



**Western Cape
Government**

Agriculture

FOR YOU



Departmental Evaluation Plan 2023/24

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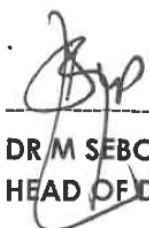
FOREWORD BY THE ACCOUNTING OFFICER

The Western Cape Department of Agriculture (WCDoA) remains committed to supporting this sunrise sector with diversified stakeholders and differentiated service needs. According to the 2017 Census of commercial agriculture, there are 6 937 commercial and 9 844 smallholder farmers in the Western Cape Province. Furthermore, the Western Cape is the largest provincial Agri worker-employer nationally, with 186 997 employees or 24.7% of the national total working in the Agricultural Sector. Given these demographic dynamics, there is no one size fits all solution to their needs. Each segment requires tailor-made interventions to remain sustainable. In addition to these sector requirements, Agricultural products have to be consumed or worn, as such, approximately 60.6 million South Africans have a vested interest in this sector. Operations and the demands are directly related to the number of warm bodies who can either eat food, wear clothing or utilise a particular service. For this reason, the sustainability and success of farming are in the best interest of the whole nation and must be supported efficiently to realise the desired objective.

The decision to use evaluations as the tool to guide decision-making and ensure improvements in the operational processes has proven to be the best option and as such, the Department continues to utilise evaluations to assess and adjust as the budget availability, human capacity (staff) and demands from clients determine the service delivery environment.

It is worth mentioning that by the year 2024, this Department would have completed 40 evaluations and the intention would be to utilise the findings to review the current strategic plan. Furthermore, the intention is to utilise the emerging theory of change to articulate how the much sought-after change will happen in the sector given the current, new interventions, or proposed set of interventions by the 8 Programmes of the Department. The causal analysis will be drawn based on available evidence. The ultimate objective is to ensure that our services remain relevant in addressing challenges and exploiting emerging development opportunities from the international communities cascading down to national, provincial and local communities in the 2025/26 to 2029/2030 Strategic plan.

Five evaluations will be administered by the Department during the 2023/24 financial year. The first will be a diagnostic and design evaluation study to provide a scientific foundation for determining the service needs of the range of farmers in this Province. Secondly, the Department is interested in understanding the market readiness of the beneficiaries of the Market Access Programme as such, the market Access Programme will be scrutinised. The third leg of the evaluations will be done to draw lessons from other land reform models introduced by the private sector to fast-track the land reform programme in South Africa. The fourth evaluation will be done on the Rural safety programme. Last but not the least, the Department will evaluate services rendered by its programmes to support beneficiaries of the land reform projects in the Province. All these interventions are strategic, they are aligned with departmental and provincial priorities and the national outcomes to grow the economy and create jobs very much aligned to the Growth for Jobs strategy of the Western Cape.



DR. M. SEBOPETSA
HEAD OF DEPARTMENT

09 February 2023
DATE

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GLOSSARY

ACDI	African Climate and Development Initiative
AU	African Union
APP	Annual Performance Plan
BPS	Business Planning and Strategy Directorate
CAADP	Comprehensive Africa Agriculture Development Programme
CASP	Comprehensive Agricultural Support Programme
COVID-19	Corona Virus Disease of 2019
CRDP	Comprehensive Rural Development Programme
DEC	Departmental Evaluation Committee
DALRRD	Department of Agriculture Land Reform and Rural Development
DEP	Departmental Evaluation Plan
DPME	Department of Planning, Monitoring and Evaluation
DG	Director General
EPWP	The Expanded Public Works Programme
FSAPP	Framework for Strategic and Annual Performance Plans
GVA	Gross Value Added
HOD	Head of Department for the Western Cape Department of Agriculture
MAP	Market Access Programme
M&E	Monitoring and Evaluation
MTSF	Medium Term Strategic Framework
MIP	Management Improvement Plan
NDP	National Development Plan
NEP	National Evaluation Plan
NEPF	National Evaluation Policy Framework
NES	National Evaluation System
NICD	National Institute for Communicable Diseases of South Africa
NO	National Outcomes
NPC	National Planning Commission
PALS	Partners in Agri Land Solution
SCM	Supply Chain Management
SP	Strategic Plan
VIP	Vision Inspired Priorities
WCDoA	Western Cape Department of Agriculture
WCG	Western Cape Government

EXECUTIVE SUMMARY

The relevance of this Departmental Evaluation Plan (DEP) is trifold. Firstly, it is destined for implementation in the 2023/24 financial year, thus marking the end of the 2019/24 Strategic planning cycle and the introduction of the 2025/26 - 2029/30 Strategic planning process. It will, without doubt, influence the new service delivery agenda of the Department and its stakeholders for the next 5 years. Secondly, it is intended to highlight evaluations in progress and those implemented during the last decade. In total 40 evaluations would have been completed. Thirdly, it is designed to provide the Department with an opportunity to review the theory of change and the effectiveness of services delivered to citizens following the completion of these evaluations and implementation of Management Improvement Plans (MIP).

As a starting point, in 2014, the Department completed a diagnostic and design evaluation study to provide a scientific foundation for determining the service needs of a range of farmers in the province. Ten years have passed since this evaluation was done and arguably the farming environment and the service needs, have changed. The challenge is to determine the magnitude of this change and the required interventions. Irrefutably, farmers are living in a global poly-crisis. This sector is buffeted by the effects of the COVID-19 pandemic, the war in Ukraine, food insecurity, equity/justice issues, economic turbulence, slow response to technological disruptions and climate change. It is prudent to conduct a follow-up evaluation to determine new service needs, validate unresolved challenges, and reprioritise activities for the department for consideration when dispensing services, given the roles and responsibilities conferred to provinces by the Constitution.

Linked to the issues above, the second project will be a performance evaluation of Agricultural Land reform projects supported by the Department and will be done to determine the success of a sample of agricultural land reform projects supported by the department from 1 April 2014 to 31 March 2022. The third project will be an implementation and impact evaluation of Rural Safety interventions. The key focus is on the improvement of safety interventions offered to the agricultural sector and unearthing new service priorities, leading to the achievement of provincial outcomes that include economic growth, employment creation and household food security.

The fourth project will be an evaluation of the Market Access Programme to assess achievements attained since 2013 and to utilise the findings to optimise the design of the programme and to enhance its effectiveness in the new strategic plan. Last but not the least, the land reform programme cannot be the sole responsibility of the government. The private sector has a critical role to play. Evidence on the ground shows that the private sector has models that have proved successful and lessons could be drawn from them. One such project is the Witzenburg Partners in Agri Land Solution (PALS). The PALS model is based on sound business principles, solid legal structures, mentorship and training of emerging black farmers to become successful commercial farmers. The framework addresses critical success factors and is adaptable to different models. It is for this reason, a PALS design, implementation and impact evaluation will be conducted in the 2023/ 24 financial year.

The Department derives its mandate from the Medium-Term Strategic Framework (MTSF) for the period 2020/21 to 2024/25; The South African Economic Reconstruction and Recovery Plan (2020); National Evaluation Policy Framework (NEPF) of 2011; the Western Cape Government's Strategic Plan -Vision Inspired Priorities' (VIPs), National Development Plan (NDP) Chapter 13, and the Department of Planning Monitoring and Evaluation guidelines.

DEPARTMENTAL EVALUATION PLAN: 2023/24

1. INTRODUCTION

1.1. Vision

A united, responsive, and prosperous agricultural sector in balance with nature.

1.2. Mission

Unlocking the full potential of agriculture development to enhance the economic, ecological, and social wealth of all the people of the Western Cape through:

- Encouraging sound stakeholder engagements;
- Promoting the production of affordable, accessible, nutritious and safe, food, fibre and agricultural products;
- Ensuring sustainable management of natural resources;
- Executing cutting edge and relevant research and technology development;
- Developing, retaining, and attracting skills and human capital;
- Providing a competent and professional extension support service;
- Enhancing market access for the entire agricultural sector;
- Contributing towards alleviation of poverty and hunger;
- Ensuring transparent and effective governance.

1.3. Values

- Caring
- Competence
- Accountability
- Integrity
- Responsiveness
- Innovation
- Respect (to be added soon)

1.4. Legislative and other Mandates

These vision and mission statements are derived from Constitutional mandates; largely from Section 104 (1) (b) of the South African Constitution (Act 108 of 1996), which conveys the power to provinces to pass legislation on any functionality listed in schedules 4A (concurrent) and 5A (exclusive provincial). Concurrent functions include agriculture, animal and disease control, disaster management, environment, regional planning, soil conservation, trade, tourism as well as urban and rural development. Exclusive provincial mandates include provincial planning, abattoirs, and veterinary services.

The interventions emanating from this mission statement are embedded and reflected through developmental lenses of the National and Provincial Government policy directives, namely:

- a) The South African Economic Reconstruction and Recovery Plan (2020) that outlines the structural reforms required to expedite the recovery of South Africa's economy following sustained low levels of investment and growth and worsened by the Covid-19 pandemic;
- b) The National Planning Commission (NPC) 2011 recommendations;
- c) The National Development Plan (NDP) Chapter 13: 'Building a capable and developmental state', with the intention to ensure good corporate governance, professional and ethical organisation through a process of rigorous and ongoing evaluation at National and provincial level;
- d) The Medium-Term Strategic Framework (MTSF) for the period 2020/21 to 2024/25: One of the main focus areas of the MTSF is on 'Priority 1: A capable, ethical and developmental state which includes improved governance and accountability as one of the outcomes and the integrated monitoring and evaluation system as a performance indicator;
- e) The Western Cape Government 'Vision Inspired Priorities' (VIP): The current Strategic Plan underscores the need to strengthen good governance in the Province by, *inter alia*, being innovative and creating an enabling economy. Conducting performance monitoring and evaluation of the services rendered to citizens is one of the key innovation processes contributing towards the achievement of this goal. This approach enables each department to enquire whether it is doing the right things, and whether the processes are effective, efficient and providing value for money.

1.5. The Strategic Goals of the Department

Based on this vision as well and taking into account the strategic environment in the various spheres of government, the Provincial Minister for Agriculture identified five areas in which he would like to make a difference during his term in office. These areas can be summarised as:

- a) Structured education, training and research;
- b) Rural safety;
- c) Market access and international opportunities (products, farmers, staff);
- d) Farmer support (smallholder and commercial);
- e) Climate change (Innovation, Technology, and Partnerships).

The Department has the responsibility to incorporate evaluations into its management functions as a way to continuously improve its performance in these areas.

1.6. Department's approach to evaluation

The WCDoA views monitoring as inherently a performance management function, whereby managers routinely quantify (verified by external audit) achievements towards targets using pre-set indicators. The process involves continuous collecting, analysing and reporting of data in a way that supports effective management. It provides regular and real-time feedback on progress in implementation, results achieved and early indicators of challenges that need to be corrected.

Evaluations on the other hand are considered as tools of learning to improve the effectiveness and impact of interventions, by reflecting on what is working and what

is not working whilst revising interventions accordingly. Although evaluating is no less rigorous or important, the determination of value (evaluation) is conceived by the WCDoA as being achieved through an intermittent schedule, aimed at addressing particular questions of current and future programmatic significance. This requires specific and generally non-routine processes, often exceeding the skills and responsibilities of programme managers.

It is for this reason that the range of implementation processes in service of the Departmental Evaluation Plan (DEP) requires both internal and external resources. Internal requirements involve capacity building, assignment and adoption of new responsibilities, development of a management structure, and commitment of funds.

In addition, external skills and support services are required in service of high quality and independent evaluations. The use of external evaluators and external support is also intended to address the need for impartiality and objectivity. This is done without diluting the responsibilities of Programme managers, who are required to take a leading role in developing terms of reference for evaluations, and in managing evaluation processes; although they are not 'evaluators'.

1.7. The National Evaluation System

The Revised National Evaluation Policy Framework (NEPF) of September 2019, provides minimum standards for evaluations across government. It promotes the implementation of quality evaluations, which can be used for learning to improve the effectiveness, efficiency, relevance, and impact of government interventions. It seeks to ensure that credible and objective evidence from evaluations is used in planning, budgeting, organisational improvement, policy review, as well as ongoing programme and project management to improve performance. It provides for the use of various evaluation approaches in addressing complex issues and sets out common language for evaluations in the public service¹.

A National Evaluation Plan summarises the evaluations to be taken forward as national priorities. Provincial departments are required to develop departmental evaluation plans (DEPs). Some departmental evaluation plans may also be proposed for support under provincial or national evaluation plans.

In all cases, departments are expected to apply the guidelines and minimum standards developed as part of the National Evaluation System (NES). The rest of this section summarises some key elements of the NES.

Following these revised guidelines, evaluations can focus on policies, plans, programmes, projects, or systems. The general term for the subject of an evaluation is 'intervention', which can be any of these. There is considerable emphasis in the guidelines on independence and quality, so that evaluations are credible. This is secured through the use of steering committees, external evaluators, peer reviewers, the role of departmental evaluation staff in ensuring quality and propriety, and independent quality assessment on completion (supported by DPME). Evaluations may be conducted externally through contracted service providers (more credible

¹ This information was drawn from the unpublished Draft Revised National Evaluation Policy Framework (September, 2019).

as distanced from management), or internally through departmental evaluation staff. If done internally it is deemed very important that systems are put in place to ensure evaluations are done as objectively as possible.

Once completed, reports are tabled at management level, and improvement plans are developed and monitored so that there is follow-up and accountability to the need to utilise the findings of evaluations. In principle, evaluations are made public, tabled in the legislature, and published on departmental websites; although in some cases they may be kept confidential. In general, as they use public funds, the reports should be made available to the public.

The main types of evaluation are:

- a) Diagnostic: – to understand the nature of the problems faced by programmes, the root causes and options available; which should be conducted prior to designing a new intervention or reviewing challenges facing an existing one;
- b) Evaluation/ research synthesis: - to assess the current situation (what is known about the problem) and emerging trends from a series of studies;
- c) Design evaluation: – to assess whether the design of the intervention is robust and likely to work; with emphasis on assessment of the strength of the theory of change, the log frame, the indicators, and the operational plan;
- d) Implementation: – to understand how the implementation of the intervention is proceeding (often checking whether the programme implementation is supporting its own theory of change and plan), and whether it is likely to reach the intended outcomes;
- e) Impact evaluation: – focusing on whether desired changes have been achieved, and whether outcomes or longer-term impacts can be attributed specifically to the intervention. This is often difficult to do, as it is necessary to separate changes happening due to other factors, and changes that may be attributed to the intervention; i.e. which would not have happened in the absence of the intervention. Both 'Outcome' and 'Impact' evaluations are included under the category of 'Impact Evaluation';
- f) Economic evaluation: – looking at cost-benefits or cost-effectiveness of the programme. The principle is to understand whether costs equal the benefits and whether value for money is being obtained.

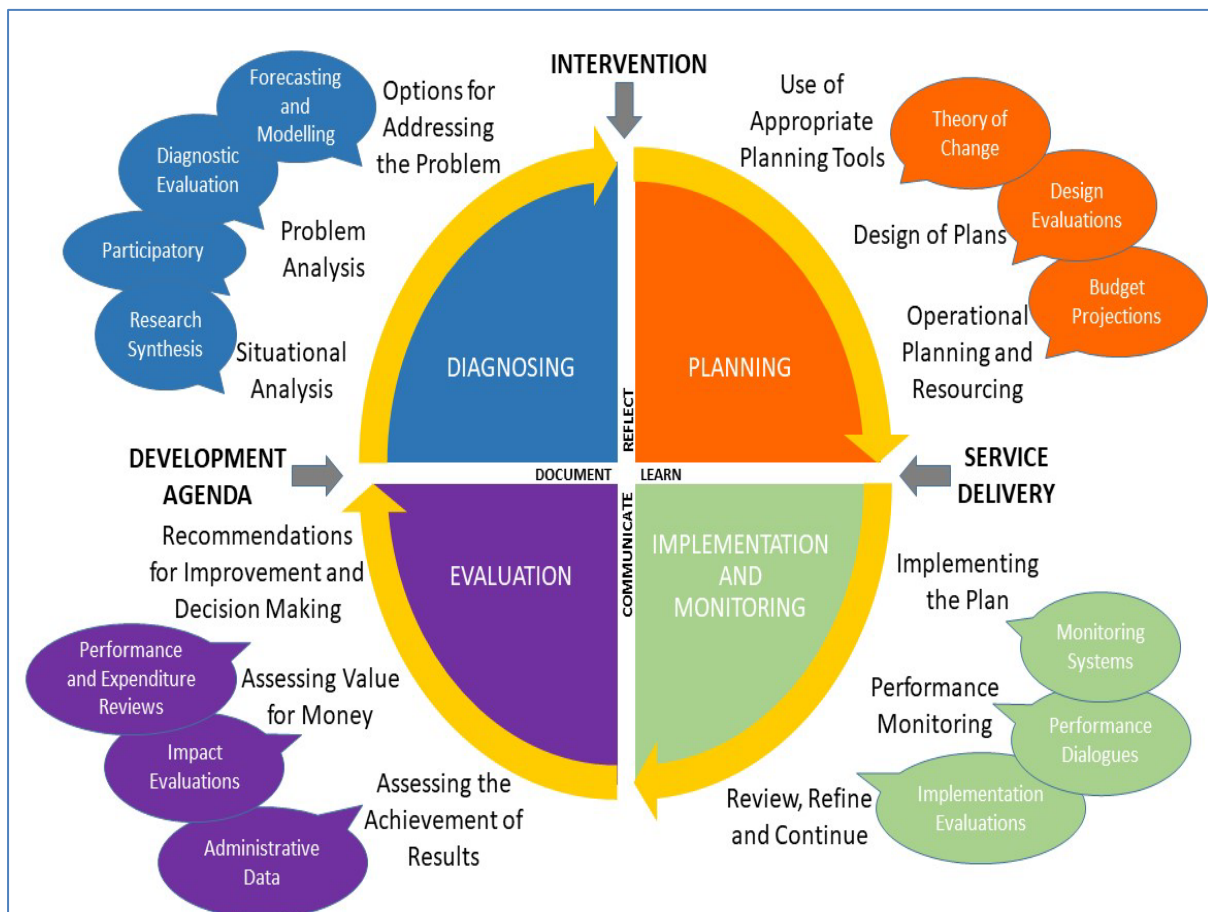
Note that these types can be combined; e.g. a design evaluation element may be incorporated in an impact evaluation to determine what intervention design features should be changed or incorporated in order to optimise cost-benefit ratios or improve cost-effectiveness.

1.8 Planning for evaluations

Evaluations endeavour to provide an objective view using rigorous research methods, and are intended to inform conclusions about performance and suggest recommendations for improvement. To serve these aims, a detailed planning and implementation cycle is required for each evaluation; featuring design, implementation, and monitoring and evaluation processes with the ultimate aim of improving the developmental results associated with governments policies.

The planning diagramme below provides a generic planning and implementation cycle for policies and programmes guided by generated evidence. This diagramme was designed by the DPME in the revised NEPF of 2019 and is equally relevant to the WCDoA as it prepares for its 2025/26- 2029/30 Strategic Plan. Using this diagramme as the point of departure, all WCDoA programmes and relevant external industry leaders have been subjected to a rigorous training and capacity building exercise to understand the application of the situational analysis and theory of change tools during the development the current new strategic plan.

Diagramme 1: Generic planning and implementation cycle for evaluations



2. PURPOSE OF THE DEPARTMENTAL EVALUATION PLAN (DEP)

The WCDoA Evaluation (and research) Plan is designed to provide details of prioritised evaluation(s) approved by the Department for the 2023/24 financial year, and which are linked with the budgeting process. Before discussing the 2023/24 prioritised evaluation(s), it is important to flag the status of the evaluation programme within the Department, to justify the adopted pathway. The WCDoA has over the past decade implemented more than 36 evaluations and by 2024, 40 evaluations would have been completed. The Department will be tapping into the outcomes and recommendations of all these evaluations to develop the next 5 year strategic plan.

Table 1 below presents the current implementation status of the departmental evaluation plan since 2013 in preparation for the development of the 2025/26-2029/30 Strategic Plan.

Table 1: Preparing for the 2025/26 – 2029/30 Strategic Plan: Our evaluation journey

DATES	Event	Action
2014/15	Completed evaluations	CRDP :-Implementation Evaluation of the Comprehensive Rural Development Programme In Dysseisdorp, Oudtshoorn; Western Cape
		Land Reform :-Performance evaluation of land reform projects supported by the department up to 2014
		Farmer Service Needs :-A diagnostic and design evaluation of the service needs of different farmer categories
		Market Access :-An Evaluation of Market Access programme
		Learnership :-Evaluation of the Impact of the Agricultural Learnership Programme in the Western Cape
2015/16	Completed evaluations	AIU :-Assessment of the Western Cape Agribusiness Investment Unit (AIU)
		Commodity Approach :- Evaluation of the WCDOA's Commodity Approach
		Crop rotation :-Evaluation of the Impact of the Long-Term Crop Rotation Trails at Langgewens research farm
		Farmworker competition : Evaluation of the Western Cape Farm Worker of the year competition
		Food Security programme :-Impact evaluation of the Food Security Programme on household food security in the Western Cape
		Legislative Environment :-Diagnostic Evaluation of the Impact of Legislative Environment on Farmers and the Agricultural Sector
2016/17/18	Completed evaluations	Commodity Approach :-Implementation and impact of Commodity approach
		CRDP :-Impact Evaluation of the Comprehensive Rural Development Programme (CRDP)

DATES	Event	Action
		<p>Agric Econ database:-Evaluation of the availability, extent, and utilization of Agricultural Economic Databases</p> <p>Dairy Research:-Evaluation of the Research Information Needs of Dairy Producers in the Western Cape</p> <p>SAET:- Impact Evaluation of the Structured Agricultural Education and Training Programme (SAET),</p> <p>AES:-Diagnostic and design evaluation of the Western Cape Department of Agriculture's Programme 6 – "Agricultural Economics services"</p> <p>4IR: The future of the Western Cape agricultural sector in the context of the Fourth Industrial Revolution</p>
2018/19	Completed evaluations	<p>Land Reform: Performance evaluation of land reform projects supported by the department (2014-2019)</p> <p>Youth Development Programmes:-Design, implementation and impact evaluation of Youth development programmes</p> <p>Project Khulisa: -Evaluation of the implementation design and strategy of Project Khulisa Agri-processing</p> <p>Landcare:-Evaluation of the SRUM subprogramme LandCare</p> <p>WIETA CODE: -Evaluation of the Implementation and Impact of the WIETA Code</p>
2019/20	Completed evaluations	<p>Meat Safety Evaluation: Impact of abattoir inspections on meat safety and prospects for increasing regulatory compliance of meat safety in the Western Cape province</p> <p>Smart Agri:-Diagnostic, design and implementation of Smart Agri plan</p> <p>Future of Farming :-Diagnostic and design evaluation of the future of farming in Arid Areas</p> <p>Post Covid-19 strategy :-Diagnostic and design of a post Covid-19 Strategy for WC Agric Sector</p> <p>SRUM :-Design and implementation of Sustainable Resource Use and Management services.</p>
2020/22	Completed evaluations	<p>Agri workers: Impact of service delivery to agri workers</p> <p>WCDoA's Response to Covid-19 Pandemic: Diagnostic, design & implementation of the WCDoA's Response to Covid-19 Pandemic</p> <p>WC African Agricultural Strategy: Diagnostic and design evaluation of a WC African Agricultural Strategy</p> <p>Greater Keurbooms Agricultural Development Plan</p>
31 March 2023	Active evaluations	<p>Economic, impact and design evaluation of Fruitlook</p> <p>Impact and design evaluation of the employability of Elsenburg Graduates</p> <p>Impact, implementation and design evaluation of food gardens</p> <p>Buffeljags irrigation area pre-feasibility study</p>
31 March 2024	Evaluate key interventions	<p>Diagnostic and design evaluation of services need of farmers.</p> <p>Impact, implementation and design evaluation of support to land reform farmers</p>

DATES	Event	Action
		Implementation & Impact Evaluation of Market Access interventions
		Impact and implementation evaluation of Witzenberg PALS
		Impact and implementation evaluation of Rural Safety

According to the National Evaluation Policy Framework (NEPF) guidelines, an evaluation is considered completed when a Management improvement Plan has been developed and signed off by the Accounting Officer. The process of signing off the MIP involves a number of steps. These include tabling the report internally and getting an official management response to the recommendations, indicating which issues fall within the responsibility of the programme manager, which recommendations must be addressed beyond the scope of the manager, and the rationale for this. The last stage requires the programme manager to draw up the plan, to be officially signed off by the Accounting Officer for implementation.

To give effect to the NEPF recommendations, the WCDoA Accounting Officer takes stock of evaluations commissioned during the previous financial year and the current situation. In consultation with the management team, a directive was given to pay special attention to specific strategic challenges confronting the Department and the sector at large. In keeping with this, two of the three evaluations commissioned in 2021/22 focused on the departmental response to the Covid-19 pandemic. The rationale was to analyse the lessons learned during this pandemic and be better prepared for the next crisis, irrespective of its nature or magnitude.

3. LINKAGES TO WIDER EVALUATION PLANS AND SYSTEMS

3.1. Linkage to (national or provincial) evaluation plans

This DEP is linked to the national evaluation plans and priorities, by virtue of it being:

- a) Strategically aligned to the departmental objectives and priorities of Government as articulated in the: National Economic Recovery Plan (NERP); National Evaluation Policy Framework (NEPF); Strategic Framework for Province-wide Monitoring and Evaluation (2015); and National Evaluation Plan (NEP) together with chapter 6 of the National Development Plan (NDP) that focusses specifically on the development of the rural economy of South Africa;
- b) Aligned to the Medium-Term Strategic Framework (MTSF) 2020/21- 2024/25.
- c) Aligned to current Budget Policy Committee engagements and commitments.

3.2. Linkage to planning

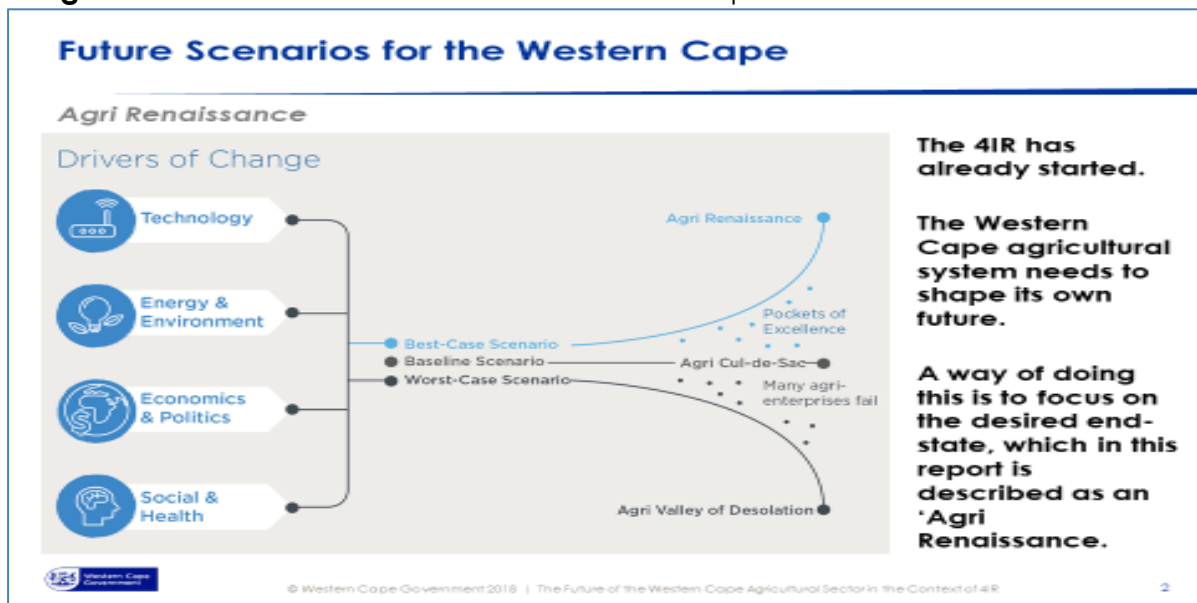
While the Provincial Strategic Plan and the Vision Inspired Priority objectives remain the guiding policy documents for the growth and development of the Province, the impact of Covid-19 has reconfigured the 'business as usual' approach, necessitating reassessment and reprioritisation of planned interventions in a dramatically weaker fiscal environment. This has catapulted the Economic Recovery Plan as the guiding document on departmental interventions during and post the Covid-19 pandemic. It is in this environment that the 2022/2023 DEP undertook evaluation studies linked to the Covid-19 pandemic and by extension influencing the 2024/25 evaluation plan to

support the economic reconstruction and recovery plan of the sector through engagements with other African countries.

South Africa needs a capable state to implement an economic strategy towards the recovery of our economy, as the country emerges from this pandemic. Central to the economic recovery strategy will be measures to stimulate demand and supply through interventions such as the speedy implementation of economic reforms, the transformation of our economy, and embarking on all other steps that will ignite inclusive economic growth. This package requires good governance, foresight and accountability, and appropriate evaluations can be key instruments to attain these objective.

In the recovery plan, the important role of the Agricultural Sector in the growth of the provincial and national economy is underscored. However, a myriad of challenges exists. Some were highlighted during the evaluation of the WCDoA response to the Covid-19 pandemic and the development of an Agriculture Strategy for Africa. These two strategy documents endeavour to reposition the agricultural sector for an 'agri-renaissance', irrespective of the challenges at hand; and failure to do so will lead the sector into either the agri 'valley of desolation' or an agri 'cul de sac' as represented below.

Diagramme 2: Future Scenarios for the Western Cape



The WCDoA Covid-19 Response Strategy

The COVID-19 pandemic has arguably been the most disruptive global event in modern history, with far-reaching adverse consequences. As a systemic shock it had not only a direct impact on health and safety, but also on the functionality of all spheres of governments with far-reaching economic and social implications. At national level this led to the declaration of a National State of Disaster on 15 March 2020 and a declaration of agriculture as an essential service on 25 March 2020. As the existing knowledge on Covid-19 was insufficient to support the sector, innovative solutions were needed to respond to the National government directive. The Western Cape Department of Agriculture (WCDOA) proceeded to prepare and implement a

range of response measures to ensure its own operational continuity and to support the ongoing functioning of agriculture in the province. The focus was on safeguarding health, safety and employment security, both for the Department and the Sector, and to protect food security in the province. Thereafter, an evaluation of the WCDoA response strategy was done to determine whether the interventions were effective in preventing the spread of the virus, in supporting the sector and to explore areas for further improvements and innovation.

It is now in the public domain that WCDoA was the first Department in South Africa to commission a diagnostic, implementation, impact, and design evaluation of its COVID-19 response to learn from these experiences retrospectively and prepare for future disruptions. The evaluation covered five evaluation areas: (i) preparedness, (ii) institutional and regulatory context, (iii) internal and external response measure impact, (iv) learnings and (v) future risk management.

According to the evaluation report, the WCDOA's internal and external responses to COVID-19 were interventions in response to an unanticipated crisis. No specific contingency plans were in place and no explicit Theory of Change (TOC) existed. Given that the evaluation has been undertaken, it is now possible to craft an implicit TOC, that, with the benefit of hindsight, is able to document the implementation logic and causality that lay behind the interventions introduced and the outcomes achieved (and those being pursued).

Furthermore, by conducting this evaluation, WCDoA ensured that any decision-making process that follows would be based on relevant data and information collected using scientific methods that conform to international best practice. The recommendations have been invaluable to the department. They are guiding management regarding planning, budgeting, organisational improvement and policy review; as well as on-going programme management to improve performance during service delivery under pandemics of a similar magnitude. In the evaluation Management Improvement Plan, the Department is using this study recommendations to inter alia:

- Strengthen decision-making processes on mitigation strategies.
- Understand individual and stakeholder factors that support or hinder mitigation behaviours and ensure compliance.
- Guide officials on how to effectively monitor disparities and social determinants of health and understand how officials and sector stakeholders are benefitting from our mitigation strategies
- Guide the officials to effectively communicate information to stakeholders given our culturally and linguistically diversities and ensure that the needs of disproportionately affected stakeholders are addressed.
- Disseminate lessons learned.

Through this evaluation process a number of lessons can be drawn these include:

1. It is much harder to prepare for crises and disasters that do not happen often and unfold in unforeseen ways. Nobody knows when such a crisis will materialize, what the scale and extent of consequences will be, who will be involved, and what actions will be required to stop it. Decision making is made under ignorance. Therefore, it is impossible to draw up a specific plan for these "unknown unknowns".

2. The earlier a potential crisis/risk is detected the sooner it can be responded to.
3. There was a COVID-19 "blind spot" in spite of thorough risk assessment processes which delayed the initial response. The scope and scale of the impact on the sector was not anticipated.
4. Decisive leadership is required to make decisions, define tasks, assign responsibilities etc. WCDOA leadership was hands on. This enabled emergency structures and communications channels to be in place quickly, with key responsibilities and tasks assigned quickly leading to the developed initial response plan.
5. People make the difference - all actions relied on the organisation's people and the same people can be impacted by the crisis. Sadly, the department registered more than 158 confirmed cases of its employees and 6 employees succumbed to the pandemic.
6. Historically, risk management has typically followed a reductionistic approach - defining lists of potential risks and preparing response measures that can be drawn on and implemented as and when a risk of a particular type is identified. These measures proved to be totally insufficient in dealing with the non-linear complex system that characterizes modern day economies and societies. COVID-19 exposed these shortcomings sharply. Risk management, if it is to be effective, needs to reduce reliance on these reductionist methods and incorporate systems-thinking based approaches that are holistic in nature, are designed to enhance resilience and adaptive capacity, be capable of early detection and "sense-making" of risks as they emerge, and are agile and rapid in the formulation and implementation of responses. While the risk management "portfolio" of the department remains valuable as a tool to avoid blind spots and to better anticipate risk impacts, the evaluation proposed changes to this management processes to adopt a systems approach.

The Department has developed a Management Improvement Plan using the recommendations to prepare officials and subsequently the sector stakeholders, to be more resilient in facing future disruptive events.

These six intervention points were subsequently discussed as part of the development of the Report's Management Improvement Planning (MIP). It was recommended that most of these issues are receiving attention in one way or the other from the Department. However, the need to engage Africa as a strategic intervention point for business opportunities is important for the sector, hence the need for the development of the Agriculture Africa Development Strategy.

Last but not the least, the Departmental evaluation plan has been included as an 'annual strategic objective' performance indicator, with the number of evaluations completed included as a province specific indicator in the WCDoA annual performance plan.

The Western Cape Agriculture Africa Strategy

In February 2022, the WCDoA commissioned a diagnostic and design evaluation to develop a Provincial Agriculture Africa Strategy which will lead to the achievement of provincial outcomes that include Economic growth; Employment creation and Provincial and household food security.

The study results shows that a growing realization that African economies stand to gain significantly by promoting intra-continental trade of agricultural products and these gains are expected to result in a higher exchange of manufactured and processed goods, greater knowledge transfer, and high value creation (Songwe, 2019). The drive to take advantage of the opportunities that exist in Africa, and also addressing the various challenges the continent faces are supported by several initiatives, policy documents and directives (some are continental and some specific from a South Africa perspective). These include, amongst others, the following (i) Comprehensive Africa Agriculture Development Programme (CAADP), (ii) African Continental Free Trade Agreement (AfCFTA), (iii) Integrated National Export Strategy (INES), (iv) International Agricultural Trade Diplomacy Strategy and (v) Agriculture and Agro-Processing Master Plan (AAMP)

The continental and local policy directives to address the challenges and opportunities in Africa provides an ideal opportunity for the Western Cape's Government to cement its leadership role on the African continent. This leadership role can manifest itself throughout different value and service chains in Africa through the following key interventions, namely (i) Policy & Regulatory support, (ii) an Africa Agribusiness Initiative Centre (AABIC), (iii) an Agro-Technology and Innovation Hub and (iv) Inter-Governmental collaboration and problem solving. Unlocking resources to provide traction for these interventions will ultimately be crucial to achieve the following outcomes, namely (i) an increase in economic growth of the agricultural sector in Africa and the Western Cape, (ii) an increase in the employment in the agricultural sector in Africa and the Western Cape, (iii) an increase in provincial and household food security in Africa and the Western Cape rural communities and (iv) resilient trade and business relationships in Africa and the Western Cape.

The important role that the Western Cape Government should play can't be overstated and should primarily focus on creating an enabling environment for the private sector to unlock and to take advantage of the opportunities that exist in Africa. In fact, the very nature of an African Strategy requires that the Western Cape Government plays a leading role since government-to-government relations at various inter-connected levels will not only determine the openness of trade in

products and services, but will be vitally important within the context of willingness to do business. A key consideration should be building trust amongst all stakeholders

4. DEPARTMENTAL EVALUATION SYSTEM

4.1. Resources & structure of the department to support evaluation

The following components and resources have been instituted to support the Departmental Evaluation Plan:

a) Significant and visible support from National and Provincial Government:

The first layer of support comes from the DPME. By initiating an audit of government evaluations, DPME accelerated the realisation of value gained through the evaluation of projects and processes at sub-national level.

The second layer of support came in 2022 wherein the DPME convened a Theory of Change Training on the Revision of the Framework for Strategic Plans and Annual Performance Plans facilitated by NSG in Centurion

4.2. Departmental evaluation cycle

The approved annual cycle for developing the WCDoA evaluation plan is presented in Table 2 and 3 below. It is important to note that in keeping with its cost containment strategy, the Department does not have a stand-alone M&E unit to coordinate evaluations. This function was allocated to the Business Planning and Strategy Directorate (BPS) and it is the same unit that will manage and support the evaluation to be conducted in the 2023/24 financial year. For this reason, some of the processes, such as workshops to design concept notes, are not applicable. Instead, the BPS team and the resident resource person (with extensive experience in coordinating evaluations) provide individual guidance to Managers leading specific evaluations.

Table 2: Phase 1: Preparing the Departmental Evaluation Plan

Action	Responsibility	Timeline ²
Call for proposals	Business Planning and Strategy Directorate (BPS)	March 2022
Concept notes received	BPS Programme manager	March 2022
Concept notes prioritised/selected	BPS Programme manager	July 2022
Meet with Management to agree	BPS Programme manager	August 2022
Departmental evaluation plan drafted	BPS Programme Manager	September 2022
DEP submitted to DEC and EXCO for input	BPS Programme manager	September 2022
Evaluation included in budgets	BPS Programme manager	October 2022
DEP finalisation for approval	BPS Programme manager	November 2022
DEP signed off by HOD	HOD	March 2023

Table 3: Phase 2: Preparing the DEP

	Action	Responsibility	Timeline
	Terms of Reference completed	Business Planning and Strategy (BP&S); Participating	March - April 2023

² Due to the thorough procurement process, some of the timelines would be adjusted.

	Action	Responsibility	Timeline
		Programmes and Dept. Eval Com* (DEC)	
External SPs	Publication of call for proposals from service providers	Dir: BPS & Participating Programmes incl. SCM	March - April 2023
	Bidders briefing	Dir: BPS & Participating Programmes incl. SCM	March - April 2023
	Bids received	Dir: BPS & Participating Programmes incl. SCM	March - April 2023
	Shortlisting	Dir: BPS & Participating Programmes, DEC incl. SCM	March - April 2023
	Bidders presentation	Dir: BPS & Participating Programmes, DEC incl. SCM	March - April 2023
	Service provider selected	Dir: BPS & Participating Programmes, DEC incl. SCM	March - April 2023
	Service provider appointed	HOD and Legal Services	April – May 2023
	Inception report submitted	Evaluator; DEC, Participating programme and BPS Programme managers	April – May 2023
	Literature review	Evaluator; DEC, Participating programme and BPS Programme managers	July - August 2023
	Draft report	Evaluator	August – September 2023
	Stakeholder validation workshop	Evaluator; DEC, Participating programme and BPS Programme managers	September – October 2023
	Draft Final report	Evaluator	September– October 2023
	Final report approved	Evaluator; DEC, Participating programme and BPS Programme managers	October 2023 - January 2024
	Programme Improvement Plan	HOD & Dir: BPS, Participating programme & DEC	February – March 2024

*Dept. Evaluation Committee comprises representatives from the Supply Chain Management, 8 Programme Managers and the Departmental Evaluation Resource person.

5. DEPARTMENTAL EVALUATIONS (AND RESEARCH) UNDERTAKEN IN THE LAST 3 YEARS

Table 4 below presents salient aspects of some of the external evaluations commissioned by the WCDoA during the last 3 years.

Table 4: Departmental evaluations undertaken in the last 3 years

Departmental programme	Title	Focus (purpose) of evaluation/ research	Status	Date of completion	Implementation of findings (progress)
Programme 1	WCDoA Covid-19 Response strategy	This a diagnostic, design and implementation evaluation of WCDoA Covid-19 Response Strategy implemented to safeguard the lives of employees and clients, and to ensure the resilience and long-term sustainability of agriculture and its value chain.	In progress	2022	A process is underway to consider the key policy recommendations presented in the final report.
Programme 1	Post Covid-19 Strategy of the Western Cape Agricultural Sector	The key focus of this evaluation is to reimagine the future of the Agricultural Sector of the Western Cape Province. At the heart of any 'futuring' and 'foresighting' endeavour is preparing for and navigating change, finding new and sustainable growth opportunities, staying relevant to stakeholders, and contributing to a 'better world' for people and planet.	Completed	2020	The MIP has identified a number of interventions that can improve the resilience and long-term sustainability of the agriculture and agri-processing sector of the province looking forward to 2050. One of the recommendations is the need for an Agricultural strategy for Africa. Refer to section 3.1.

Departmental programme	Title	Focus (purpose) of evaluation/research	Status	Date of completion	Implementation of findings (progress)
Programme 1	The future of farming in the arid areas of the Western Cape Agricultural Sector. (Reimagining agriculture)	The key focus of this evaluation is to reimagine the future of farming in the Province given fundamental changes in the nature of farming in arid areas of the Province brought by the 4 th IR, drought, Covid-19, etc.	Completed	2021	As part of the MIP, the Department has identified support interventions that Farmers and Value Chain actors can feasibly take to both advance the achievement of a desirable future state for farms in these regions, and to forestall the emergence of undesirable future states.
	The Fruitlook project	An implementation, economic impact and design evaluation to: <ul style="list-style-type: none"> • Determine the success/achievements/failures of the implementation of the Fruitlook project; • Determine the economic cost benefit and feasibility in terms of the achieved outcomes and impact of the Fruitlook project; • Provide alternative project funding options and design the theory of change considerations 	In progress	2022	A process is underway to consider the key policy recommendations presented in the final report.
	An evaluation of the design, implementation, economic value and impact of the Programme: Sustainable Resource Management	The evaluation focused on the ability of the Programme: Sustainable Resource Management, (all four sub-programmes), to continue to deliver on its mandate given the dynamic environment in which it operates.	Completed*	2020	A process is underway to consider the key policy recommendations presented in the final report.

Departmental programme	Title	Focus (purpose) of evaluation/ research	Status	Date of completion	Implementation of findings (progress)
		<p>It was intended that the evaluation should:</p> <p>a) Identify constraints that compromise or limit the ability of the programme to effectively deliver on its mandate.</p> <p>b) Propose interventions that could improve the programme's ability to effectively deliver on its mandate.</p>			
Programme 3	WCDOA Food Garden Programme	Evaluating the diagnostic (extent of the problem of food security), design, implementation and impact of the WCDOA Food Garden Programme.	In progress	2022	
Programme 4	Meat Safety Evaluation The Impact of Abattoir inspections on meat safety and prospects for increasing regulatory Compliance of meat safety in the Western Cape province	The original purpose of the evaluation was to determine/identify the extent to which the Department's legislative meat safety responsibilities are met; the effectiveness of the intervention(s) in ensuring that meat products that get to market are compliant with regulatory standards; and challenges associated with implementing meat safety assessment requirements.	Completed	2020	A process is underway to consider the key policy recommendations presented in the MIP

Departmental programme	Title	Focus (purpose) of evaluation/research	Status	Date of completion	Implementation of findings (progress)
Programme 5	SmartAgri plan	The Western Cape Department of Agriculture (WC-DOA) commissioned a diagnostic, design and implementation evaluation of the Western Cape Climate Change Response Framework and Implementation Plan for the Agricultural Sector (SmartAgri). The purpose of the evaluation was to assess the SmartAgri Plan in terms of its relevance and design; the extent to which its stated outcomes have been achieved to date; whether the sector is demonstrating greater resilience as a result of the plan's implementation; and, how the plan and its implementation can be strengthened going forward.	Completed	2021	As part of the MIP, the Programme manager embarked on the following: a) Appointed Climate Change and Risk Scientist, to assist with the implementation of the SmartAgri Plan. b) A review and update of the climatic information and related refinements to response strategies that underpin the SmartAgri Plan – particularly at the downscaled level. c) Conducted an internal review of the projects and activities defined in the SmartAgri Plan to assess relevance and any updating needs. d) Institute, mandate, and resource a formalised SmartAgri Plan management/oversight structure. e) Adopted mechanisms to identify, promote and share farm-level innovation, learning and change towards greater adaptation and mitigation of climate change impacts.
Programme 7	The employability of B.Agric graduates of the Elsenburg Agricultural Training Institute (EATI)	Evaluation of employability of graduates of Elsenburg Agricultural Training Institute. The evaluation will have aspects of implementation and impact evaluation.	In progress	2022	

Study completed*. The study was completed however; the Management Improvement Plan has not been approved by the Accounting Officer for implementation.

6. SUMMARY OF EVALUATION(S) (AND RESEARCH) PROPOSED FOR 2023 TO 2024

6.1. Criteria and process used for selection for the Departmental Evaluation Plan

The Department assesses a number of criteria in selecting interventions (programmes) that need to be evaluated, as listed below:

- a) Interventions are of strategic nature linked to departmental and provincial priorities or the national outcomes;
- b) Interventions are innovative, enhance in-house efficiencies, could bring value for money, and fostering learning is deemed important;
- c) Interventions are from an area where there is a lot of public interest;
- d) Interventions have not been evaluated recently and the project is over 3 years in implementation;
- e) The programme or context is at a critical stage where decisions are to be taken for which an evaluation is needed, and so it is important that it is evaluated at this point in time;
- f) There is a need to develop baseline data or monitoring data that can be used, including background and previous documented performance, and the current programme situation;
- g) There are budget considerations that require evaluation to guide decision-making.

6.2 Summary of evaluations proposed for the Departmental Evaluation Plan

Table 5 summarises the proposed evaluation during the 2023/24 financial year covered by this Plan. One evaluation was proposed, and considered relevant, interlinked, and important on application of the above criteria.

Table5: Summary of proposed evaluations (and research) for 2023/24

	Intervention to be evaluated	Title and type of evaluation	Proposed Methodology	DEP	Commissioned / internal	Years of implementation			Key motivation for this evaluation including scale (e.g. budget, beneficiaries)	Linkages to other evaluations
						2022	2023	2024		
Dr Dirk Troskie: Business Planning and Strategy	Service Needs of farmers	The Service needs of different farmer categories. A diagnostic and design evaluation.	Refer to the concept document on sect 7	yes	yes		yes	yes	The primary focus of this intervention is to analyse and understand the nature of challenges and opportunities emerging from the farming landscape since the last evaluation was done in 2014. This information will guide the development of the new strategic plan 2025/26 to 2029/30.	yes
Dr Dirk Troskie: Business Planning and Strategy	The Witzenburg Partners in Agri Land Solution (PALS)	The Witzenburg PALS: A design, implementation and impact evaluation	Refer to the concept document on sect 7	yes	yes		yes	yes	The land reform programme cannot be a sole responsibility of government. The private sector has a critical role to play. Evidence on the ground shows that the private sector has models that have proved successful and lessons could be drawn from. One such project is the Witzenburg Partners in Agri	yes

	Intervention to be evaluated	Title and type of evaluation	Proposed Methodology	DEP	Commissioned / internal	Years of implementation			Key motivation for this evaluation including scale (e.g. budget, beneficiaries)	Linkages to other evaluations
						2022	2023	2024		
									Land Solution (PALS. The PALS model is based on sound business principles, solid legal structures, mentorship and training of emerging black farmers to become successful commercial farmers. The framework address critical success factors and is adaptable for different model. It is for this reason, a PALS evaluation will be done.	
Ms Gertrude Jacobs : Rural Development	Rural Safety Interventions	Rural Safety: Implementation and impact evaluation of Rural Safety Interventions	Refer to the concept document on sect 7	yes	yes		yes	yes	The realisation of safe and cohesive communities remains imperative, as crime and fragmented communities reduce the life chances and opportunities of individuals, and further destabilise communities in a vicious cycle. The impact of a lack of safety across all sectors and all levels, whether it be individual, relationship, community or societal, is substantial. Creating safe spaces, however, goes beyond sectors and levels, it speaks to the very core of our foundational values of	yes

	Intervention to be evaluated	Title and type of evaluation	Proposed Methodology	DEP	Commissioned / internal	Years of implementation			Key motivation for this evaluation including scale (e.g. budget, beneficiaries)	Linkages to other evaluations
						2022	2023	2024		
									<p>dignity, equality and freedom.</p> <p>The importance of agriculture in stimulating economic development, job creation and poverty alleviation is globally acknowledged. Our agricultural producers and agri workers, as the agents of food security and key drivers of the economy, deserve to be acknowledged, appreciated, and protected. The safety of all stakeholders within the agricultural value chain is therefore key to addressing rural poverty, promoting sustainable food security, and driving local economic development.</p>	
Mr Douglas Chitepo : APSD	Land Reform projects	Land Reform project: Performance evaluation of Agricultural Land reform projects supported by	Refer to the concept document on sect 7	yes	yes		yes	yes	<p>A performance evaluation of Agricultural Land reform projects supported by the Department will be done to determine the success of a sample of agricultural land reform projects supported by the department from 1</p>	yes

	Intervention to be evaluated	Title and type of evaluation	Proposed Methodology	DEP	Commissioned / internal	Years of implementation			Key motivation for this evaluation including scale (e.g. budget, beneficiaries)	Linkages to other evaluations
						2022	2023	2024		
		the Department							April 2014 to 31 March 2022. This evaluation is a continuation of previous evaluations done on the same subject matter. However, the point of departure will be the objective. The Department intends to determine the level of performance improvements following the implementation of management Improvement Plans of the previous two evaluations and reposition the Programme to respond to the new challenges and activities in the next 5 years.	
MS Bongiswa Matoti: Agricultural Economic Services	Market Access Programme	Performance evaluation of the Market Access Programme	Refer to the concept document on sect 7	yes	yes		yes	yes	The evaluation of this Market Access Programme is to assess achievements attained since 2013 and to utilise the findings to optimise the design of the programme to enhance its effectiveness in the new strategic plan.	yes

7. DETAILED CONCEPT FOR EVALUATIONS (AND RESEARCH) FOR 2023/24

7.1. Concept Note 1: The service needs of different farmer categories in the Western Cape

Part A: Key contact details

Name of proposed evaluation	The service needs of different farmer categories in the Western Cape	Year proposed	2023/24
Institution proposing evaluation	Western Cape Department of Agriculture (WCDoA)	Initial Contact person (name /designation)	Dr Dirk Troskie Director: Business Planning and Strategy
Alternative contact	Mr Shelton Mandondo	Email	Dirk.troskie@westerncape.gov.za
Email	Shelton.mandondo@westerncape.gov.za	Telephone	(021) 808 5191
Telephone	(021) 808 7738		

Department that is custodian (and will implement the improvement plan arising from the evaluation)	Custodian department: Western Cape Department of Agriculture Supporting department: National Department of Agriculture Land Reform and Rural Development (DALRRD)
Other key departments/ agencies involved in the intervention	Casidra

Part B: Background to the intervention being focused on

Specific unit of analysis of the evaluation (should be a policy, plan, programme or project)	The unit of analysis is the service needs of farmers
Give some background to the intervention	
Summary description	<p>In 2014, the Western Cape Department of Agriculture commissioned a diagnostic and design evaluation study to provide a scientific foundation for determining the service needs of a range of farmers in the province. During this study, there were 39 966 commercial farmers in South Africa, of which 6 653 (20, 9%) lived in the Western Cape Province (Agricultural census, 2007). At the same time, the Gross Farm Income (GFI) generated by South African farmers was R79, 6 billion (StatsSA, 2009).</p> <p>Ten years have passed since this evaluation was completed. The farming environment and the service needs have changed, albeit the magnitude of the change is yet to be evaluated and quantified. Irrefutably there is a plethora of challenges confronting farmers, including climate change (protracted drought, floods, pests), social determinants (Covid-19 pandemic, major supply chain disruptions, and crime) geo-political instabilities (Russia-Ukraine war leading to rising input costs, fertiliser, fuel and food cost), a bleak economic outlook (local</p>

interest rate hikes- 75 basis points and high inflation); and slow response to technological disruptions introduced by the Fourth Industrial Revolution.

According to Census of Commercial Agriculture – Western Cape, Report No. 11-02-02 (CoCA 2017), the total number of farms/ farming units involved in the commercial agriculture industry is now 40 122 nationally and 6 937 of these farmers reside in the Western Cape. Furthermore, there are 9 844 smallholder farmers in the Province. For the purpose of this research project, the Western Cape Department of Agriculture defined a smallholder farmer as a person who is not a commercial farmer, but who has access to one or more hectares of land, or a person who owns one or more large stock units (WCDOA 2010).

The Gross Farm Income (GFI) generated by the South African commercial agriculture sector was R332, 8 billion in 2017, which was higher than the R85, 9 billion recorded in 2007. The major contributor to total income was livestock farming (R120, 8 billion or 36, 2%), followed by mixed farming (R95, 0 billion or 28, 6%) and horticulture (R65, 7 billion or 19, 8%). The income calculations showed that Western Cape farmers contributed the most to total income (R64,3 billion or 19,3%), followed by Free State (R46,9 billion or 14,1%) (CoCA 2017). In 2022, at the recently held Municipal Agricultural Summit in Worcester town, it was reported that the Province contributed 55% of the total South African agricultural commodities exported to international markets. Furthermore, the Agriculture and Agri processing sector combined, contributed 11% to the national GDP.

The total number of persons employed in commercial agriculture as of June 2018 was 186 998, down from 204 513 on 28 February 2007 (-8, 6%). Despite the challenges that brought a negative employment growth rate, the Western Cape was again the largest provincial employer in 2018 (186 998 employees or 24, 7% of the national total), followed by Limpopo (97 478 or 12, 9%) and KwaZulu-Natal (96 206 or 12, 7%). The latest figures show the Western Cape leading with 229,198 agri workers, which is a 22% share of the agriculture employment in South Africa (Quantec, 2022).

The narrative on income earned, and the distribution strata and employment contribution by the commercial farms, cannot be complete without unpacking the different farmer categories contributing towards food security, economic growth and supported by government in South Africa. In 2012, the MINTECH (as the technical structure that advises the Minister of Agriculture, Land Reform and Rural Development), and Members of the Executive Councils (MECs), officially classified South African farmers as follows:

Table 1: Categories of South African farmers

CATEGORY	SUB- CATEGORY
Subsistence	Urban/peri-urban
	Survival
Smallholder	Lifestyle

	Commercial aspirations
Commercial	Small
	Medium
	Large

Source: Mintech (2012)

The Mintech classification of farmer categories was further validated by WCDoA's 2014 evaluation of service needs of farmers, with one of the recommendations stating that "there is no "one size fits all" when it comes to the service needs of farmers". The service delivery needs of these categories of farmers are different. The farmer categories have different support requirements in terms of on- and off-farm infrastructure as well as economic, financial, marketing, agri-business, extension, research, training and animal health services.

Furthermore, the 2014 evaluation study highlighted that the needs of farmers are driven by both real and perceived environments in which they operate, and their personal experiences. For example, large scale commercial farmers believe that social issues have a direct impact on their business expansion agendas into international markets. For this reason, social problems on farms must be addressed to guarantee the future sustainability of their businesses.

Another element to the service delivery needs of farmers must be introduced at this stage. Chapter 2 of the Constitution of the Republic of South Africa (Act 108 of 1996) enshrines the rights of all people of South Africa and instructs the state to promote and fulfil these rights (e.g., access to water, food, safe environment, etc.). In service of these fundamental rights, Section 40 of the Constitution constitutes government at national, provincial and local spheres as distinctive, interdependent and interrelated.

In keeping with this, Section 104 (1) (b) of the Constitution establishes the power of provinces to pass legislation with regard to any matter within a functional area listed in Schedules 4 and 5 of the Constitution. Without detracting from the importance of the other matters listed, specific reference can be made to the concurrent functions of agriculture, regional planning, as well as urban and rural development. Also important is the fact that according to the Constitution, provincial planning, abattoirs and veterinary services are exclusive Provincial functions. Thus, the Constitution conveys the responsibility to provinces to execute these predominantly economic functions in a way that will be to the benefit of the citizens of the province and the country. However, neither the Constitution nor other legislative mandates prescribes the nature of the services, the most appropriate delivery mechanisms nor the priority of each. It is especially important, given scarce government resources, that these resources be used to provide maximum utility.

All the above information leads to the conclusion that the Agricultural sector is a key driver towards the growth of the South African economy, and Western Cape farmers have contributed significantly in maintaining this status. As the year 2014 marked

	the first evaluation focussed on addressing their challenges, it is prudent to conduct a follow-up evaluation to determine new service needs, validate unresolved challenges, and reprioritise activities for the department to consider when dispensing services, given the roles and responsibilities conferred to provinces by the Constitution.
Focus of the intervention	The primary focus of this intervention is to analyse and understand the nature of services required by farmers, with an emphasis on the challenges and opportunities emerging since the last evaluation of 2014. This information will guide the development of the new strategic plan for 2025/26 to 2029/30.
Objective or outcomes of the intervention (specify which)	Based on the mandate of the Department, this intervention should identify new service needs, validate current interventions or provide alternative guidance on key programmatic features to be taken into account when dispensing services, given the roles and responsibilities conferred to provinces by the Constitution and in the interest of creating enabling environment to assist farmers in realising the following outcomes: Increased agricultural production in a sustainable manner; Improved food security and safety; Transformed and inclusive Agricultural Sector; Innovative and resilient rural economies.
Outputs of the intervention (e.g. from logframe)	The Department is expected to yield the following benefits from this evaluation: <ul style="list-style-type: none"> • Recognition of new service needs; • A rationale (logic) on why these services are a priority; • New intervention priorities per categories; • Baseline data; • New technology adoption propositions; • Validation of the 2014 MIP implementation; • Research and knowledge exchange; • Strategic engagement. • Indicate the environmental and regulatory issues farmers are confronted with (including water rights, EIA's to name but a few).
Duration and timing of the intervention (when started, when ends)	The evaluation will be implemented in the 2023/24 financial year, marking the end of the 2019/24 Strategic plan cycle and the introduction of the 2025/26 - 2029/30 Strategic planning process. It is therefore intended to influence the agenda of the WCDoA and its' stakeholders in the new 5 year Strategic plan.

Part C: Motivating for the evaluation of this intervention being considered in the National or Provincial Evaluation Plan

How this is linked to the 5 VIPs and 7 National Priorities?

Although the National and Provincial governments have not developed new plans to guide Departments conducting evaluations, this evaluation will not be implemented in a policy vacuum. On the national government policy front, the need for performance monitoring and evaluation has been documented widely. At the policy apex is the National Development Plan (NDP) Chapter 13: 'Building a capable and developmental state', with

the intention of ensuring good corporate governance and professional and ethical organisations, through a process of rigorous and ongoing evaluation at National and Provincial level.

In the National Government Medium Term Strategic Framework (MTSF) for the period 2019/20 to 2024/25, the relevance of this exercise is expressed under priority 1: A capable, ethical and developmental state which includes improved governance and accountability as one of the outcomes and the integrated monitoring and evaluation system as a performance indicator.

At the provincial level, the Western Cape Government's current Strategic Plan (though not implemented outright due to the disruptive outbreak of Covid-19 pandemic), underscores the need to strengthen good governance by, *inter alia*, being innovative and creating an enabling economy. Conducting performance monitoring and evaluation of the services rendered to citizens is one of the key innovative processes towards the achievement of this goal. This approach enables each department to enquire whether it is doing the right things, and whether the processes are effective, efficient and providing value for money.

Innovation

The sector is confronted by an array of challenges and the service delivery needs of farmers are dynamic, demand driven, and to a larger extent 'supply negotiated' due to other competing forces, whilst buttressed by the ever-shrinking government fiscal envelope. Navigating a pathway past these *ad infinitum* demands requires innovative solutions to achieve the desired outcome. In this project, innovation is needed because existing knowledge is not enough to accomplish and fulfil all the farmer service needs. Implementing this study is one of the effective innovative solutions towards identifying what is specifically needed by farmers using the scientific methodology and empirical evidence for decision making.

How large is it?

Estimated budget for intervention for current financial year (total also if known)	It is expected that the Department's allocation will be R996 497 million during the 2023/24/24/26 MTEF and a large percentage of this allocation will be utilised to support farmers. Is this not the budget to undertake the study? Otherwise the section's name should be – what is the budget of the Department which will be impacted by this study
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No of people directly affected or enrolled (e.g. service users, beneficiaries...)	There are currently 6 937 commercial and 9 844 smallholder farmers in the Western Cape Province who stand to benefit from this evaluation. According to the Quarterly Labour Force Survey of StatsSA (Q1 of 2022), there are 254 832 agri workers and 230 557 agri processing workers in the Western Cape. This represents 28, 7% of all agri workers in South Africa and 17, 28% of the 2, 52 million jobs in the Province. All these stakeholders have a role to play in the implementation of this strategy.
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Is this an area of substantial public interest? If so, how is this shown?

As mentioned above, there are currently 6 937 commercial and 9 844 smallholder farmers in the Western Cape Province who stand to benefit from this evaluation and nationally, 60.9 million South Africans stand to enjoy the dividends of a successful agricultural sector South Africa Population (2022) - Worldometer (worldometers.info).

Is the intervention at a critical stage where decisions need to be taken, and when?

This evaluation will be implemented during the 2023/24 financial year, and at a strategic level, the year in question will be critical for the Departments' planning process. It marks the

end of the current cycle for implementing the 2019/2024 Strategic plan and the commencement of the 2025/26 - 2029/30 Strategic planning process. For this reason, it will provide the department with an opportunity to evaluate key interventions and in particular the level of efficiency and efficacy of the Department in discharging its responsibilities as mandated by the national and provincial government. It is therefore important to revisit its implementation of the 2014 Service needs evaluation and review the approach adopted towards supporting the different farmer categories in the Western Cape. Furthermore, it will be an opportunity to identify emerging priorities given the devastating impact of the Covid -19 pandemic and other natural disasters, and to reposition the Department to respond accordingly. The outcome of this evaluation will ultimately serve as the scientific instruments to guide the review process of projects and programmes, the development of a SWOT analysis and the overall articulation of the Theory of Change (TOC) process.

Part D: Details on the evaluation proposed

Key focus of the evaluation	The key focus is on unearthing new service priorities, improvement or re-alignment of current services rendered to farmers leading to the achievement of provincial outcomes that include economic growth, employment creation and household food security.	
Type of evaluation	The project will have diagnostic review and design elements with a key objective of prioritising the services of the Department to ensure maximum return (in terms of the long-term sustainability of the Sector and all its farmers) and on the limited public resources of the Department. Thus, emphasis will be placed on the assessment of the strength of the theory of change, the log frame, the indicators and the operational plan during the next five years.	
Likely duration (months)	6 months	
How recently was this intervention evaluated – if not for a long time then higher priority	The last evaluation of this nature was done 8 years ago in 2014.	
Do you have an approximate budget for the evaluation?	It is estimated that the evaluation will cost between R1million rand and R1.2 million	
What potential budget for evaluation is available from the Dept., or donors?	The Department has R1.2million available for this evaluation.	
What are the main evaluative questions you will be asking (maximum 5)		
It is expected that this evaluation will answer the following questions: a) What are the support services required by farmers to ensure their long term sustainability? b) Which actors are the most appropriately placed to provide these various services? c) Which key services should be provided by the Western Cape Department of Agriculture? d) Which structures should be put in place to ensure comprehensive service delivery to farmers of all categories? e) How should the Department change to deliver these key services? f) Which current support services should be discontinued and why?		
What monitoring data or existing evidence can be used, including background and previous documented performance, and current programme situation? Is this of good quality?	a) Post Covid-19 Strategy -The future of Western Cape Agriculture and Agri processing sector b) Africa Agriculture Strategy c) In the context of the Fourth Industrial Revolution d) The Service needs of farmers 2014 e) Future of farming in Arid areas	

	<ul style="list-style-type: none"> f) Project Khulisa – Agri-processing report. g) Annual Performance Plan: Western Cape Department of Agriculture h) Constitution of the Republic of South Africa i) National Development Plan j) National Outcomes and supporting documents k) Definitions of farmer categories (as approved by MinTech) l) Agriculture and Agro processing Master plan (DALRRD) m) Legislative environment
Is there a strong theory of change and logical framework?	A theory of change for the Department's interventions was crafted during the development of the 2019/20-24/25 Strategic plan. However, this study will be used to validate the current TOC and to document the implied or explicit change and the implementation logic that lies behind the new interventions introduced.

7.2 Concept Note 2: The Rural Safety Evaluation

Part A: Key contact details

Name of proposed evaluation	Implementation and impact evaluation of Rural Safety Interventions	Year proposed	2023/24
Institution proposing evaluation	Western Cape Department of Agriculture (WCDoA)	Initial Contact person (name /designation)	Ms Jacky Pandaram Chief Director: Rural Development
Alternative contact	Mrs Gertrude Jacobs	Email	
Email	Gertrude.Jacobs@westerncape.gov.za	Telephone	(021) 808 5384
Telephone	(021) 808 5086		

Department that is custodian (and will implement the improvement plan arising from the evaluation)	Custodian department: Western Cape Department of Agriculture Supporting department: Department of Community Safety South African Police Service (SAPS)
Other key departments/ agencies involved in the intervention	Agri Western Cape, South African Police Service, District and Local Municipalities

Part B: Background to the intervention being focused on

Specific unit of analysis of the evaluation (should be a policy,	The unit of analysis is rural safety interventions
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plan, programme or project)	
Give some background to the intervention	
Summary description	<p>The realisation of safe and cohesive communities remains imperative, as crime and fragmented communities reduce the life chances and opportunities of individuals, and further destabilise communities in a vicious cycle. The impact of a lack of safety across all sectors and all levels, whether it be individual, relationship, community or societal, is substantial. Creating safe spaces, however, goes beyond sectors and levels, it speaks to the very core of our foundational values of dignity, equality and freedom.</p> <p>The importance of agriculture in stimulating economic development, job creation and poverty alleviation is globally acknowledged. Our agricultural producers and agri workers, as the agents of food security and key drivers of the economy, deserve to be acknowledged, appreciated, and protected. The safety of all stakeholders within the agricultural value chain is therefore key to addressing rural poverty, promoting sustainable food security, and driving local economic development.</p> <p>In 2020, the Department elevated Rural Safety as a Ministerial Priority. Thereafter Rural Safety was institutionalised and formally signed off and approved by the HOD, Dr Mogale Sebopetsa (17 August 2020) as a performance outcome indicator in the Annual Performance Plan (APP), for Programme 8: Rural Development. In this regard the Department has taken the lead in the Inter-Ministerial Committee on Rural Safety chaired by Minister Dr Ivan Meyer and Technical Committee on Rural Safety chaired by the Deputy Director General (DDG), Mr Darryl Jacobs.</p> <p>The Rural Safety Interventions are buttressed on the following pillars:</p> <p>RURAL SAFETY BASELINE STUDY</p> <p>In 2021, The Department concluded a survey to determine a baseline of crime in rural areas of the Province. Farmer respondents reported 44 farm attacks and 13 attacks on agri workers over a two-year period (Jan 2018 to Dec 2019). The survey concluded that farmers and agri-workers live in perpetual fear of becoming victims of crime.</p> <p>RURAL SAFETY DESK</p> <p>The Rural Safety Desk was established within the Western Cape Department of Agriculture in 2021. It provides a platform for the public, farmers/producers, agri workers and agricultural stakeholders to register enquiries, queries, and matters on rural safety. This desk is managed by a Project Coordinator appointed within the Rural Development Programme.</p> <p>RURAL SAFETY MONITORING DASHBOARD</p> <p>The Department, through its Rural Development programme developed a Rural Safety Monitoring Dashboard, in conjunction with Enterprise GIS-solution, for the purpose of monitoring rural safety incidents reported within the agricultural environment. This</p>

new interactive digital platform utilises a combination of technology tools, such as the mobile-and web-mapping applications. The dashboard assists in identifying rural crime hotspots as well as informing data-led rural safety interventions with the aim of improving safety within rural and agricultural communities across the province.

RURAL SAFETY POCKET GUIDE

As part of the communication, awareness and advocacy on rural safety, the Department developed a Rural Safety Pocket Guide. This booklet provides practical guidelines to address safety issues in the agricultural sector and the broader rural community. The booklet also offers practical personal safety tips, at the household and farm level as well as road safety measures. Furthermore, the booklet is a resource aimed at providing effective communication on rural safety aspects with the ultimate goal of creating a safe, protected, and sustainable agricultural environment which supports food security and economic development. The booklet provides contact details of representatives responsible for rural safety, and these representatives to be contacted in cases of emergency. Above all, the pocket guide is an educational tool that creates a favourable environment for capacity building of agricultural stakeholders with regard to rural safety.

The booklet comes in the three official languages of the Western Cape Province, i.e., English, IsiXhosa and Afrikaans. Hard copies of the booklet are available on request at the Elsenburg Head Office and regional offices across the Province. In addition, the electronic copies of the booklet are accessible on the Department's website (www.elsenburg.com), under rural development.

RURAL SAFETY SUMMIT

To support an overall improved, protected, and safe agricultural environment, the Western Cape Department of Agriculture hosted a successful Rural Safety Summit on 23 November 2021 at Goudini Spa in Rawsonville. The theme for the Summit was: *Rural Safety towards economic recovery*. The purpose of the summit was to engage agricultural stakeholders on the legislative requirements and technology use in rural safety. Furthermore, the Summit created a platform for information sharing on existing rural safety initiatives, policy responses toward improved rural safety and explore the latest technologies and innovation on rural safety. Emanating from the Summit, thirteen resolutions were identified which included among others the integration of technology to improve efficiency and effectiveness in terms of rural safety interventions.

MINISTERIAL ENGAGEMENTS WITH PRODUCERS AND AGRI WORKERS

MEC, Dr Ivan Meyer, hosted Ministerial engagements with farmers and agri workers in various municipalities, in order to share the Rural Safety initiatives implemented by the Department. It is noted that fifteen engagements took place from April 2021 to date.

SUPPORT TO FARM WATCHES AND NEIGHBOURHOOD WATCHES

	<p>The WCDOA supports and encourages the accreditation of farm and neighbourhood watches with the Department of Community Safety. A total of four hundred and ninety-eight (498) structures have been accredited and are operating across the Western Cape. Currently there are one hundred and sixty-nine (169) accredited structures in the rural areas, of which eighteen (18) are farm watches.</p> <p>DEPARTMENT OF COMMUNITY SAFETY: COURT WATCH BRIEFING UNIT</p> <p>The WCDOA works closely with the Department of Community Safety (Court Watching Brief Unit), monitors criminal cases struck off the court roll as a result of possible SAPS inefficiencies, with a focus on cases related to rural safety.</p>
<p>Focus of the intervention</p>	<p>The primary focus of this intervention is to analyse and understand the implementation and impact of rural safety interventions which have been implemented by the Western Cape Department of Agriculture in collaboration with key stakeholders from August 2020 to date. This information will guide the development of the new strategic plan 2025/26 to 2029/30.</p>
<p>Objective or outcomes of the intervention (specify which)</p>	<p>Based on the mandate of the Department, this evaluation should validate current interventions, identify emerging rural safety needs, and provide alternative guidance on key programmatic features to be considered when dispensing the services; given the roles and responsibilities conferred to provinces by the Constitution.</p> <p>Furthermore, the Department endeavours to create an enabling environment for the agricultural sector to realise the following outcomes:</p> <ul style="list-style-type: none"> a) Drive the reduction of crime in farming areas; b) Enabling functional safety and security structures in the farming community; c) Instituting a holistic approach to rural safety; d) Ensure an overall improved and protected agricultural environment.
<p>Outputs of the intervention (e.g. From log frame)</p>	<p>The Department is expected to yield the following benefits from this evaluation:</p> <ul style="list-style-type: none"> a) Identify the emerging Rural Safety needs and interventions for the agricultural sector in the Western Cape; b) Develop a rationale (logic) on why these interventions are a priority; c) Data to inform new interventions and improve existing ones; d) New technology adoption propositions; e) Research and knowledge exchange; f) Strategic engagement.
<p>Duration and timing of the intervention (when started, when ends)</p>	<p>The evaluation will be implemented in 2023/24 financial year, marking the end of the 2019/2024 Strategic Plan cycle and the introduction of the 2025/26-2029/30 Strategic planning process. It is therefore intended to influence the agenda of the WCDoA and its stakeholders, for the new 5- year Strategic plan.</p>

Part C: Motivating for the evaluation of this intervention being considered in the National or Provincial Evaluation Plan

How is this linked to the 5 VIPs and 7 National Priorities?	
<p>Although the National and Provincial governments have not developed new plans to guide Departments conducting evaluations, this evaluation will not be implemented in a policy vacuum. On the National government policy front, the need for performance monitoring and evaluations has been documented widely. At the policy apex is the National Development Plan (NDP) Chapter 13: 'Building a capable and developmental state', with the intention to ensure good corporate governance, and professional and ethical organisations through a process of rigorous and ongoing evaluation at National and Provincial level.</p> <p>In the National Government Medium Term Strategic Framework (MTSF) for the period 2019/20 to 2024/25, the relevance of this exercise is expressed under priority 1: A capable, ethical, and developmental state which includes improved governance and accountability as one of the outcomes, and the integrated monitoring and evaluation system as a performance indicator.</p> <p>At the provincial level, the Western Cape Government's current Strategic Plan (though not implemented outright due to the disruptive outbreak of Covid-19 pandemic), underscores the need to strengthen good governance by, <i>inter alia</i>, being innovative and creating an enabling economy. Conducting performance monitoring and evaluation of the services rendered to citizens, is one of the key innovative processes towards the achievement of this goal. This innovative approach enables each department to enquire whether it is doing the right things, and whether the processes are effective, efficient and providing value for money.</p> <p>Chapter 6 of the NDP clearly highlights an inclusive rural economy with increased job opportunities along the value chain, as a priority. Despite the prevailing fiscal pressures, the department has maintained its commitment to the rural safety interventions within the rural areas in the province, in order to achieve the Medium Term Strategic Framework (MTSF) commitments and the imperatives to be imbedded in the Provincial Strategic Plan (PSP).</p> <p>Chapter 12 of the NDP speaks to building safer communities and Priority 6 of the MTSF (2019 -2024) clearly highlights the need for Social Cohesion and Safe Communities. An integrated approach to safety and Security will require coordinated activity across a variety of departments, the private sector and community bodies; the latter to include revitalised community-safety centres. This approach aims to build safety using an integrated approach. Achieving long-term, sustainable safety requires tackling the fundamental causes of criminality. This would mean mobilising state and non-state capacities and resources at all levels, and citizen involvement and co-responsibility.</p>	
How large is it?	
Estimated budget for intervention for current financial year (total also if known)	It is expected that the Programme allocation will be approximately R20 million during the 2023/24 MTEF.
No of people directly affected or enrolled (e.g., service users, beneficiaries...)	There are currently 6 937 commercial and 9 844 smallholder farmers in the Western Cape Province who could benefit from this evaluation. According to the Quarterly Labour Force Survey of StatsSA (Q1 of 2022), there are 254 832 agri workers and 230 557 agri processing workers in the Western Cape. This represents

	28, 7% of all agri workers in South Africa and 17, 28% of the 2, 52 million jobs in the Province. All these stakeholders have a role to play in the implementation of this strategy.
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Is this an area of substantial public interest? If so, how is this shown?	
The importance of agriculture in stimulating economic development, job creation and poverty alleviation is globally acknowledged. Our agricultural producers and agri workers, as the agents of food security and key drivers of the economy, deserve to be acknowledged, appreciated, and protected. The safety of all stakeholders within the agricultural value chain is therefore key to addressing rural poverty, promoting sustainable food security, and driving local economic development.	
Is the intervention at a critical stage where decisions need to be taken, and when?	
This evaluation will be implemented during the 2023/24 financial year and on a strategic level, the year in question will be critical for the Departments' planning process. It marks the end of the current cycle for implementing the 2019/2024 Strategic plan and the commencement of the 2025/26-2029/30 Strategic planning process. For this reason, it will provide the department with an opportunity to evaluate key interventions and in particular the level of efficiency and efficacy of the Department in discharging its responsibilities as mandated by the national and provincial government. The outcome of these evaluation will ultimately serve as the scientific instruments to guide the review process of projects and programmes, the development of a SWOT analysis and the overall articulation of the Theory of Change (TOC) process.	

Part D: Details on the evaluation proposed

Key focus of the evaluation	The key focus is on improvement of current rural safety interventions offered to the agricultural sector and unearthing new service priorities, leading to the achievement of provincial outcomes that include economic growth, employment creation and household food security.	
Type of evaluation	Impact and implementation evaluation of rural safety interventions.	
Likely duration (months)	6 months	
How recently was this intervention evaluated – if not for a long time, then higher priority	N/A	
Do you have an approximate budget for the evaluation?	It is estimated that the evaluation will cost between R1million and R1.2 million.	
What potential budget for evaluation is available from the Dept., or donors?	The Department has availed R1.2million for this evaluation.	
What are the main evaluative questions you will be asking		
It is expected that this evaluation will answer the following questions:		
<ul style="list-style-type: none"> a) How efficient and effective are the implementation of the rural safety interventions? b) Does the Department have enough capacity to implement rural safety interventions? c) What is the impact of the current rural safety interventions? d) What are the emerging rural safety needs for the agricultural sector? e) Which actors are the most appropriately placed to address these rural safety needs? f) Which key rural safety interventions should be rolled out by the Western Cape Department of Agriculture? g) Which structures should be put in place to ensure comprehensive rural safety implementation within the agricultural sector in the Western Cape? h) How should the Department change to deliver these rural safety interventions? 		

i) Which current rural safety interventions should be discontinued and why?	
What monitoring data or existing evidence can be used, including background and previous documented performance, current programme situation? Is this of good quality?	<ul style="list-style-type: none"> • Rural Safety Baseline study • Rural safety Summit reports • Rural safety monitoring dashboard reports • Annual Performance Plan: Western Cape Department of Agriculture • Departmental Strategic plan • Provincial Strategic Plan • Constitution of the Republic of South Africa • Link between National Outcomes and Provincial Performance Indicators. • National Development Plan • MTSF (2014 -2019) Priorities • Legislative environment
Is there a strong theory of change and logical framework	A theory of change (ToC) for the Department's interventions was crafted during the development of the 2019/20-24/25 Strategic plan. However, this study will be used to validate the current TOC and to document the implied or explicit change and the implementation logic that lies behind the new interventions introduced.

7.3 Concept Note 3: The Witzenberg PALS (Partners in Agri Land Solution) initiative

Part A: Key contact details

Name of proposed evaluation	Evaluation of the Witzenberg PALS (Partners in Agri Land Solution) initiative	Year proposed	2023/24
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Institution proposing evaluation	Western Cape Department of Agriculture	Initial Contact person (name /designation)	Dr Dirk Troskie
Telephone	023 316 1191	Email	dirk.troskie@westerncape.gov.za
Alternative contact	Mr Gerrit Van Vuuren Pals Legal and Strategic Advisor	Telephone	021 808 7733
Email	admin@sapals.co.za		

Department that is custodian (and will implement the improvement plan arising from the evaluation)	Custodian department: Western Cape Department of Agriculture- it will utilise the lessons to improve its programmes
Other key departments/ agencies involved in the intervention	PALS (Partners in Agri Land Solution).

Part B: Background to the intervention being focused on

<p>Specific unit of analysis of the evaluation (should be a policy, plan, programme, or project)</p>	<p>The Witzenberg PALS³ (Partners in Agri Land Solution) framework represents a radical departure from past land-reform models and is based on sound business principles, solid legal structures, mentorship, and training of previously disadvantaged farmers to become successful commercial farmers.</p> <p>The evaluation of the PALS land reform initiative focusses on the efficiency and efficacy of the Witzenberg PALS land reform initiative, aimed at facilitating access to and transfer of land to invest in new and existing enterprises to create partnerships to the benefit of all shareholders.</p> <p>The PALS initiative is active in other provinces, while the proposed evaluation is restricted to PALS activities in the WC Province.</p>
<p>Give some background to the intervention</p>	
<p>Summary description</p>	<p>The PALS formal initiative was launched in August 2014 through engagements between commercial producers and emerging farmers; in partnership with the Witzenberg Municipality and the local community. Further consultations followed with relevant government ministers early in 2015.</p> <p>While the initial focus was on black land ownership, the PALS initiative now includes other opportunities for black entrepreneurs in agricultural value chains, such as packhouses, cold storage and marketing.</p> <p>The initiative has also expanded to other regions, with projects registered in Piketberg, Porterville, Robertson and Riviersonderend, in the Western Cape.</p> <p>Interest has been generated for projects in other provinces, such as Mpumalanga, Limpopo, and the Eastern Cape. However, the focus of the proposed evaluation is on the Western Cape PALS initiatives.</p> <p>The Witzenberg PALS Centre in Ceres serves as the platform from where all the PALS projects are implemented and co-ordinated. Support functions include negotiations with government and financial institutions, as well as training and mentorship programmes.</p> <p>More than 100 farming businesses are members of PALS, either directly or through packhouses.</p> <p>Apart from membership fees to finance PALS Centre operations, members have invested more than R100 million to purchase and develop land for PALS projects.</p> <p>Due to the lack of funding for emerging farmers to acquire land or to provide security for accessing financing from commercial banks, these farmers provide security for the financing of newly established farming ventures at a substantial risk to themselves. Moreover, the established white farmers are prepared to invest more, should government grant the necessary enablers.</p>

³ For the purpose of this evaluation, the project may be referred to as the Witzenberg PALS, or PALS ,given the fact that this initiative started in Witzenburg area and now spreading beyond the point of origin.

PALS has more than 100 listed projects, ranging from land reform and value chains to socio-development projects.

As of 2018, 11 projects had been implemented that entailed the transfer of ownership to co-owned PALS companies; 13 are in the process of being implemented, which should take six to 12 months; and an additional 16 are under discussion.

PALS projects focus on establishing successful **individual** black farmers instead of working with unmanageable large groups of beneficiaries. Initially 30% shares were donated in return for enablers by government, but as government did not provide the enablers of recognition, water licenses, tax incentives, cheaper subsidised funding and other services, the framework was amended.

Three implemented PALS enterprises were done with 30% black shareholding, and the balance of approximately 17 new enterprises were at least 51% black owned and in some cases 60%, 85% or 100% black owned.

The model involves participating commercial farmers donating a minimum of 30% of shares in a new project to a beneficiary farmer. This gives the beneficiary a veto over all major decisions taken on behalf of the company. Moreover, the black farmer has the option to obtain the majority or 100% shareholding, which has not previously been the case with Land Redistribution for Agricultural Development (LRAD) farmers, and other black farmers.

Larger employee groups may benefit from profit-sharing through a Personnel Trust, which provides dividends to be spent on community projects chosen by the workers themselves.

All PALS projects include compulsory mentorship and training programmes, which are monitored by the PALS Centre.

Since its launch in 2014, Witzenberg PALS has implemented a range of agri-transformation projects to accelerate land reform, as well as support the development of emerging disadvantaged and aspirant black farmers entering the agri value chain.

The PALS initiative was planned and developed as a programme fostering economic growth through providing enabling conditions for new agricultural enterprises to emerge, with job creation and social harmony as its central pillars.

The requirements for a successful and sustainable land reform enterprise are land, agricultural skills, tenure rights, market access, working capital, and exit strategy in the context of a supportive environment.

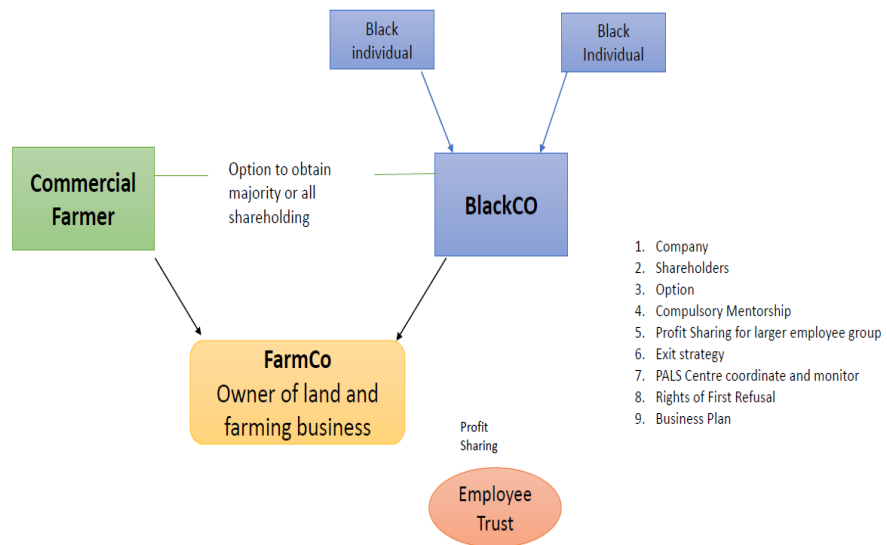
The goals of the PALS initiative include:

- 1) The establishment of successful black farmers;
- 2) To involve the whole community in an inclusive process;
- 3) To extend the initiative to other areas and agri related industries;
- 4) To establish and manage the PALS Centre as “one stop shop”;
- 5) Focus on mentorships and training programmes.

Focus of the intervention

- 1) The PALS implementation framework was refined in consultation with government and stakeholders to address issues of transparency and mistrust.
- 2) The framework includes the following characteristics and advantages:
 - Development of sustainable business enterprises;
 - Company affords protection and veto rights to shareholders;
 - Commercial manager or shareholder;
 - Compulsory mentorship and/or management agreement;
 - Socio-economic upliftment of individual black commercial farmers and farmworkers;
 - Access to markets, value chain and supporting environment;
 - Bankable business plans promote access to finance;
 - Effective dispute resolution;
 - Exit strategy.
- 3) The PALS framework includes engaging established farmers in the endeavour to share their experience and agricultural knowledge with aspiring new farmers and encouraging ongoing support from current established farmers.

PALS FRAMEWORK



Objective or outcomes of the intervention (specify which)

- 1) Facilitation of the processes of ceding unused land to aspirant disadvantaged farmers intent on commencing commercial farming and becoming successful farmers;
- 2) Supporting the development of aspirant disadvantaged farmers previously unable to acquire farming land, and linking them to existing farmers in the interest of providing guidance and support to the emerging farmers;
- 3) Through the PALS Centre, facilitating, coordinating, and enabling inclusive agricultural development, and engaging with commercial and new era farmers, the community, and all government departments;
- 4) The overall objective of PALS is to support processes required for previously disadvantaged farmers to become landowners with full title, and to support their success as farmers through partnerships with commercial farmers. This process is based on legally endorsed principles

	and protocols, and the concept is claimed to be replicable across all commodities.
Duration and timing of the intervention (when started, when ends)	The PALS initiative commenced in 2014 and it is envisaged as continuing for the foreseeable future.

Part C: Motivating for the evaluation of this intervention being considered in the Provincial Evaluation Plan (How is this linked to Provincial and National strategies)

In South Africa, the National Development Plan vision 2030 (NDP) states that land reform will unlock the potential for a dynamic, growing and employment-creating agricultural sector. The NDP bases land reform on the following principles:

- Enable more rapid transfer of agricultural land to black beneficiaries without distorting land markets or business confidence in the agri-business sector.
- Ensure sustainable production on transferred land by making sure that human capabilities precede land transfer through incubators, learnerships, mentoring, apprenticeships and accelerated training in agricultural sciences.
- Establish monitoring institutions to protect land markets from opportunism, corruption and speculation.
- Bring land-transfer targets in line with fiscal and economic realities to ensure that land is successfully transferred.
- Offer white commercial farmers and organised industry bodies the opportunity to significantly contribute to the success of black farmers through mentorships, chain integration, preferential procurement and meaningful skills development.
- Support labour intensive, export focussed irrigation farming as a vehicle to create 1 million jobs in rural areas by 2030.

Furthermore, Chapter 13 of the NDP emphasises the need for “building a capable and developmental state”, with the intention to ensure good corporate governance, professional and ethical organisation through a process of rigorous and ongoing evaluation at National and provincial level;

The Medium-Term Strategic Framework (MTSF) for the period 2020/21 to 2024/25:

One of the main focus areas of the MTSF is on ‘Priority 1: A capable, ethical and developmental state which includes improved governance and accountability as one of the outcomes and the integrated monitoring and evaluation system as a performance indicator;

The Western Cape Government ‘Vision Inspired Priorities’ (VIP):

The current Strategic Plan underscores the need to strengthen good governance in the Province by, inter alia, being innovative and creating an enabling economy. Conducting performance monitoring and evaluation of land reform models and process is one of the processes contributing towards the achievement of this goal. This approach enables the department to enquire whether it is doing the right things, and whether the processes are effective, efficient and providing value for money **when compared to private sector led initiatives**. For this reason, it is in the national interest for the PALS evaluation to receive national, provincial and local authority attention and support. We need to draw up lessons to fulfil the land reform agenda in a sustainable manner.

Innovative

The PALS initiative is a pioneering and innovative project which addresses key issues related to equity in the farming sector, and which opens opportunities for aspiring black farmers to

benefit from Land Redistribution for Agricultural Development (LRAD), and which contributes to the Provincial agricultural outputs.

How large is it?		
Estimated budget for intervention for current financial year (total also if known)	YEAR	AMOUNTS SPENT (R Million)
	2022	R3 million
	2023	R3,5 million
	2024	R4,5 million
	TOTAL	R11 million
SA PALS will have a further budget of R3 million per year from 2023 as a result of Nedbank partnership.		
Number of people directly affected or enrolled (e.g., service users, beneficiaries...)	1) New black farmers in PALS enterprises: 85 2) Beneficiaries of Trusts of PALS members: 2,312 3) Jobs created through PALS enterprises: - Direct: 1,673 - Seasonal: 1,424 - Total jobs: 3,097 4) Employees in PALS centre: 11	

Is this an area of substantial public interest? If so, how is this shown?
Successful land reform is key to the economic, social, and political stability of South Africa, and the access to agricultural land on the part of aspirant farmers, some of whom were previously dispossessed of land, is an area of substantial public interest. The PALS focus is on providing advisory services to smallholder and medium commercial farming enterprises, in the interest of supporting the success of new agricultural landowners.
Is the intervention at a critical stage where decisions need to be taken, and when?
1) The proven practical PALS framework and PALS centre as a supporting “one-stop shop”, led to the National President announcing that government plans to conclude Public Private Partnership with PALS on 6 June 2022. 2) The expansion to all areas of Western Cape can assist with coordination and monitoring of inclusive agricultural growth in the province.

Part D: Details on the evaluation proposed

Key focus of the evaluation	The evaluation will probe the design, implementation and outcome components of the PALS programme from inception to date. It will also probe the viability of the implicit ‘theory of change’ . Moreover, the evaluation will probe the future prospects of the PALS intervention, based on evaluation findings.
Type of evaluation	Design/ Implementation/ Outcome
Likely duration (months)	6 Months
How recently was this intervention evaluated – if not for a long time, then higher priority	The relatively new programme has not to this point been the subject of the evaluation.
Do you have an approximate budget for the evaluation?	R800,000
What potential budget for evaluation is available from the Dept, or donors	Not yet determined
What are the main evaluative questions you will be asking (maximum 5)	

More than five evaluative questions are suggested below:

- a) Has a viable and proven 'theory of change' been determined, to guide implementation of the PALS Programme?
- b) To what extent has the intervention achieved its own stated targets and objectives?
- c) What challenges have had to be faced in developing the PALS initiative, and what challenges are likely but not yet identified?
- d) What are the perspectives of emerging farmers regarding the support that the PALS Programme is providing?
- e) What challenges to sustainability of farming operations are being experienced by the beneficiaries of the Programme?
- f) What other critical contextual factors are influencing the Programme, and how can they be mitigated or enhanced in the interest of better outcomes?
- g) What are the attitudes of emerging farmers in respect of the support provided by PALS, and in respect of prospects for their future farming success?
- h) What if any aspects of the PALS Programme should be improved, in the interest of improving outcomes of the Programme?
- i) What critical success factors can be identified to ensure successful implementation and outcomes of the PALS initiative?

<p>What monitoring data or existing evidence can be used including on background and previous documented performance, current programme situation. Is this of good quality?</p>	<p>1) PALS records and data can be accessed to determine the progress of the initiative to date and the challenges and opportunities in respect of the initiative. 2) Additional data should include data on land use, interviews with stakeholders, focus groups with beneficiaries, and beliefs and attitudes relevant to the initiative.</p>
<p>Is there a strong theory of change and logical framework</p>	<p>The Theory of Change (TOC) is implicit, and to date has not been formally articulated and documented.</p>

7.4 Concept Note 4: The Land Reform Programme

<p>Name of proposed evaluation</p>	<p>Evaluation of land reform projects supported by department of Agriculture Western Cape</p>	<p>Year proposed</p>	<p>April 2019 – March 2024</p>
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<p>Institution proposing evaluation</p>	<p>Department of Agriculture</p>	<p>Initial Contact person (name</p>	<p>Mr Jerry Aries</p>
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		/designation)	
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Email	Douglas.chitepo@westerncape.gov.za Adriaan.Conradie@westerncape.gov.za	Telephone	021-808 5310 021 -808 7674
Telephone			

Department that is custodian (and will implement the improvement plan arising from the evaluation)	Custodian department: Western Cape Department of Agriculture Supporting departments: Department of Agriculture Land Reform and Rural Development (DALRRD)
Other key departments/ agencies involved in the intervention	Casidra Hortgro The 10 commodity partners within the Western Cape Province are also integrally involved in the delivery of successful land reform projects CASIDRA and Hortgro as Project Management Implementing Partners are involved in supporting the WCDOA in the implementation of projects.

Part B: Background to the intervention being focused on

Specific unit of analysis of the evaluation (should be a policy, plan, programme or project)	<p>The renewed focus and the debate around the accelerated reform (expropriation with/without compensation or any other legal means) imply that there will be an increased demand for support by the new farmers. It is important to also note also that international experience has shown that for every one rand spent on land purchasing, another rand should be spent on post-settlement support if a land reform programme is to be successful. It is for this reason that the Department will continue implementing the commodity approach as a strategy towards the creation of an ecosystem of support for successful land reform.</p> <ul style="list-style-type: none"> The department conducted an external land reform evaluation aimed at determining the performance of agricultural land reform projects that had been supported
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	<p>during 2014 -2019. The study, which rated projects on 39 indicators based on the triple bottom line i.e. social, environment and financial, revealed that 72% of projects were successful in the period between 2014 and 2019.</p> <ul style="list-style-type: none"> • One of the foci of the Medium Term Strategic Framework (MTSF) for 2019- 2024 is on collaborative support for land reform farms and graduation of smallholder farmers to commercial status. The five MTSF priorities are at the core of the development of the Department's interventions over the next five years. At a Sector level, the recently re-configured Department of Agriculture, Land Reform and Rural Development (DALRRD) held a strategic planning session from 2 – 4 October 2019 to start the process of developing an intervention strategy for the period 2020/21 to 2024/25. During this session the link between the MTSF framework and actions in the Agricultural Sector were agreed upon • Land reform (Redress and equitable access to land): therefore must look at how best redistribution, restitution of land reform within the context of different variables will contribute towards Vision 2030. Therefore, successful land reform remains an important development imperative to secure the nation's democratic stability.
Give some background to the intervention	
Summary description	<p>The success of land reform projects is based on a plethora of factors, of which one of the most important is the fine balance between available natural resources, especially soil and water, and choice of farming operation.</p> <p>The Department of Rural Development and Land Reform is responsible for the implementation of the following land delivery programmes: land restitution, land redistribution and tenure reform.</p> <p>The Land Redistribution for Agricultural Development (LRAD) Programme has been the main focus for collaboration with the Department of Agriculture, as it is geared towards economic development in the agricultural sector. The Land Redistribution for Agricultural Development (LRAD) programme makes grant allocations available to beneficiaries for agricultural land acquisition, for production purposes on commonage land and through Farm Worker Equity Schemes (FWES).</p> <p>The introduction of the Proactive Land Acquisition Strategy (PLAS) by the state for targeted groups in the land market was to ensure that land and agrarian reform moves to a new trajectory. The LRAD was promised on the notion of land being owned by beneficiaries. However, it promoted large groups of people owning a single farm, resulting in problems of ownership and responsibility for outcomes due to intragroup dynamics, etc. With the introduction of PLAS, emphasis is on single families leasing a</p>

	<p>single farm from government and because it is done as a lease it cannot be sold.</p> <p>The PLAS dealt with two possible approaches: a needs-based and a supply-led approach, but essentially focusing on the state as the lead driver in land redistribution rather than the current beneficiary-driven redistribution.</p> <p>The PLAS approach is primarily pro-poor and is based on purchasing advantageous land.</p> <p>The main advantages of this PLAS approach are to:</p> <ul style="list-style-type: none"> • accelerate the land redistribution process; • ensure that the DALRRD can acquire land in the nodal areas and in the identified agricultural corridors, as well as other areas of high agricultural potential to meet the objectives of NDP • improve the identification and selection of beneficiaries and the planning of land on which people would be settle (see ownership vs non-ownership – PLAS / LRAD explanatory statement above); and • ensure maximum productive use of land acquired. <p>The success of land reform within the agricultural context is an important focus area for the WCDOA, and it aims to mitigate the challenges highlighted by approximately 227 projects (smallholders and commercial) assisted to date. The aim is to address the problems listed below, either at policy or implementation level:</p> <ul style="list-style-type: none"> • Land reform process is slow and needs to be fast tracked with more emphasis placed on integrated and seamless settlement support; • Private sector involvement in agricultural development is lacking and this limits the sharing of expertise and market linkages; • The number of farms transferred, beneficiaries supported and associated hectares should be less important than the success of producers settled; • The lack of credible farm plans has a significant impact on the success of land reform and thus thorough planning should be a prerequisite for project approval; • There is lack of centralised information management on agriculture land reform delivered by government.
<p>Focus of the intervention</p>	<ul style="list-style-type: none"> • The focus is on post settlement support by the Department to make the farms sustainable in the long term. • Determine how successful or not mentorship support and assistance via the commodity structures and or agricultural stakeholders to farmers supported • Determine if sound financial –and management skills are existing within farming enterprises supported • What is the status of readiness of projects to graduate from grant support to a hybrid /blended finance model

Objective or outcomes of the intervention (specify which)	<p>As a Department, our objective is to ensure that</p> <ul style="list-style-type: none"> • Projects are supported through mentorship; • Agricultural businesses skills are audited; • Effective and quality extension advice to Farmers • Agricultural demonstrations and farmers' days are facilitated for skills development.
Outputs of the intervention (e.g. from logframe)	<ul style="list-style-type: none"> • Number of projects supported through mentorship • Number of agricultural businesses skills audited • Number of farmers supported with advice • Number of agricultural demonstrations facilitated • Number of farmers' days attended • Number of commodity groups /partners supported during this period • Number of farmers that have effective financial-and management structures in place • Number of projects that are potentially blended finance ready
Duration and timing of the intervention (when started, when ends)	<p>The Executive Authority, Minister Alan Winde, has identified poor progress with land reform in 2014 as a major risk for the agricultural sector and for this reason it requires attention from all stakeholders before the lack of progress destabilises the Western Cape economy. It is for this reason that our evaluation focus is on projects initiated in 2014 and subsequently supported by the Department. No end date has been envisaged at this stage.</p>

Part C: Motivating for the evaluation of this intervention being considered in the National Provincial Evaluation Plan (does not have to score high on all of these)

How is this linked to the 5 PSGs and 14 National Outcomes?		
<p>The Western Cape Provincial Strategic Goals (PSG's) are firmly geared towards responding to land reform through its committed input to four related National Outcomes, namely:</p> <ul style="list-style-type: none"> • Outcome 4: Decent employment inclusive growth • Outcome 5: A skilled and capable workforce to support and inclusive growth path; • Outcome 7: Vibrant, equitable and sustainable rural communities with food security for all; and • Outcome 10: Environmental assets and natural resources that are well protected and continually enhanced. 		
Table 5: The five National Spatial Outcomes.		
NO	TITLE	DESCRIPTION
1	National urban network	A network of consolidated, transformed and well-connected national urban nodes, regional development anchors, and development corridors that enable South Africa to derive maximum transformative benefit from urbanisation, urban living and inclusive economic development

2	National resource production regions	National corridors of opportunity enable sustainable and transformative national development, urbanisation, urban consolidation, mutually beneficial urban and rural linkages, and ecological management.	
3	National connecting and movement infrastructure	National connectivity and movement infrastructure systems are strategically located, extended and maintained, to support a diverse, adaptive and inclusive space economy and key national and regional gateways.	
4	Productive rural regions	Productive Rural Regions, supported through sustainable resource economies and regional development anchors, enhance resilience in rural areas, to enable access to the dividends of urban consolidation, rural innovation and climate adaptation.	
5	National ecological infrastructure and natural resource base	National ecological Infrastructure and the national natural resource foundation is well-protected and managed, to enable sustainable and just access to water and other natural resources, both for current and future generations.	

Source: Draft National Spatial Development Framework (2020)

Table 6: Linking MTSF priorities to the Agricultural Sector.

NR	MTSF PRIORITY	CONTRIBUTION	RATIONALE FOR SELECTION
1	A Capable, Ethical and Developmental State	Core	Good corporate governance, professional and ethical organisation
2	Economic Transformation and Job Creation	Core	Equitable land ownership, decentralised economy, ability to stimulate other sectors through the value chain, multiplier effect. Facilitate the commercialisation of black farmers to contribute to: GDP, Job creation, Transformation of the Agri-food value chain
3	Education, Skills and Health	Enabler	Agriculture colleges provide skills, mandate to skill existing farmers, nutrition security, building capacity through formal and informal training. Integrated Food Security and Nutrition strategy of South Africa, with specific focus on food safety
4	Consolidating the Social Wage through Reliable and Quality Basic Services	Contributor	Coordination of the delivery of basic services through district rural development plans

5	Spatial Integration, Human Settlements and Local Government	Core	Integrated land distribution, Spatial transformation, Integrated land administration system, Equitable access to land for all land uses
6	Social Cohesion and Safe Communities	Enabler	Supporting social cohesion and safety of rural communities
7	A Capable, Ethical and Developmental State	Core	Good corporate governance, professional and ethical organisation
8	A better Africa and World	Enabler	Trade agreements and protocols for market access and implementation of the African free trade. Role to ensure that our borders are properly demarcated

The Western Cape Department of Agriculture, through implementation of its Strategic Plan (2020/21-2024/25), aims to support the increased number of land reform beneficiaries by responding to their post-settlement needs, and providing support services to all farmers in the Province to ensure that agriculture remains competitive and sustainable.

Innovative

The efficiency of implementing projects with partners has improved the impact of land reform programme in the Western Cape. This has been done through the Commodity approach. Key to this approach is the creation of partnerships between government and private sector at the institutional level to draw on the commodity experts who contribute to improved planning and delivery of selected agricultural enterprises. Furthermore, this partnership seeks to ensure that smallholder farmers gain access to mentorship support from the commercial farmers and also access to existing marketing networks.

The Department has therefore, partnered with 11 commodity formations in the Province, focusing by and large on the agricultural value chains identified within the Agriculture Policy Action Plan (APAP) – which is an agriculture plan to deliver on the target set by the National Development Plan.

How large is it?	
Estimated budget for intervention for current financial year (total also if known)	R1 000 000 N/A
Nos of people directly affected or enrolled (e.g. service users, beneficiaries...)	227 projects to be evaluated ; beneficiaries will be determined by the number of persons per project

Is this an area of substantial public interest? Is so how is this shown?

Without a successful land reform intervention in South Africa, the social, political and economic sustainability of the country will be under severe threat. One of the NDP imperatives is that of the creation of **partnerships** within the agricultural fraternity to strengthen land reform and thus enable the sector to create the important one million new jobs by 2030, contributing significantly to reducing overall unemployment.

Is the intervention at a critical stage where decisions need to be taken, and when?

The WCDOA intervention has been implemented since 2014 and funded from national government grant funds. It is a common fact that the South African Fiscus is under pressure and for this reason the impact of this programme on farmers, as well as the economic value derived by the farmer and the sustainability of supported farming enterprises should be independently evaluated to justify continued funding.

Part D: Details on the evaluation proposed

Key focus of the evaluation	<p>The purpose of this evaluation is to determine the performance of agricultural land reform projects supported by the Department from 1 April 2019 to 31 March 2024</p> <p>The evaluation will focus only on agricultural land reform projects (smallholder and commercial producers) supported by the WCDOA from 2019 to date. The evaluation will focus on CASP and Ilima-Letsema funded projects.</p>	
Type of evaluation	<p>a) Impact evaluation</p> <p>This will require analysis of what impact has been achieved to date, against the WCDOA's set goals. A key indicator to be assessed is the graduation of smallholder producers to commercial status – which could be informed by access to markets and turnover of more than R1m. The respective contribution of the support of the WCDOA and partners to this will need to be determined. It is expected that the evaluation will identify those elements of the strategy which are most effective as well as those which have been less or unsuccessful to date. This will involve documentation of both intended and unintended consequences of the CASP/Ilima funded projects. It should also take into account the collaborative support of land reform farms by other agencies in assessing the particular contributions of the WCDOA.</p>	
Likely duration (months)	6 months	
How recently was this intervention evaluated – if not for a long time then higher priority	Evaluation was done in 2013/2014. The current evaluation is focusing on all projects from April 2019 to date	
Do you have an approximate budget for the evaluation?	R1 000 000	

What potential budget for evaluation is available from the Department, or donors	None
What are the main evaluative questions you will be asking (maximum 5)	
<p>This evaluation study will focus only on agricultural land reform projects that have been supported by the WCDOA since 2019 and this performance evaluation seeks to answer the following questions regarding the success of the programme:</p> <ol style="list-style-type: none"> 1) Do the financial position and records of the land reform projects indicate a sustainable business model? 2) What is the nature and extent of re-investments by the farmer into the business? 3) Do the projects comply with statutory requirements such as Labour and Tax legislation? 4) Has the business developed secure markets for the produce and are they maintaining these markets? 5) Has the socio-economic position of beneficiaries improved since they became participants in the project? 6) Does the Extension Officer (s) render effective and quality extension advice to producers to increase economic survival? 7) Is the current mentorship interventions effective and contributing to a sustained farming enterprise <p>How effective is the current business skills audit processes on farmers</p>	
What monitoring data or existing evidence can be used including on background and previous documented performance, current programme situation. Is this of good quality?	There is a substantive body of information from the previous evaluation studies; i.e. food security, land reform study and commodity approach. This data and analysis is of good quality.
Is there a strong theory of change and logical framework	The WCDOA needs to assess the design of the model with a view to documenting its optimal theory of change; i.e. <i>how</i> the intervention contributes to successful outcomes of the Land Reform programme. The evaluation should also identify those elements and approaches that do not substantively add value and which may detract from the long-term sustainability and support for the programme. There is a wealth of case study and project data, as well as a range of different types of participants in the programme and different contexts of Land reform. This allows strong opportunities to learn 'what works' and what might usefully be left behind in the evaluation of the programme. To this end there is an implementation plan with goals, strategic intentions and specific initiatives.

7.5 Concept Note 5: The Market Access Programme

Part A: Key contact details

Name of proposed evaluation	Evaluating the impact of the Market Development Interventions in increasing exports	Year proposed	2023/24
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Institution proposing evaluation	Western Cape Department of Agriculture	Initial Contact person (name /designation)	Ms Bongiswa Matoti Director: Agricultural Economics Services
Telephone	021 808 5213	Email	Bongiswa.Matoti@westerncape.gov.za
Alternative contact	Ms Londiwe Thabethe	Telephone	021 808 7733
Email	Londiwe.thabethe@westerncape.gov.za		

Department that is custodian (and will implement the improvement plan arising from the evaluation)	Custodian department: Department of Agriculture
Other key departments/ agencies involved in the intervention	South African Table Grape Industry (SATI), Sustainability Initiative of South Africa (SIZA), Wine & Agricultural Ethical Trade Association (WIETA), South African Wine Transformation Unit (SAWITU) Wines of South Africa (WOSA), Hortgro and Fresh Produce Exporters Forum (FPEF), Wesgro

Part B: Background to the intervention being focused on

Specific unit of analysis of the evaluation (should be a policy, plan, programme or project)	The Market Development Interventions undertaken by the department and together with its partners as mentioned above.
Give some background to the intervention	
Summary description	<p>The Provincial Economic Review and Outlook (PERO) 2022/23 indicates that between 2012 and 2021, the agricultural sector growth (44.9%) outperformed all other sectors in the province. This outstanding performance could be attributed to the sector's significant growth in exports (36.0%) over the same period. The rapid expansion took place despite harsh periods of drought between 2015 and 2019 and COVID-19 pandemic measures that negatively affected most industries, especially wine in 2020. This growth in agriculture and exports, provides an indication of how important agricultural exports are to the province.</p> <p>As such, market access becomes a critical variable in the growth of the agricultural sector and the Western Cape economy, hence a ministerial priority and a focus area in the Growth for Jobs Strategy. The role exports play in job creation has been researched by this department through the PROVIDE Project. It can accordingly be expected that the market development initiatives of the department that aim to support the sector to increase its exports, will contribute to jobs; which is one of the three</p>

	<p>priorities of the Province as stipulated in the Provincial Strategic Plan (PSP) 2019/20 - 2024/25.</p> <p>The contribution agriculture makes to the economy of the province is reliant on the ability of the sector to export and earn foreign income based on the realisation of income, and jobs created or maintained. Programme: Agricultural Economic Services (AES)-will therefore continue with efforts to support the sector to grow and maintain its export performance.</p> <p>As such, the provision of marketing and agribusiness support services and intelligence aimed at increasing exports become key. Also, greater attention has been given to market development initiatives, product promotion in local and international markets, compliance to standards etc.</p> <p>It is within this mandate that the Western Cape Department of Agriculture must support businesses (new or existing) from the Province to access market opportunities. In order to provide comprehensive support, the Department used the commodity approach to partner with industries in their market development efforts in order to promote the products from the province in different markets across the globe.</p>
Focus of the intervention	<p>The focus of the intervention is on:</p> <ul style="list-style-type: none"> • Product promotions at exhibitions • Consumer education (local and international) • Compliance with standards • Increase trade through investment promotion
Objective or outcomes of the intervention (specify which)	<p>The objective of this intervention is to ensure economic sustainability of existing and new businesses through:</p> <ul style="list-style-type: none"> • Support to comply with public and private standards locally and abroad; • Support for private sector market development driven activities; • Increased investments into the agricultural sector • Improved market access through increased exports
Outputs of the intervention (e.g. from logframe)	<ul style="list-style-type: none"> • Interventions to enhance compliance with local and international standards • Intervention to promote and facilitate investment into the agricultural sector • International exhibitions and in store promotions • Increased exports
Duration and timing of the intervention (when started, when ends)	<ul style="list-style-type: none"> • This project started in 2018/19 and will continue until 2024/25.

Part C: Motivating for the evaluation of this intervention being considered in the Provincial Evaluation Plan (does not have to score high on all of these)

<p>How is this linked to the VIPS and 12 National outcomes?</p> <p>Agriculture has the potential to grow the Western Cape economy. It has been indicated on numerous occasions in the PERO that the main contributing factor is the export potential of agricultural products. Based on this, market access becomes a critical variable in the growth of the agricultural sector and the Western Cape economy, hence a ministerial priority and a focus area in the Growth for Jobs Strategy.</p>

The strategic intervention is aligned to VIP 2 (economy and jobs) to “grow exports by 50% over the next five years. Towards this end, export promotion and facilitation, was identified as one of the levers. It is therefore clear that the Department has the biggest role to play in VIP 2. The specific focus area is growing the economy through export growth with the sub-outcome to “at least maintain the export position of the provincial agricultural sector”

At national level this aligns to National Outcome 4: Decent employment through inclusive growth (NO4) and National Outcome 7: Vibrant, equitable and sustainable rural communities (NO7). These have a strong emphasis on exports and or market access.

Innovative

Integration of producers into markets is ongoing. However, macro-economic environments bring some significant changes and pose some challenges for the smooth implementation of the interventions. This implies that for the interventions to be successful, adaptation is required. The market development initiatives are focused and targeted interventions that involve different role players addressing different aspects and/or elements of market access. It works with various stakeholders and involves close coordination and facilitation of activities which is something that is important for gaining traction in the different markets. Also, the approach of working with various stakeholders is embedded in the WCDoA stakeholder dialogue platforms, export councils and trade agencies on market development interventions in potential markets.

How large is it?

Estimated budget for intervention for current financial year (total also if known)

YEAR	AMOUNTS SPENT (R Million)
2019/20	R13 164 000
2020/21	R14 952 000
2021/22	R14 103 059
2022/23	R16 952 000
TOTAL	R59 171 059

Nos of people directly affected or enrolled (eg service users, beneficiaries...)

Give a figure of beneficiaries supported. These are the people who will be interviewed to validate your success claims

There is a large number of stakeholder and producer participants in these market development interventions, decision to be made on purposive random selection of those who will participate in the evaluation, especially producers.

Is this an area of substantial public interest? Is so how is this shown?

Agriculture is the mainstay of most regions of the Western Cape including the Cape Metro through its forward and backward linkages especially relating to manufacturing. The Provincial Economic Review and Outlook (PERO) 2022/23 indicates that between 2012 and 2021, the agricultural sector growth (44.9%) outperformed all other sectors in the province. Therefore the market development initiatives of the department that aim to support the sector to increase its exports will contribute to jobs which is one of the three priorities of the province as stipulated in the Provincial Strategic Plan (PSP) 2019/20 - 2024/25.

Is the intervention at a critical stage where decisions need to be taken, and when?

The intervention have been on going including in the previous administration but have been refocused and streamlined during this term starting in 2019. As part of this intervention implies international visits and collaboration with various industry partners. It is evident that its return on investment will be questioned from various sides. Nevertheless, this Department is convinced of the value it contributes to the Provincial Agricultural Sector and for this reason considers it of the utmost importance to obtain an outside opinion on it to ensure continued support.

Part D: Details on the evaluation proposed

Key focus of the evaluation	To determine the impact and effectiveness of the market development interventions coordinated by the department and those in partnership with industry partners e.g. SIZA, WIETA, SAWITU, WOSA.	
Type of evaluation	<p>It has an element of Design, Implementation and impact.</p> <p>Approach: the approach will entail the set of probable questions that will be asked the beneficiaries (industry partners and producers) of the key market development interventions.</p> <p>Methodology: It will involve the use of both qualitative and quantitative data collection methods and analytical techniques to address the evaluation questions.</p> <p>Interviews with beneficiaries:</p> <ul style="list-style-type: none"> • One-on-one interviews • Focus group discussions • Representatives from key partners involved in the market development interventions 	
Likely duration (months)	8 Months	
How recently was this intervention evaluated – if not for a long time then higher priority	The Market Access Programme: which is a linked intervention was evaluated in 2014/15.	
Do you have an approximate budget for the evaluation?	R 800 000 to R1million	
What potential budget for evaluation is available from the Dept, or donors	N/A	
What are the main evaluative questions you will be asking (maximum 5)		
<p>a) Did the interventions achieve its own stated objectives?</p> <p>b) What difference did the programme make in the sustainability of the farming operations of the beneficiaries and in terms of market access?</p> <p>c) What critical success factors can be identified to ensure successful implementation?</p> <p>d) What are the critical contextual factors influencing the programme and how can they be mitigated or strengthened?</p> <p>e) What is the level of client satisfaction?</p>		
What monitoring data or existing evidence can be used including on background and previous documented performance, current programme situation. Is this of good quality?	Portfolio Of Evidence (POE) information that followed a guideline i.e. in definition and description. The POE as is collected and used for Quarterly Reports.	
Is there a strong theory of change and logical framework	The Market Access Theory of Change (TOC). Even if the TOC exists, we need to validate its relevance i.e. Is it fit for purpose, if not then develop a new one.	

Part D: Details on the evaluation proposed

8. KEY IMPLEMENTATION ISSUES

8.1 Capacity to undertake the evaluations

WCDoA has learned through experience that a successful evaluation process requires getting the fundamental pillars of support right, including the recruitment of external expert evaluators to conduct the study. For this reason, a range of internal processes were put in place to boost capacity. These include assignment of responsibilities to Senior Managers, development of a management structure to report and monitor progress on a monthly basis, commitment of funds and the appointment on contract, and appointment of an external evaluation resource person to assist programme managers and officials responsible for evaluations.

8.2 Institutional arrangements

A Departmental Evaluation Committee (DEC) was established in 2015 comprising all relevant Programme managers in the department and an external resource person to support evaluations commissioned. This Committee is mandated to oversee and ensure synergy between the various Programmes conducting evaluations of the Department's activities, to interrogate the specifications for evaluation studies, and have oversight on evaluation management to ensure optimal value from evaluation processes. The Committee is also mandated to evaluate all formal proposals received through formal tenders advertised in the Government Tender Bulletin, as per procurement prescripts. This Committee is chaired by the Director for Business Planning and strategy. The same directorate houses the Departmental M&E activities.

In addition to the DEC, Steering Committees comprising external stakeholders, relevant to the field of study will be established for this evaluation. These are people with sufficient social networks, knowledge, and experience of the units of analysis; to supervise the process. The Business Planning and Strategy Directorate will chair this evaluation.

8.3 Funding of the evaluation in the Plan

As indicated in the earlier section, the budget estimates of these evaluations are presented in table 7 below.

Table 7: Evaluation budget

Name of intervention	Title of evaluation	Approx. budget (R)	Source of funds		
			Dept.	Dept. DPME/ Province	Other (specify who)
Service Needs of farmers	The Service needs of different farmer categories. A diagnostic and design evaluation.	R1 000 000	yes	n/a	n/a
The Witzenburg Partners in Agri Land Solution (PALS)	The Witzenburg PALS: A design, implementation and impact evaluation	R900 000	yes	n/a	n/a
Rural Safety	Rural Safety:	R900 000	yes	n/a	n/a

Name of intervention	Title of evaluation	Approx. budget (R)	Source of funds		
			Dept.	Dept. DPME/ Province	Other (specify who)
Interventions	Implementation and impact evaluation of Rural Safety Interventions				
Land Reform projects	Land Reform project: Performance evaluation of Agricultural Land reform projects supported by the Department	R900 000	yes	n/a	n/a
Market Access Programme	Performance evaluation of the Market Access Programme	R900 000	yes	n/a	n/a

8.4 Follow-up to the evaluations

All evaluations will be registered as complete when a Management Improvement Plan (MIP) has been developed and signed by the accounting officer. The process of signing off involves several steps such as: getting an official management response to the recommendations before an improvement plan is drawn up, developing a Management Improvement plan, and having it officially signed off by the HOD (the accounting officer) for implementation. Monthly progress reports (in the form of a template) are submitted to Management.

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