumptions in the terms of reference.

Firstly, questions arose regarding the implicit assumption that the presence of quality problems on some evaluations is an indication that supply is constrained. The diagnostic has indicated that problems with the quality of demand are often the root cause of problems with the quality of supply.

Secondly, it became clear that measuring the size of the current country supply of evaluation consultants is like answering the question: 'How long is a piece of string?' The answer is: "It depends….". This is because:

a) There is no clear definition of what an "evaluation consultant" is. There is a debate in South Africa as to whether evaluation specialists, or sector specialists with some evaluation training, or both are required to carry out evaluations. Some evaluation consultants are self-taught in evaluation. The size of the potential supply market will vary depending on how "evaluation consultant" is defined.

b) Many consultants who carry out evaluations also do other research and consulting work. Some do evaluations frequently, others only occasionally. Some of those doing evaluations occasionally might do more evaluations under certain circumstances, others might not.

c) Many suppliers do not employ permanent evaluation staff – rather, they form evaluation-specific associations with individuals with the required qualifications, expertise and experience. There is therefore a pool of people, some evaluation specialists, some sector specialists, who can be drawn on by evaluation consultancies. Many of these people work for a range of different evaluation consultancies. Many of them also have other non-evaluation work. The size of this pool depends partly on the eligibility requirements for the evaluations.

d) The quantity of potential supply also depends on the sector in which the evaluation is carried out. Some sectors have more researchers and specialist consultants than others, and evaluation is more established in some sectors than others.

e) Some suppliers or potential suppliers can choose whether to do evaluations for certain clients or not, as they have other options for earning an income. Their availability to carry out evaluations often depends on factors such as who the client is, the track-record of the client in terms of the way in which it manages evaluations, the quality of the terms of reference and whether the budget is realistic.

It was thus not possible to quantitatively measure the size of the current country supply. Nevertheless, the following more qualitative conclusions can be drawn regarding the quality and quantity of supply in South Africa:

a) To date, supply has generally been adequate to meet demand. There are few cases of having to cancel requests for proposals due to a lack of response. There are also exceptions for highly specialised evaluations.

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b) A lag between supply and an increase in demand should be expected, due to the time required for capacity building

c) Increasingly, government clients might experience an apparent lack of supply which is due to suppliers choosing not to work for them, rather than being due to a real shortage of supply

d) Many of the root causes of quality problems in the supply of evaluations are related to problems in the quality of demand (weaknesses in the way in which evaluations are procured and managed by government clients).

5.4 The quality of demand

The most important conclusion from this diagnostic is that if DPME wants to act to reduce the risk of a shortage of supply in future, it should focus primarily on improving the quality of government demand. The notion that the quantity and quality of supply is primarily dependent on the quality of demand is a fundamental principle of strategic sourcing, one of the main areas of supply chain management theory.

There is a need for government to accept that, following its decision to have evaluations done independently, the management of evaluations has become primarily an issue of supply chain management – i.e. procurement and contract management.

Some of the problems with the current government approach to evaluation procurement include:

a) Having a separate tender for each evaluation. This is not efficient or effective for various reasons, including:

- The cost of tendering for suppliers and the cost of administering the award of each tender is very high compared to the value of the tender (in many cases it is probably more than the value of the tender)
- The size of each tender may too small to attract some of the potential suppliers
- It prohibits the development of longer-term relationships between clients and suppliers
- It limits the development of evaluation expertise in specific sectors
- It makes planning and the development of internal capacity difficult for suppliers, as continuity of work is uncertain
- Eligibility requirements and the evaluation methodology differs for each tender, making it difficult for suppliers to know how to build the required capacity
- It makes supplier development difficult, due to the lack of continuity.

b) The tenders are adjudicated based on overall price and preference, but the budget for evaluations is usually given, so the bidders are not really competing on overall price, rather they are competing on their rates for resources with various qualification and experience levels

c) The procurement process is very slow for each individual evaluation, making it difficult for suppliers to retain the teams they put together for the bid

d) The variation in eligibility / functionality requirements for each individual tender makes supply difficult and makes it difficult to be consistent in the evaluation of bids.

It is very likely that many departments will struggle to procure and manage the evaluations in the DEPs well on their own, and there is a real risk that the resultant poor evaluations will discredit the national evaluation system.

The old culture of supply chain management in government is one in which line function managers (including evaluation managers) leave procurement and contract management to the administrators in

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the supply chain section. Supply chain management and procurement are viewed as a 'black-box' administrative function, with opaque rules and regulations which are best left to the supply chain administrators.

If the quality of government demand is to improve in South Africa, this will have to change. Senior evaluation managers in DPME will need to take ownership of the supply chain management of evaluations, provide leadership in this regard, and develop more strategic approaches to evaluation supply chain management.

The current weaknesses in government evaluation supply chain management are largely due to poor application of the existing regulatory frameworks rather than being due to inherent limitations of the regulatory frameworks. As will be indicated in the recommendations below, it is legally possible to develop a more strategic, efficient and effective approach to the supply chain management of government evaluations within the current regulatory frameworks.

By its nature, evaluation should be a collaboration between the client and supplier. However, it is apparent that government's current evaluation procurement and contract management processes coupled with some negative attitudes towards suppliers are resulting in a largely non-collaborative, often adversarial relationship between government clients and evaluation suppliers.

Other weaknesses in government procurement and contract management of evaluations which were identified in this report include:

- unclear or unrealistic terms of reference (this problem is also identified in the report of the evaluation of the National Evaluation System (Genesis, 2017: 107): "respondents still mentioned that TORs are not as strong as they should be, and often problems arise when an evaluation is underway and it is clear that there needs to be a scope change")
- excessive over-specification
- under-estimation of scope by the client
- poor communication of client expectations
- micro-management by the client
- ill-informed management by the client
- scope creep and changing goal-posts during an evaluation
- difficulty getting access to data from government
- unnecessarily short time-frames for the evaluation
- long delays in getting approvals for evaluation deliverables and subsequent delays in payment
- no feedback on reasons for not being successful in tenders
- inability of the client to manage stakeholders
- adversarial, autocratic and prescriptive management style from some government clients.

5.5 Improving the representivity of supply

Most of the students doing post-graduate evaluation qualifications now are black, so the representivity of evaluators is likely to improve over time. Emerging black consulting firms which do evaluations are subjected to the same demand-side weaknesses as more established firms, but the emerging firms are more negatively impacted by these weaknesses than the established firms. For example,

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emerging firms are more negatively impacted by delays in payment or by long delays between the time of bidding and the time of award. The most important action that government can take to improve accessibility to emerging evaluation firms is therefore to improve its demand side management, in addition to putting in place other support measures such as access to mentoring, access to finance, peer advice and match-making mechanisms with larger suppliers.

5.6 Training

The lack of consensus as to the qualifications which should be possessed by a competent evaluator makes it difficult to draw conclusions regarding the training of evaluators.

While there has been an increase in the numbers of public and private tertiary education institutions offering courses or modules in M&E, there are few post-graduate courses in evaluation, and these are over-subscribed. The financial difficulties facing the public higher education system in South Africa make it difficult for enrolments in this area to be increased. There could be potential for DPME to try to facilitate a resolution to this problem, working with the Department of Higher Education and Training.

There is clearly a need for increased training of government officials involved in the commissioning, procurement and management of evaluations. Such training should be specifically aimed at addressing the demand-side weaknesses identified in this diagnostic report, as well as in the World Bank's 2014 diagnostic report.

6. Recommendations

6.1 DPME should put in place and implement a plan to address the demand-side shortcomings identified in this diagnostic report. This should include:

- 6.1.1 Working with the Chief Procurement Officer in National Treasury to develop a whole-of-government procurement strategy for evaluations.
- 6.1.2 Standardising the experience and qualification requirements in RFQs and tenders and the method of evaluating them, and circulating the standard processes to all other departments as a guide or recommended standard.
- 6.1.3 Standardising as many other parts of the evaluation process as possible.
- 6.1.4 Possibly introducing evaluability assessments as a standard part of the evaluation process, to reduce the risk of evaluation failures and the risk of major scope changes after suppliers have been appointed.
- 6.1.5 Training government evaluation managers to address the specific demand-side weaknesses identified in this diagnostic[2].

6.2 DPME should develop a model or strategy for evaluation capacity development, in the full sense of the term, including individual technical skills, institutional or organisational capacities and creating an enabling environment for evaluation.

6.3 Professionalisation should not be pursued now.

[2] A similar recommendation is made in the report on the evaluation of the national evaluation system (Genesis, 2017:14): "while DPME has made progress in terms of capacity development, this area, as noted in the interviews conducted, remains a priority area of development in the NES".

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6.4 More researchers in universities should be encouraged to do evaluations, to reduce the risk of supply not being able to meet demand.

6.5 DPME should identify a category of evaluations for internal implementation by departments, and encourage departments to carry out such evaluations internally[3].

6.6 DPME should attempt to attract more established private sector management consulting companies to participate in the evaluation market, to reduce the risk of supply not being able to meet demand.

6.7 DPME should put in place procurement and contracting mechanisms to require the larger suppliers to subcontract emerging suppliers and to develop their capacity over a series of evaluations.

6.8 There should be a thorough assessment of the skills gaps (as opposed to generalisations about a lack of capacity), the results of which should be fed into the training sector.

6.9 DPME should not vigorously motivate departments to implement their departmental evaluation plans if the departments do not have the capacity to procure and manage the evaluations well.

6.10 The South African Monitoring and Evaluation Association (SAMEA) should be asked to arrange 'match-making' sessions or mechanisms between established and emerging evaluation companies.

These recommendations are clarified further below.

The development of the procurement strategy could become a further piece or work for Twende Mbele in a second phase of work on the supply and demand of evaluators. The procurement strategy should be informed by a demand market analysis, supply market analysis, client organisational analysis, and primary and secondary procurement objectives, including greater involvement and development of black-owned evaluation consultancies. Much of the information required for developing the procurement strategy is contained in this diagnostic report. The strategy should identify the most efficient and effective choices amongst the many options available for tendering procedures, packaging of the work, pricing methods, contracting methods and bid evaluation methods. One of the options to consider is three-year framework contracts, as used by some of the donor agencies. Such contracts could include compulsory subcontracting and supplier development requirements. This could enable continuous development of emerging suppliers over a sequence of evaluations over time. DPME's senior management should prioritise allocating time to the development and management of these contracts to ensure that the quality of demand-side management of evaluations improves.

To increase opportunities for new companies to enter the market, experience and qualification requirements should relate to individuals working for companies, rather than the companies themselves.

The World Bank diagnostic identifies the evaluation preparation phase, the procurement process, quality control during evaluations and the role of the government evaluation manager during the evaluation as areas for improvement and potential standardisation.

For supply to meet the possible doubling or tripling of government demand for evaluations over the next three years, it would not be appropriate to pursue professionalisation now, as this could reduce the available quantity of supply that meets the professional requirements. However, there is a need to reach consensus on the minimum competency requirements required for evaluators (this might need to be differentiated between different levels of evaluators and even different types of evaluation). Without defined minimum competency requirements, it is not possible to define skills gaps and to work with the education and training sector to address the skills gaps.

South Africa is relatively well-resourced in terms of research capacity in its universities, and one of the approaches to increasing the supply base should be to encourage more researchers in universities to do evaluations. Provinces could be encouraged to develop relationships with their local universities and other

[3] This recommendation is also made in the report of the evaluation of the National Evaluation System (Genesis: 2017: 127).

institutions with research capacity to mobilise researchers to tender for evaluations. However, it should be borne in mind that many academic researchers may not be interested in getting involved in evaluations because they are not at the boundaries of knowledge. DPME should facilitate that short courses on evaluation are put in place for university researchers.

The advantages of carrying out internal evaluations is that it would reduce the risk of supply not being able to meet demand, as well as developing an evaluative culture within government and to improving evaluation management skills. The possibility of using experienced external advisors to assist with internal evaluations could be explored.

Only two of the 'big four' audit and management consultancy companies in South Africa is currently on the DPME panel or tendering for DPME evaluations (KPMG and Deloitte, the other two being PWC and Ernst and Young). Larger firms may not be participating because it is not worth their while to tender for a single R1 million or R2 million evaluation. One of the ways of attracting larger firms into the market would be to go to the market with packages of evaluations (e.g. 3 or 5 evaluations in a package). DPME could work with the Offices of the Premier and/or national sector departments to facilitate the packaging of DEP evaluations. Requirements for sub-contracting to smaller suppliers and/or supplier development should be built into the tender and contract documents for the packages of evaluations. In addition to creating opportunities for sustainable supplier development, another potential advantage of packaging evaluations is that it reduces the tendering workload for government and the bidding workload for suppliers.

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Appendix One: Online survey

Links to the online survey:

a. Organisations which implement evaluations for clients - **https://www.surveymonkey.com/r/8DT7N5W**

b. Individual evaluators who implement evaluations for clients - **https://www.surveymonkey.com/r/KY578SR**

c. Client organisations which commission evaluations - **https://www.surveymonkey.com/r/KCMCGLF**

d. Organisations which could potentially implement evaluations for clients, but which are not yet doing so - **https://www.surveymonkey.com/r/82DM5BV**

Appendix Two: Documents covered in the literature review

Documents were provided by Twende Mbele, supplied by DPME, or obtained by internet search. The most useful documents which were used for the literature review are:

Canadian Evaluation Society, 2014. Professionalizing Evaluation: A Global Perspective on Evaluator Competencies

DFID and CLEAR, 2014. Demand for and Supply of Evaluations in Selected Sub-Sahara African Countries

DPME 2014 and 2017. Terms of Reference for the Panel of Professional Service Providers

DPME, 2011. National Evaluation Policy Framework

DPME, 2013. Presentation on reflections on the capacity development process supporting the South African National Evaluation System

DPME, 2014. Evaluation Competency Framework for Government

DPME, 2014. Standards for Evaluation in Government

DPME, 2014. Taking evaluation forward in South Africa, presentation

DPME, 2015. Departmental Evaluation Plan 2016/17 – 2019/20

DPME, 2016. DPME draft Evaluation Competencies: Presentation to the joint SAMEA/DPME Evaluation Competencies Seminar

DPME, undated. Job descriptions for evaluation posts

DPME, undated. Management Performance Assessment Tool (MPAT): Evaluation Standard

DPME, various, set of 11 Terms of References for evaluations

DPME, various. National Evaluation Plans 2012/13 to 2017/18 – 2019/20

Genesis, 2017. Evaluation of the National Evaluation System. Evaluation Report (final)

Goldman, I. Mathe, J.E. Jacob, C. Hercules, A. Amisi, M. Buthelezi, T. Narsee, H. Ntakumba, S. Sadan, M. 2015. Developing South Africa's national evaluation policy and system: First lessons learned. African Evaluation Journal

Goldman, I. Jacob, C. Maphalla, C. Moodley, N. Leslie, M. Kola, N. 2013. Quality assessment of government evaluations in South Africa – some initial findings, presentation to SAMEA

OECD, 2010. DAC Network on Development Evaluation, Towards a Strategic Approach for Evaluation Capacity Development

Podems D. undated. What Makes a Competent Evaluator: What Makes an Evaluator Competent? Presentation to SAMEA conference

Provincial Evaluation Plans, various. Provincial evaluation plans for Gauteng, Eastern Cape, KZN, Mpumalanga, Western Cape and Free State

SAMEA and DPME, 2015 Concept Note: A Roadmap for a programme to strengthen evaluation in South Africa

SAMEA presentations on professionalisation

SAMEA, 2014. Draft Terms of Reference for a Feasibility Study on Professionalisation of Evaluation in South Africa

SAMEA, 2015. Monitoring & Evaluation Accredited Course Offerings in South Africa 2015 version

SAMEA, undated Monitoring & Evaluation Accredited Course Offerings in South Africa

UNDP, 2013. Solutions related to challenges of independence, credibility and use of evaluation: proceedings from the third international conference on national evaluation capacities

Western Cape Department of Agriculture, undated. Implementation of the Departmental Evaluation Plan

World Bank (IEG), 2014. The Changing Landscape of Development Evaluation Training: A Rapid Review

World Bank (IEG), 2016. Evaluation 2030 What Does the Future Look Like?

World Bank, 2014. South Africa: Evaluation Supply-Side Diagnostic: Analysis of Service-Providers (presentation to DPME)

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