

SCM /Tender Ref #:	DWYPD 01 – 2023/24
--------------------	--------------------

Request for proposals for:	<b>Procurement of a service provider to undertake a Rapid Impact Evaluation on government's policy on preferential public procurement towards women, youth and persons with disabilities owned businesses.</b>
----------------------------	--

## 1. INTRODUCTION/BACKGROUND

Since 1994, the South African government has been playing an interventionist role in the economy for Women, Youth and Persons with Disabilities (WYPD) to reduce the socio-economic imbalances caused by the apartheid system. The focus of the role has been twofold: to provide economic opportunities to historically marginalised and disadvantaged groups whilst fostering economic growth (Kajimo-Shakantu, 2007, p. ii). In this vein, preferential public procurement has been used as a powerful tool for promoting economic transformation, job creation, and social development to foster economic empowerment for WYPD. It involves the deliberate and strategic use of procurement policies and procedures to ensure that public procurement spend is directed towards empowering disadvantaged individuals or groups, such as small and medium-sized enterprises (SMMEs), women, youth, people with disabilities and historically disadvantaged communities. The aim of preferential public procurement is to create a more equitable and inclusive economy, by promoting the growth and competitiveness of these groups, while also achieving value for money for the public sector.

The Department of Women, Youth and Persons with Disabilities (DWYPD) is mandated to regulate the socio-economic transformation and implementation of the empowerment and participation of women, youth and persons with disabilities; this includes, amongst others, tracking the implementation of the Presidential pronouncement to increase access to public procurement for women owned businesses and women from designated groups to a minimum of 40% percent. Through the coordination and facilitation of the DWYPD, South Africa has made strides in advancing women empowerment, gender equality, youth development and persons with disabilities' rights, in broadening access and participation in the economy and decision-making. This is attested to by the various mainstreaming initiatives that the government is implementing across all spheres of government.

In 2021, DWYPD undertook a Rapid Evaluation on the implementation of government's policy on preferential public procurement towards women, youth and persons with disabilities owned businesses. The evaluation highlighted several recommendations which were adopted and approved by Cabinet in November 2022. The Rapid Evaluation on government's policy on preferential public procurement towards women, youth and persons with disabilities owned businesses received low response rate (i.e. not all departments responded to the evaluation questionnaire) which made it difficult to generalise the findings, however the data was sufficient enough to guide Cabinet on areas that need strengthening to ensure full implementation of preferential public procurement. The evaluation recommendations included preferential procurement planning to ensure procurements targets towards WYPD, enhancement of the Central Supplier Database (CSD) software, training of accounting officers and Supply Chain

Management and conducting a full-scale evaluation with a larger scope on government's policy on preferential public procurement towards women, youth and persons with disabilities owned businesses.

Furthermore, the Rapid Evaluation on government's policy on preferential public procurement towards women, youth and persons with disabilities owned businesses was conducted during the court case of one of the pieces of legislation which warrant the implementation of preferential public procurement; the Preferential Procurement Policy Framework Act (PPPFA) 5 of 2000. The verdict of the court case was that government departments should develop their own departmental preferential procurement strategies and set targets for marginalised and vulnerable groups, which include WYPD. Over and above this, the National Treasury (NT) has drafted the Gender Responsive Budgeting (GRB) guidelines which include the issue of preferential public procurement.

In the current financial year (2023/24) the DWYPD is planning to conduct a Rapid Impact Evaluation on the preferential public procurement policy. This Rapid Impact Evaluation on government's policy on preferential public procurement towards women, youth and persons with disabilities owned businesses seeks to supplement the Rapid Evaluation on government's policy on preferential public procurement towards women, youth and persons with disabilities owned businesses through gathering data on a large scale and interviewing various stakeholders thus obtaining a comprehensive assessment and status on the implementation of government policies on preferential public procurement towards WYPD.

## 2. PROBLEM STATEMENT

Preferential procurement policies and regulations have been in operation in South African government since the year 2000. However, an evaluation or study to determine the impact of the preferential procurement policies and regulations on Women, Youth and Persons with Disabilities owned business has not been conducted as most studies focused more on the implementation of the policies and regulations.

The South African government spends close to R1.5 trillion a year procuring goods, services, and construction (Prof Williams-Elegbe, 2021), and therefore the need for determining the impact of the procurement spent on women, youth and persons with disabilities owned businesses is paramount to afford an opportunity for learning and improving and most importantly to determine if the procurement policies and regulations are achieving the intended objectives on women, youth and persons with disabilities owned businesses.

Data from Statistics South Africa (StatsSA) shows that the population comprises of more than 50% women, 34% youth and 7,5% persons with disabilities. The Medium-Term Strategic Framework (MTSF 2019 – 2024) states that if the lives of these groups can be strong then South Africa will be an empowered and strong nation with sustainable economic growth and development. Although WYPD-owned businesses aspire to enter markets, these businesses face several challenges.

The Rapid Evaluation on the Preferential Procurement, which was conducted in 2021/22 financial year found that only 11% of women owned businesses were awarded contracts in the public procurement, youth owned businesses was standing at 4, 8% and 0, 2% for persons with disabilities owned businesses. These numbers are far below the MTSF targets on the economic empowerment as well as 40% pronouncement made by the President of the Republic of South Africa.

Therefore, the proposed rapid impact evaluation on government's policy on preferential public procurement towards women, youth and persons with disabilities owned businesses will focus on assessing the impact of the preferential procurement policy on women, youth and persons with disabilities owned businesses and further to understand what works, what does not work and factors behind the performance to contribute to improved design, provide quick feedback on the impact and strengthen the results going forward.

A rapid impact evaluation provides a structured way to gather expert assessments of a program's impact. A rapid impact evaluation engages a number of experts to provide a balanced perspective on the impacts of a program and ultimately increase acceptance and adoption of the rapid impact evaluation's findings. Each expert assesses program outcomes relative to a counterfactual, which is an alternative program design or situation, in order to assess the program's impact relative to alternatives.

Key benefits of a rapid impact evaluation include:

- Relatively quick and low-cost relative to other methods of evaluation and does not require existing performance data, giving the rapid impact evaluation flexibility to be used during and after the program's design.
- Provides a clear and quantified summary of expert assessments of a program's impact relative to an alternative, which can help inform executives, managers, and program analysts.
- Prioritizes the engagement of external perspectives, which can bring valuable viewpoints not always considered in evaluations of federal programs and increases the legitimacy and accuracy of an evaluation.
- Allows different versions of a program to be compared using the counterfactual.
- Supports the use of the evaluation by engaging widely during its conduct.

### **3. FOCUS OF THE EVALUATION**

#### **3.1 PURPOSE OF THE EVALUATION**

The purpose of this rapid impact evaluation on government's policy on preferential public procurement towards women, youth and persons with disabilities owned businesses is to assess the impact of government's policy on preferential public procurement towards women, youth and persons with disabilities owned businesses in achieving the intended outcomes, identify successes and best practices as well as identify areas for improvement and challenges, and recommendations to improve impact.

### 3.2 THE OBJECTIVES OF THIS EVALUATION

The objectives of the evaluation are to:

- Assess the impact of the preferential procurement policies and regulations on WYPD owned businesses.
- Assess the contributing factors limiting/ enabling the impacts of the preferential procurement policies and regulations on WYPD owned businesses.
- Assess the socio and economic impact of the preferential procurement policies and regulations on the beneficiaries, i.e., Women, Youth and Persons with Disabilities owning businesses.

### 3.3 KEY EVALUATION QUESTIONS

The approach adopted in this rapid impact evaluation is to respond to a set of key evaluation questions as they fundamentally relate to the intervention being evaluated (Owen & Rogers, 1999).

1. Are the preferential procurement policies and regulations having a positive or negative result and impact on WYPD owned businesses?
2. What are the challenges related to the preferential procurement policies and regulations on WYPD owned businesses?
3. What are the contributing factors limiting/ enabling the impacts of the preferential procurement policies and regulations on WYPD owned businesses?
4. Does procurement spend justify the outcomes and impact?
5. To what extent has the preferential public policy towards WYPD achieved its intended goals of increasing government procurement opportunities?
6. To what extent has the policies contributed to improving access economic opportunities, skills development and inclusion for WYPD-owned businesses?

### 3.4 INTENDED USERS AND STAKEHOLDERS

Once the rapid impact evaluation on government's policy on preferential public procurement towards women, youth and persons with disabilities owned businesses is approved by DWYPD, the evaluation report will be circulated to the following stakeholders who are also the intended users including:

- DWYPD Management Committee meeting.
- To all national government departments, including the Heads of Departments, as well as the Departmental Heads of Strategic and Planning Coordination, Chief Financial Officers, officials within Supply Chain Management, Gender Focal Points and programme managers.
- To provincial Offices of the Premier (OTPs), including Provincial Heads of Strategic and Planning Coordination, Chief Financial Officers, officials within Supply Chain Management, Offices on the Status of Women (or equivalent) and Heads of Provincial Treasuries.
- National and Provincial Treasury.
- Beneficiaries, i.e.: Women, Youth and Persons with Disabilities owning businesses.

It is further intended that the report be tabled and presented at the following structures:

- The High-Level Steering Committee (HLSC) on gender-responsive policy, planning, budgeting, research, monitoring, evaluation and gender auditing.
- The Provincial Workshop on gender, youth and persons with disabilities-responsive planning, budgeting, research, monitoring, evaluation and gender auditing.
- Various relevant platforms with the main aim of sharing the findings and recommendations.
- The Government Cluster Systems and Forum of South African Directors-General (FOSAD).
- The Cabinet system.

#### **4. SCOPE OF THE EVALUATION**

The evaluation will cover the preferential public procurement policies implemented by the government to promote the participation of women, youth, and persons with disabilities in procurement opportunities. The evaluation will include an analysis of the policies' objectives, implementation, monitoring, and impact.

The scope of the Rapid Impact Evaluation on government's policy on preferential public procurement towards women, youth and persons with disabilities owned businesses will cover the following:

- Sampled national government departments (sampling to include 50% of national government departments which should comprise of National Treasury and Department of Small Business Development)
- Sampled provincial government departments including National and Provincial Treasury as well as Offices of the Premier (sampling should include 50% provincial departments in rural provinces and 50% in urban provinces)
- Sampled Local, District and Metropolitan municipalities (sampling to include rural and urban municipalities and should include 50% of municipalities).
- Beneficiaries, i.e.: women, youth and persons with disabilities owning businesses.

#### **5. EVALUATION DESIGN**

The approach for undertaking of the evaluation draws from the National Evaluation Policy Framework (NEPF) (DPME, 2020, p15), which defines evaluation as "The systematic collection and objective analysis of evidence on public policies, programmes, projects, functions and organisation to assess issues such as relevance, performance (effectiveness and efficiency), value for money, impact and sustainability, and recommend ways forward.

#### **6. METHODOLOGY/APPROACHED**

The Rapid Impact Evaluation on government's policy on preferential public procurement towards women, youth and persons with disabilities owned businesses will make use of a mixed-method approach (quantitative and qualitative) and data will be drawn from both primary and secondary data sources.

This will include but not be limited to:

- Literature review including relevant literature on preferential public procurement policies; the literature review will aim to identify existing theories and conceptual frameworks, defining the successes of preferential procurement in South Africa, as well as causal mechanisms;
- Documentary analysis, including government planning and budgeting instruments and other evidence related to preferential public procurement.
- Theory of Change; this will be utilised to surface implicit theories of change and development of a refined Theory of Change;
- Key Informant Interviews will be conducted with the relevant stakeholders, such as National and Provincial Treasury;
- Self-administered questionnaire - to be completed by respondents without the presence of the interviewer;
- Focus group – will consist of interviews conducted with more than one person simultaneously, generally from a group of people from the same organisation.
- Analysis of existing monitoring and performance data; and
- Case studies and benchmarking.

## 7. GUIDING PRINCIPLES

The Rapid Impact Evaluation on government's policy on preferential public procurement towards women, youth and persons with disabilities owned businesses will be guided by core values and principles. As stated above, the evaluation aims to address key development priorities of government and its citizens and thus guided by the National Evaluation Policy Framework (2019). The principles that will guide this evaluation includes, as outlined in the National Evaluation Policy Framework:

- Evaluation should be developmental-oriented and should address key development priorities of government and of citizens.
- Evaluation should be undertaken ethically and with integrity.
- Evaluation should be utilisation oriented.
- Evaluation methods should be sound.
- Evaluation should advance government's transparency and accountability.
- Evaluation must be undertaken in a way which is inclusive and participatory.
- Evaluation must promote learning.

## 8. POLICY AND LEGAL PRESCRIPTS

This Rapid Impact Evaluation on government's policy on preferential public procurement towards women, youth and persons with disabilities owned businesses is guided by policies and frameworks prescribed by the South African Government which underpin women empowerment and gender equality including the following:

- Constitution of the Republic of South Africa, 1996 (Act No 108 of 1996)

- National Evaluation Policy Framework (NEPF).
- Government-Wide Monitoring and Evaluation System (GWM&ES).
- Gender Responsive Evaluation Guidelines (2020).
- Gender Responsive Planning, Budgeting, Monitoring and Evaluation and Auditing Framework (GRPBMEAF) 2019.
- Broad-Based Black Economic Empowerment (B-BBEE).
- South Africa's Preferential Procurement Regulations.

## 9. EVALUATION PLAN

### 9.1 DELIVERABLES EXPECTED FROM THE EVALUATION

The following deliverables are expected:

- Inception report that outlines the detailed methodology, work plan, content structure and data collection tools.
- Detailed Literature Review; documentary review; international benchmarking.
- Detailed Theory of Change in diagrammatic and narrative form.
- Draft evaluation report (full plus 1/5/25), an executive summary report and PowerPoint presentation.
- Workshop with stakeholders to discuss the draft report.
- Final evaluation report (full plus 1/5/25) and PowerPoint presentation.
- Final report to include revised Theory of Change and log frame.
- Provision of all datasets, metadata and survey documentation, including interviews.
- Validation workshop.

### 9.2 EVALUATION PROJECT MILESTONES

The Rapid Impact Evaluation on government's policy on preferential public procurement towards women, youth and persons with disabilities owned businesses is expected to be undertaken in the 2023/24 financial year.

The timeline for the evaluation is as follows:

Description of milestone	% of payment
<b>1. Approval of the Terms of Reference by accounting officer</b>	-
Submission approved by the Director General	
<b>2. Appointment of Service Provider</b>	-
Approved submission for appoint the service provider	
SCM processes for appointing the service provider	
Appointment of the service provider	
<b>3. Inception Report</b>	10%
Initial documentary review and preparation	
Draft inception report	
Present Draft inception report to ESC	
Final inception report	

Description of milestone	% of payment
<b>4. Data Collection</b>	15%
Development of data collection tools (Develop data collection instruments and analysis plan).	
Approval of data collection tools.	
Secondary data collection and analysis (Conduct a literature review; documentary review).	
Primary data collection	
<b>5. Data Analysis</b>	15%
Aggregate data collected.	
<b>6. Theory of Change</b>	20%
Develop Theory of Change for the evaluation	
<b>7. Reporting</b>	20%
Draft evaluation report (full plus 1/5/25) and PowerPoint presentation).	
Circulate draft evaluation report internally for inputs and comments.	
Comment from internal team	
Draft evaluation report produced and submitted to the DDG	
<b>8. Final Report</b>	20%
Management response.	
Final Evaluation Report.	
Approved Evaluation Report produced.	

## 10. ETHICAL CONSIDERATION

The following ethical considerations will be considered during the impact evaluation:

- Confidentiality - Processes ensure the responsible use of personal and sensitive information and anonymity is honoured.
- Respect - Dignity and self-esteem is built amongst stakeholders and affected people and there is sensitive implementation of M&E processes.
- Representation of competence - Those engaged in monitoring and evaluation fairly represent their competence and the limitations of their reports.
- Fair reporting competence - Reporting provides a fair and balanced account of the findings.

## 11. MANAGEMENT ARRANGEMENTS

### 11.1 STEERING COMMITTEE

An Evaluation Steering Committee (ESC) has been established to oversee the evaluation process and to provide technical support and advice to the rapid evaluation undertaken in 2021/22 financial year. The same established evaluation steering committee will be utilised to provide technical support and advice for this evaluation. The ESC includes key stakeholders from the Department of Planning, Monitoring and Evaluation (DPME), DWYPD, Department of Social Development (DSD), National Treasury (NT), Department of Public Service and Administration (DPSA), Gauteng Office of the Premier (GOTP), Commission for Gender Equality (CGE), Statistics South Africa (StatsSA), Department of Tourism (DoT) and Department of Telecommunications and Postal Services



(DTPS). The ESC will be chaired by the Acting Deputy Director General: Monitoring, Evaluation, Research and Coordination, DWYPD.

## 11.2 EVALUATION TEAM

The Rapid Impact Evaluation on government's policy on preferential public procurement towards women, youth and persons with disabilities owned businesses will be undertaken by an external service provider. Therefore, the M&E unit will be responsible for coordinating the evaluation, overseeing the data collection and analysis, and preparing the final report for approval. The roles will be performed as follows:

- Chief Director: Monitoring and Evaluation – Provide strategic and conceptual leadership and provide technical advice.
- Director: Evaluations – Project leader and coordinator.
- Deputy Director: Evaluations – Assist in coordinating the evaluation and perform ESC secretariat functions.

The service provider will endeavor to ensure the incorporation of various affected stakeholders during the evaluation planning stage all the way to dissemination. Amongst other, the service provider will perform the following duties:

- Lead and manage the evaluation process.
- Ensure incorporation of various stakeholders at all stages of the evaluation process.
- Refining the purpose, scope and focus of the evaluation and methodology.
- Provide literature review and construct a theoretical and conceptual framework.
- Conduct the evaluation as per the prescript of the National Government Evaluation Policies Framework and the TOR.
- Develop skills transfer plan, including the DWYPD team to be capacitated throughout the evaluation project.
- Compile quality evaluation inception report, disseminate findings and validate with the relevant stakeholders.
- Present to the steering committee and finalise the evaluation.

## 11.3 RISKS MANAGEMENT

Risk description	Mitigation
<ul style="list-style-type: none"> <li>• Lack of responses from departments/institutions on required data.</li> </ul>	<ul style="list-style-type: none"> <li>• Secure interviews with the required officials well in advance.</li> </ul>
<ul style="list-style-type: none"> <li>• Lack of timely or any response to requests for interviews or further information from relevant departments/ institutions.</li> </ul>	<ul style="list-style-type: none"> <li>• Draft formal introductory letter of support and request for a contact person within the respective department(s) who will coordinate the process of securing interviews and sourcing the required information.</li> </ul>