



South African Tourism

Programme Evaluation Framework

February 2022

SA Tourism Programme Evaluation Framework

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List of Abbreviations

CEA	Cost-effectiveness analysis
DAC	Development Assistance Committee
DPME	Department of Planning, Monitoring and Evaluation
OECD	Organisation for Economic Cooperation and Development
SA Tourism	South African Tourism

SECTION 1: INTRODUCTION

1.1 Background

South African Tourism (SA Tourism) undertook a process to develop and implement an Evaluation Framework for its programmes and projects. The project seeks to:

- Develop the SA Tourism Evaluation Framework and Standard Operating Procedure in line with the National Evaluation Policy Framework and best practices; and
- Develop a three-year rolling plan for conducting evaluations in SA Tourism including the criteria for programme and/or project selection as well as actual programme/ project selection for the three years, two programmes/projects per year.

The following scope of work for the study is considered in the evaluation framework:

- Assess whether the identified programmes have successfully delivered on its intended outcomes and impacts as reflected in the programme's plans.
- Determine the benefits that have been derived from the identified programmes and the link to the outcomes of SA Tourism.
- Provide recommendations that can be used during future planning to improve SA Tourism's programmes and projects.

It is understood that the evaluation framework should ultimately assist SA Tourism to:

- Strengthen its programme and project planning and execution;
- Improve accountability;
- Contribute to more effective decision-making; and
- Realise or maximise its intended impacts.

1.2 Purpose of this document

The purpose of this document is to **provide the evaluation framework** within which evaluations may be conducted for SA Tourism's programmes and projects over the three-year period. This evaluation framework document covers the following elements:

- Strategic overview
- Programme theory of change
- Evaluation approach
- Evaluation criteria and evaluation questions
- Evaluation framework for SA Tourism's programmes

Overall, the evaluation framework is informed by the National Evaluation Policy Framework and guidelines developed by the Department of Planning, Monitoring and Evaluation (DPME) as well as best practices from international organisations that guide evaluation practice and theory including the Organisation for Economic Cooperation and Development (OECD) and Better Evaluation. The framework and guidelines prescribe approaches to the development of evaluation frameworks for public development programmes as well as the assessment of the design, effectiveness, and impact of such programmes.

The following DPME frameworks and evaluation guidelines informed the development of SA Tourism's evaluation framework:

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1. National Evaluation Policy Framework, 2019
2. Guideline on Design Evaluation, Guideline No 2.2.11
3. Guideline on Implementation Evaluation, Guideline No 2.2.12
4. Guideline on Impact Evaluation, Guideline No 2.2.13
5. Guideline on Economic Evaluation, Guideline 2.2.15

SECTION 2: STRATEGIC OVERVIEW

This section provides an overview of SA Tourism’s strategic direction, which will be kept in consideration throughout the process of developing and implementing an Evaluation Framework for its programmes and projects.

2.1 Vision

To position South Africa as an exceptional tourist and business events destination that offers a value-for-money, quality visitor experience that is diverse and unique.

2.2 Mission

Marketing South Africa both internationally and domestically to increase the volume of tourists and the value they add to the economy, by means of the following:

- Implementing an integrated tourism marketing strategy for South Africa.
- Promoting South Africa as a world-class business events destination.
- Facilitating the delivery of service-orientated, quality-assured tourism experiences.
- Positioning South African Tourism as an industry thought leader.
- Championing a digital outlook for the industry.
- Enhancing stakeholder participation and collaboration.

2.3 Values and culture cornerstones

SA Tourism is anchored on the following values:

- **Respect:** Everyone will be treated with the utmost dignity, inclusiveness, openness, tolerance and a sense of appreciation of diversity.
- **Integrity:** SA Tourism will do things consistently, regardless of the circumstances.
- **Authentic caring:** SA Tourism staff members will show genuine care to each other, customers, shareholders, partners, suppliers and businesses.
- **Responsibility:** SA Tourism will take personal responsibility for delivering work that exceeds internal and external customers’ expectations.
- **Excellence:** SA Tourism will take pride in, and commit to, always meeting and exceeding its customers’ expectations.

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In living these shared common values as demonstrated through employee behaviours and actions, SA Tourism's organisational culture is firmly placed on the following three cornerstones:

- Teamwork demonstrated by supportive and trustworthy relationships, as well as by strong co-operation across departmental boundaries, as employees co-create innovative solutions;
- Every employee's passion and unwavering drive for excellence will contribute significantly to innovating and creating inspirational memories; and
- "Ubuntu" in all dealings at SAT, which will ensure that people come first and relate to each other with compassion and consideration.

2.4 Legislative and other mandates

SA Tourism is guided by the following legislative framework and policies:

Table 2-1: Legislative and other mandates

Policy/other legislation	Description/Role
White Paper on the Development and Promotion of Tourism in South Africa, 1996	Provides a framework and guidelines for tourism development and promotion in South Africa.
Tourism Act, 2014 (Act No. 3 of 2014)	The SA Tourism Board is established in terms of the Tourism Act, 2014 (Act No. 3 of 2014), and listed as a public entity under Schedule 3A of the Public Finance Management Act, 1999 (Act No. 2 of 1999).
Public Finance Management Act (Act No. 1 of 1999)	SA Tourism is a Schedule 3A Public Entity, listed in terms of the Public Finance Management Act.
National Development Plan 2030	SA Tourism contributes towards creating an environment for sustainable employment and inclusive economic growth through tourism. SA Tourism has specifically aligned its role to the National Development Plan 2030 as well as the New Growth Path.
New Growth Path	
National Tourism Sector Strategy (NTSS)	SA Tourism is guided by the NTSS as it sets bold commitments for the tourism sector.

SECTION 3: PROGRAMME THEORY OF CHANGE

3.1 Programme overview

SA Tourism has implemented the following five main programmes as means to fulfil its mandate., namely:

- Programme 1: Corporate Support
- Programme 2: Business Enablement
- Programme 3: Leisure Tourism Marketing
- Programme 4: Business Events
- Programme 5: Tourist Experience

An overview of each of these programmes is detailed below.

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3.1.1 Programme 1: Corporate Support

Programme 1 is mainly focused on SA Tourism's internal business transformation initiatives as the organisation geared itself towards digitalisation and developing a future operating model that paid cognisance to government's efforts to rationalise entities and agencies with similar functions.

Current situation: Given the financial constraints facing Government, South African Tourism must identify new income streams and possible commercialisation of certain services to ensure that adequate financial resources are available for core business functions.

Problem statement: There is a need for SA Tourism to focus its priority on women, youth, and people with disabilities to ensure that the Employment Equity Plan is implemented.

Desired vision: To improve efficiency through the business, the organisation must evolve to a digital operating model.

Overall Purpose: To provide effective support services to the organisation, as well as ensure compliance with statutory requirements; and to ensure strategy development and integration with business performance monitoring, governance and evaluation.

Objectives: The focus for 2022/23 and beyond is to ensure that SA Tourism deploys its people, processes, and financial resources in order to improve its effectiveness (SLA-based), as well as its cost and operational efficiency (SLA and activity-based cost) across the organisation.

Table 3-1: Programme 1 overview

Outcome	Inputs	Activities	Outputs	Output indicator
	(What we invest)	(What we do)	(Goods/services produced)	
2. Achieve good corporate and cooperative governance	1. Staff	Implement valid internal and external audit recommendations	2.1. Internal control	2.1.1. Percentage implementation of valid internal and external audit recommendations
	1. Staff 2. Budget/funds allocation.	Implement the Annual Risk Management Plan		2.1.2. Risk maturity level
	1. Staff 2. Computers 3. Budget/funds allocation	Process all compliant invoices within 30 days from date of receipt	2.2. Financial management	2.2.1. Payment of compliant invoices within 30 days from date of receipt
	1. Staff 2. Computers with internet access 3. Website	Automate SCM, human capital, legal and internal audit business processes	2.3. Business digitisation and optimisation	2.3.1. Automation of identified business processes
	1. Staff	Focus on addressing concerns highlighted in the previous employee engagement survey and the coaching programme.	2.4. Human capital management and development	2.4.1. Staff engagement score
				2.4.2. Implementation of Employment Equity Plan: \$ Percentage of women in South African Tourism \$ Percentage of women in senior and top management positions \$ Percentage of people with disabilities employed

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Outcome	Inputs	Activities	Outputs	Output indicator
	(What we invest)	(What we do)	(Goods/services produced)	
				\$ Maintain at least 60% Black people (Africans, Coloureds, and Indians) across all occupational levels
	1. Budget allocation 2. Staff 3. Advertisement posters 4. Tendering documents 5. Staff	Develop E&SD Programme framework and roadmap; Implement the programme.	2.5. Enterprise and supplier development	2.5.1. E&SD Programme framework and annual roadmap implemented

Source: SA Tourism, Annual Performance Plan for 2021/22 – 2022/23

3.1.2 Programme 2: Business Enablement

Programme 2 is geared to aid SA Tourism with enhancing its objective of being an insights-led organisation and providing demand-driven research to enable business growth through the delivery of market insights. SA Tourism is still focusing on reconsidering South African Tourism's market investment choices within the context of the COVID-19 pandemic and the road to recovery.

Current situation: The focus of SA Tourism remains on reconsidering its market investment choices within the context of the COVID-19 pandemic and the road to recovery.

Problem statement: Need for stakeholder collaboration and centralised tourism intelligence to support evidence-based decision-making in SA Tourism.

Desired vision: To ensure that demand-driven research is conducted to enable business growth. Specific focus will be given to building a deeper understanding of the barriers to travel and experience, and a Brand Tracker for Africa Land markets will be developed to inform Land Hub specific product offering.

Overall purpose: To enhance collaboration with various stakeholders; and to provide centralised tourism intelligence to support evidence-based decision making.

Objectives: In 2022/23 and beyond, focus will be given to strengthening collaboration and better defining roles between SA Tourism, DT, PTA/LTA, TBCSA, and trade. This collaboration includes working with embassies, consulates, interest groups and apex bodies.

Table 3-2: Programme 2 overview

Outcome	Inputs	Activities	Outputs	Output indicator
	(What we invest)	(What we do)	(Goods/services produced)	
2. Achieve good corporate and cooperative governance	1. Staff 2. Computer with internet access 3.	1. Review the outcomes of the 2021/22 survey against planned stakeholder engagement programme, and revise where required. 2. Finalise appointment of service providers for digital development	2.6. Enable the business	2.6.1. South African Tourism Corporate Brand Index (incl. Stakeholder Management and MOU Framework)
				2.6.2. Integrated Digital and Analytics Operating

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Outcome	Inputs	Activities	Outputs	Output indicator
	<i>(What we invest)</i>	<i>(What we do)</i>	<i>(Goods/services produced)</i>	
	Conference/meeting rooms	support, panel of service providers, data warehouse, security tools/cybersecurity. 3. Implementation of the revised improvement plan.		Framework and annual roadmap implemented

Source: SA Tourism, Annual Performance Plan for 2021/22 – 2022/23

3.1.3 Programme 3: Leisure Tourism Marketing

Marketing South Africa as the ultimate leisure tourism destination sits at the heart of SA Tourism. This makes Programme 3 a unique one as it seeks to aid SA Tourism to fulfill this milestone.

Current situation: In support of the SA Tourism strategic focus on domestic, regional, and select global markets, the focus for 2022/23 and beyond is to stimulate:

- Domestic demand by growing trips and diversifying supply (through increased geo-spread, reduced seasonality) to contribute to growth and to support recovery (impact metric based on jobs and direct/total spend).
- Regional demand by growing trips and diversifying supply (through increased geo-spread, reduced seasonality) to contribute to growth and to support recovery (impact metric based on jobs and direct/total spend).
- Global demand in priority markets by growing trips from and diversifying supply (through increased geo-spread, reduced seasonality) to contribute to growth and to support recovery (impact metric based on jobs and direct/total spend).

Problem statement: Need to create demand through travel acquisition and growing brand equity for SA as a leisure and business events destination.

Desired vision: To revitalise the destination and brand and to deliver on a significantly increased number of tourist arrivals by 2030.

Overall Purpose: To create demand through travel acquisition and growing brand equity for South Africa as a leisure and business events destination, in identified markets.

Objectives: To employ a new growth approach to achieve any additional tourist arrivals beyond those reflected by research projections.

Table 3-3: Programme 3 overview

Outcome	Inputs	Activities	Outputs	Output indicator
	<i>(What we invest)</i>	<i>(What we do)</i>	<i>(Goods/services produced)</i>	
1. Increase the tourism sector's contribution to inclusive economic growth	1. Staff	2022/23 Annual Brand Campaign Plan implemented	1.1. Global Brand Campaign (incl. Leisure & Business & Corporate)	1.2.1. Global Tourism Brand Campaign implemented
	2. Budget/funding allocation 3. Computer with internet connection 4. Social media pages and other marketing platforms	Approval of 2023/24 Annual Brand Campaign Plan Three-year Integrated Global Marketing Strategy with annual Implementation Roadmap implemented	1.2. Integrated Destination Brand and Marketing Strategy (incl. Leisure & Business & Corporate)	1.2.1. Integrated Destination Brand and Marketing Strategy implemented

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Outcome	Inputs	Activities	Outputs	Output indicator
	<i>(What we invest)</i>	<i>(What we do)</i>	<i>(Goods/services produced)</i>	
		4 Global Brand Activations implemented	1.3. Global Brand Activations	1.3.1. Number of Global Brand Activations implemented
		Elements of the Global Advocacy Programme implemented: o Travel barrier removal communications roadmap for each source market o Amplification of communication around strategic events o "Always On" content management roadmap	1.4. Global Advocacy Programme	1.4.1. Elements of the Global Advocacy Programme implemented
		3 campaigns delivered	1.5. In-market campaigns	1.5.1. Number of domestic campaigns delivered
		4 campaigns delivered		1.5.2. Number of regional (Africa) campaigns delivered
		15 campaigns delivered		1.5.3. Number of international (overseas) campaigns delivered

Source: SA Tourism, Annual Performance Plan for 2021/22 – 2022/23

3.1.4 Programme 4: Business Events

SA Tourism has implemented this programme to act as a tool to assist the organisation to maintain South Africa's position as the number 1 business events destination in Africa and the Middle East and to retain its competitive advantage in the global business events space is the focus on business events development activities.

Current situation: This Programme is led by the National Conventions Bureau (SANCB), which will actively seek to develop leads for future business events to ensure South Africa can bid for suitable events to be hosted. For the medium to longer term, the SANCB will continue its focus on demand creation and bid support globally, as it focuses on bids for future MICE (Meetings, Incentives, Conferences and Trade Exhibitions) within the six focus sectors of the SANCB. This aligns to the JMIG Global Manifesto (2020) – an industry rationale for the use of Business Events as primary agents for post-pandemic economic recovery and renewal.

Problem Statement: Need to market SA as business events destination.

Desired vision: Maintain SAs position as the number one business events destination in Africa and Middle East

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Overall Purpose: To grow the South Africa's business events industry.

Objectives: To maintain South Africa's position as the number one business events destination in Africa and the Middle East, and to be truly competitive on the international stage, is to focus on business development activities.

Table 3-4: Programme 4 overview

Outcome	Inputs	Activities	Outputs	Output Indicator
	<i>(What we invest)</i>	<i>(What we do)</i>	<i>(Goods/services produced)</i>	
1. Increase the tourism sector's contribution to inclusive economic growth	1. Campaign funding 2. Staff to manage campaign 3. Materials such as booklets, pamphlets, business cards, etc. 4. Computers for digital marketing and communication 5. Technologies (programmes assisting with marketing) 6. Digital assets (including product photos and brand guidelines)	2 B2B campaigns implemented (global and domestic)	1.6. B2B brand campaigns	1.6.1. Number of B2B brand campaigns implemented
	1. Funding for bid support 2. Bid staff to manage support 3. Materials (stationery, envelopes, etc.) 4. Computers/Tablets to develop bids 5. Technology needed to submit bids (electronic submissions)	1. Bid sourcing 2. Sales activities a) Sales calls b) Bidding workshops c) Account management d) Trade platforms 3. Cost estimations of proposals 4. Develop bid proposals 5. Compliance to bid requirements 6. Negotiations with hosts	1.7. Bid support for international business events	1.7.1. Number of bid submissions
	1. Funding for events 2. Staff to coordinate and manage events 3. Materials (tables, chairs, etc.) 4. Computers, tablets, projector 5. Catering for attendees 6. Venues	1. Planning of events 2. Organisation of events 3. Hosting of events	1.8. Business events hosted	1.8.1. Lilizela Awards, Africa's Travel Indaba and Meetings Africa hosted.
	1. Funding for events 2. Staff to coordinate and manage events 3. Materials (tables, chairs, etc.) 4. Computers, tablets, projector 5. Catering for attendees 6. Venues	1. National Association bidding management for Villages, Towns and Small Dorpies (VTSDs) 2. Management of bidding process for National Association conferences and meetings 3. Sales Activities a) Sales calls b) Bidding workshops c) Account management	1.9. National business events hosted in VTSDs	1.9.1. Number of national business events hosted in VTSDs

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Outcome	Inputs	Activities	Outputs	Output Indicator
	<i>(What we invest)</i>	<i>(What we do)</i>	<i>(Goods/services produced)</i>	
		d) Trade platforms e) SMME and Infrastructure development linked to the Enterprise & Supplier Development project 4. Planning of events 5. Organisation of events 6. Hosting of events		

Source: SA Tourism, Annual Performance Plan for 2021/22 – 2022/23

3.1.5 Programme 5: Tourist Experience

The aim of this programme is to aid SA Tourism in delivering the experience expected by international and domestic tourists through grading establishments, product capacity building and itinerary building. The programme was specially designed with the understanding that the successful development and management of visitor experiences and attractions is the backbone of the tourism industry.

Current situation: SA Tourism addresses tourist experience through the Quality Assurance, Visitor Experience, Brand Experience (Hosting) and Global Trade teams. These teams are committed to collectively and individually improving visitor experience for both international and domestic tourists through projects and partnerships.

Problem Statement: Need to deliver quality experience expected by tourists through grading establishments, product capacity building and itinerary building.

Desired vision: SA positioned as an exceptional tourist and business events destination that offers a value-for-money, quality tourist experience that is diverse and unique.

Overall Purpose: The Tourist Experience programme is responsible to deliver a quality experience expected by international and domestic tourists through grading establishments, product capacity building and itinerary building.

Objectives: For 2022/23 and beyond, a specific focus will be on reviewing the grading system to include emerging product and accommodation SMMEs.

Table 3-5: Programme 5 overview

Outcome	Inputs	Activities	Outputs	Output Indicator
	<i>(What we invest)</i>	<i>(What we do)</i>	<i>(Goods/services produced)</i>	
1. Increase the tourism sector's contribution to inclusive economic growth	1. Funding of NPS improvement plan and implementation 2. Staff to manage NPS improvement plan 3. Computers/Tablets	1. Development of Net Promoter Score (NPS) tool 2. Conduct pilot study for the survey intended to measure the NPS. 3. Collecting and	1.10. Quality assured visitor services	1.10.1 Review of the grading model and TGCSA value proposition finalised
				1.10.2. Basic Quality Verification programme to

SA Tourism Programme Evaluation Framework

Outcome	Inputs	Activities	Outputs	Output Indicator
	<i>(What we invest)</i>	<i>(What we do)</i>	<i>(Goods/services produced)</i>	
	4. Technology for data capturing	interpreting of results		support new accommodation entrants implemented
		4. Develop NPS improvement plan for implementation		1.10.3. Number of graded establishments
		5. Host roadshow to educate industry and provincial partners on the NPS improvement plan and its implementation		1.10.4. Welcome Programme implemented
		1.10.4. Welcome Programme implemented	1.11. Rejuvenate supply and ensure sustainability	1.11.1. Trade re-imagined programme implemented

Source: SA Tourism, Annual Performance Plan for 2021/22 – 2022/23

3.2 Theory of change

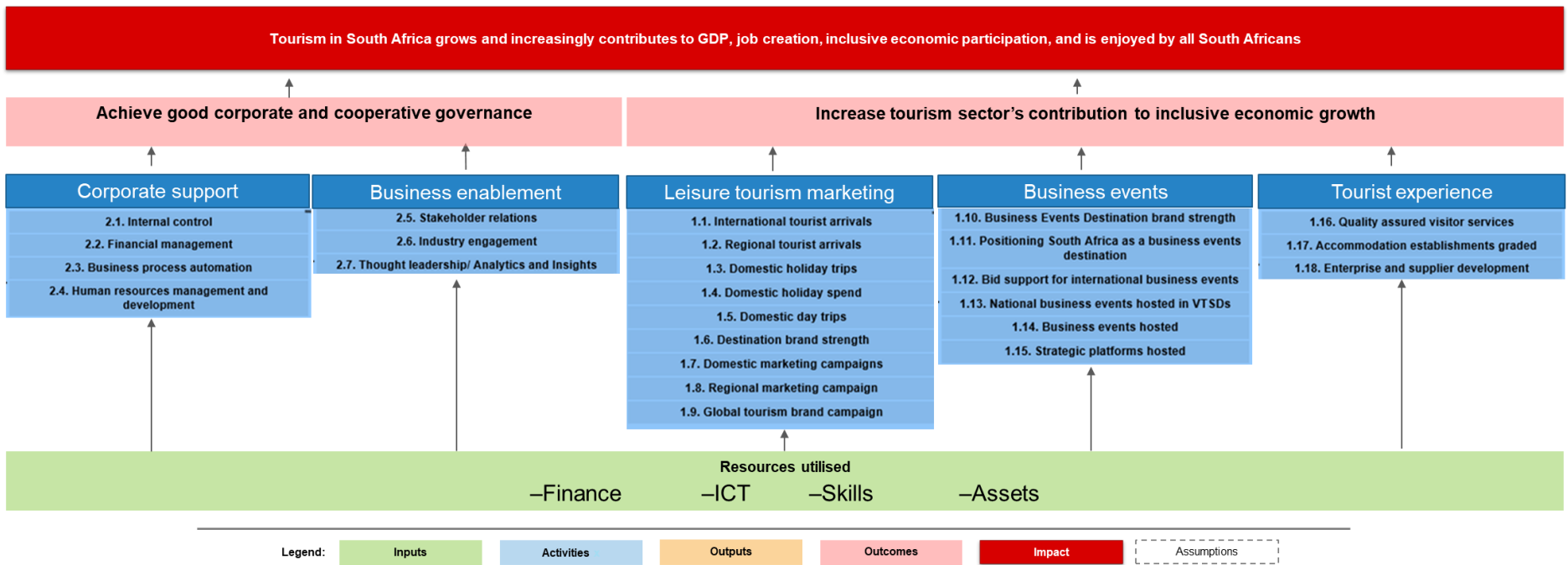
The theory of change is the output of a thinking process that creates a comprehensive picture outlining the early- and intermediate-term changes required to reach a long-term goal in a specific area as a result of a specific intervention. The process of developing the theory of change is straightforward and includes five core steps:

- **Identifying ultimate goal(s)**, which is the primary impact that a project/programme aims to have on its beneficiaries
- **Identifying intermediate outcomes**, which include all the separate changes in the beneficiaries that lead to the ultimate goal
- **Identifying activities**, which refer to the things that a project/programme does directly for its beneficiaries, or that the beneficiaries do as part of the programme
- **Showing causal links** that illustrate the linkages between activities and outcomes, between intermediate outcomes and other intermediate outcomes, and between intermediate outcomes and the ultimate goal
- **Examining assumptions** that underpin each causal link

Outlined below is the theory of change, based on the programmes overview (informed by the Annual Performance Plan for 2021/22 – 2022/23) and SA Tourism Results Based Plan, which will serve as a tool to guide the evaluation process of SA Tourism projects:

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Figure 3-1: Theory of change



SECTION 4: EVALUATION APPROACH

4.1 Definition of evaluations

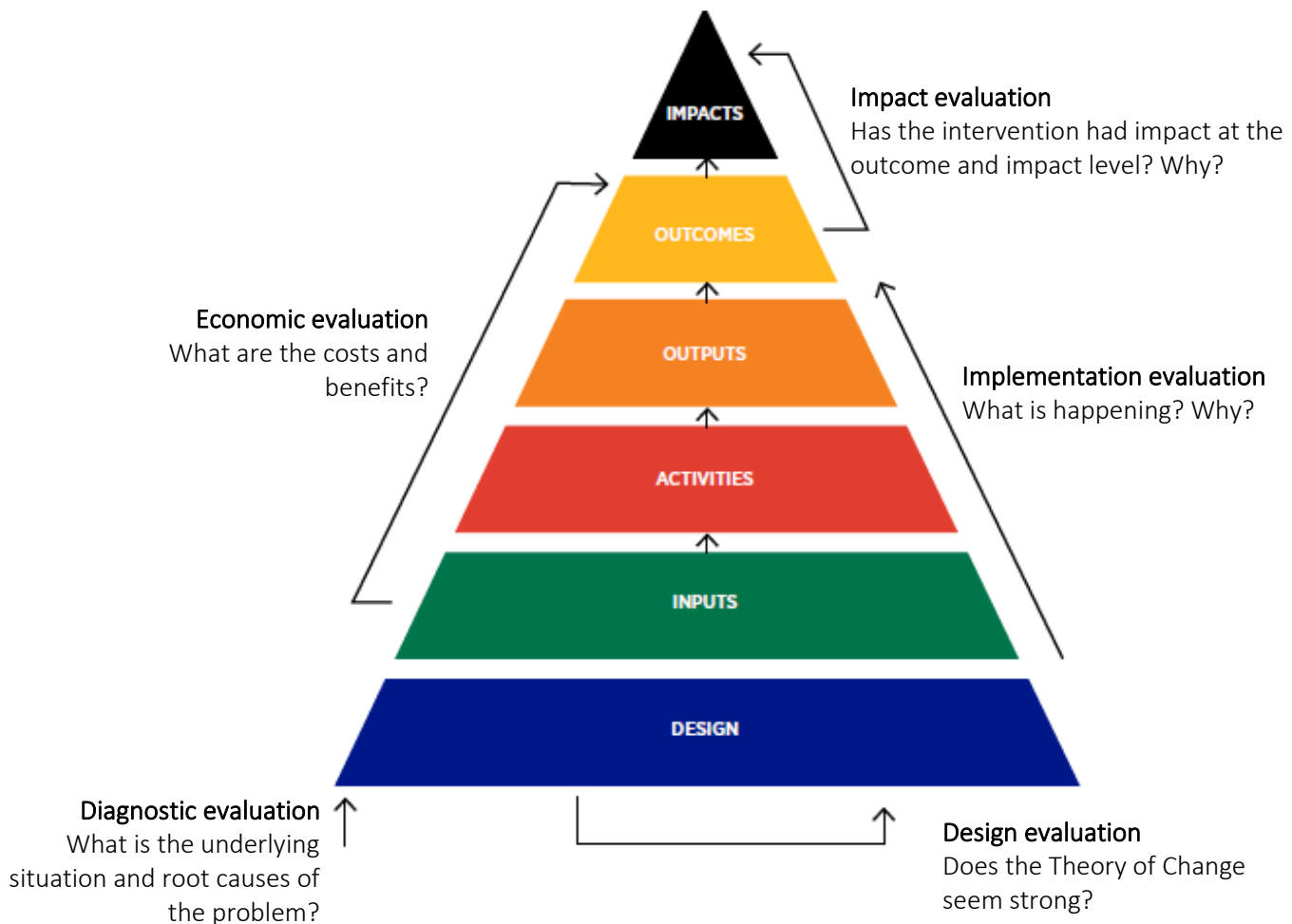
According to the DPME (2019), evaluation may be defined as “The systematic collection and objective analysis of evidence on public policies, programmes, projects, functions and organizations to assess issues such as relevance, performance (effectiveness and efficiency), value for money, impact and sustainability, and recommend ways forward.”

Monitoring of programmes differs from evaluation as monitoring relates to the regular collection, analysis, and reporting of programme data to support efficient and effective management. Monitoring aims to provide managers with continuous, real-time feedback on implementation progress and results and early problems indicators that need to be addressed. Monitoring generally reports on actual performance against what was planned (DPME, 2019).

4.2 Types of evaluations

According to the DPME (2019), countries utilise varying terminology to describe evaluations, but the fundamental principles of the evaluation process are largely the same. The types of evaluation are based on the base logic model (cause-effect), which links inputs to activities, outputs, outcomes and impacts (DPME, 2019). The following figure provides an overview of the different types of evaluation based on the logic model.

Figure 4-1: Types of evaluation (DPME, 2019)



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Based on the study scope, it is the project team's understanding that the evaluation framework must focus on the following types of evaluation (DPME, 2019):

- **Outcome evaluation** – This evaluation type determines the degree to which a programme has an effect on the target population's wellbeing and/or behaviours. Outcome evaluations help determine whether or not the intended benefits of a programme are actually achieved (i.e. whether or not the programme is able to meet its intended purpose).
- **Impact evaluation** – Such an evaluation measures changes in outcomes (and the wellbeing of the target population) that are attributable to a specific intervention. Its purpose is to inform stakeholders regarding the extent to which intervention should be continued or not, and if there are any potential changes required.
- **Economic evaluation** – Economic evaluation considers whether the costs of a programme are proportionate with the benefits and includes cost-effectiveness analysis (CEA). CEA values the costs of implementing and delivering the intervention/programme/project and relates this amount to the total quantity of outcome generated, to produce a "cost per unit of outcome" estimate.

4.3 Evaluative approaches

Various types of evaluations exist, however, there are generally two main types of approaches:

- **Formative evaluation** – This evaluation is an on-going process that allows for feedback to be implemented during a programme cycle. Common types of evaluation include needs assessments and implementation evaluations. These types of evaluations focus on:
 - Concentrate on examining and changing processes as they occur
 - Provide timely feedback about programme services
 - Allow you to make programme adjustments "on the fly" to help achieve programme goals
- **Summative evaluation** – This evaluation occurs at the end of a programme cycle and provides an overall description of programme effectiveness. Common types of evaluation include outcome and impact evaluations and cost-effective and cost-benefit analysis. These types of evaluations focus on:
 - Whether programme objectives were met
 - Whether the programme needs to improve
 - What the overall impact of the programme was
 - What resources will be needed to address the programme's implementation

4.4 Typical evaluation criteria and questions

Evaluation criteria serve as a benchmark, standard or yardstick against which performance and suitability of a programme is measured (DPME, 2019). In conducting project or programme evaluation studies related to government-funded or institution-funded projects, evaluators typically follow the **criteria set out by the Development Assistance Committee (DAC) of the OECD**. These were first articulated in 1991 in the DAC Principles for Evaluation of Development Assistance and are now extensively used by many public and private organisations.

The following table outlines the key categories that are usually applied in evaluating programmes.

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Table 4-1: Programme evaluation criteria

Evaluation type	Evaluation definition	Criterion	Criterion definition	Key question
Outcome	Determine whether or not the intended benefits of a programme are actually achieved (i.e. whether or not the programme is able to meet its intended purpose).	Relevance	The extent to which the intervention objectives and design respond to the needs of beneficiaries and policies.	<ul style="list-style-type: none"> Is the intervention doing the right thing?
		Effectiveness (process evaluation)	The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results. Analysis of effectiveness involves taking account of the relative importance of the objectives or results.	<ul style="list-style-type: none"> Is the intervention achieving its objectives?
Economic	Economic evaluation considers whether the costs of a programme are proportionate with the benefits.	Efficiency (process evaluation)	The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way. "Economic" is understood as the conversion of inputs (funds, expertise, natural resources, time, etc.) into outputs, outcomes and impacts, in the most cost-effective way possible. "Timely" delivery is within the intended timeframe.	<ul style="list-style-type: none"> How well are resources being used? What are the costs in relation to the benefits? Is the programme providing value for money?
Impact	Measures changes in outcomes (and the wellbeing of the target population) that are attributable to a specific intervention.	Impact (performance evaluation)	<p>The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.</p> <p>Impact addresses the ultimate significance and potentially transformative effects of the intervention. It seeks to identify social, environmental and economic effects of the intervention that are longer-term.</p>	<ul style="list-style-type: none"> What results have been achieved? What difference does the intervention make? How have beneficiaries' lives changed as a result of the programme? Can you attribute the results to the intervention?
		Sustainability (performance evaluation)	The extent to which the net benefits of the intervention continue or are likely to continue. This includes an examination of the financial, economic, social, environmental, and institutional capacities of the systems needed to sustain net benefits over time. Involves analyses of resilience, risks and potential trade-offs. Depending on the timing of the evaluation, this may involve analysing the actual flow of net benefits or estimating the likelihood of net benefits continuing over the medium and long-term.	<ul style="list-style-type: none"> Are the programme impacts/benefits sustainable? How could things be done better in the future?

Source: (DPME, 2019).

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SECTION 5: EVALUATION FRAMEWORK FOR SA TOURISM

An evaluation framework provides an overall framework for evaluations across different programmes or projects. The framework consists of an evaluation matrix that outlines each assessment area/criteria and their related questions, data requirements (i.e. indicators/parameters to inform each question), data sources, and data collection methods. The SA Tourism Evaluation Framework is outlined in the following table.

Table 5-1: SA Tourism evaluation framework

Evaluation type	Evaluation criteria	Focus	Key evaluation questions	Data source	Data collection method
Outcome (Determine whether or not the intended benefits of a programme/project are actually achieved, i.e., whether or not the programme is able to meet its intended purpose.)	Relevance (Extent to which the programme/project support/services is aligned to government objectives and suited to the priorities and needs of the target group)	Relevance to government objectives and sector	<ol style="list-style-type: none"> 1. Is the intervention doing the right thing? 2. How is the programme/project relevant/aligned to government objectives/development priorities and the sector? 3. Why is the programme/project crucial to the sector and its development? 4. Why should the programme/project, as a public development intervention, be continued? 5. What would be the likely result if there had been no programme/project? 	Secondary: <ol style="list-style-type: none"> 1. Key legislation/policies/strategies 2. Available literature 3. Programme/project documents Primary: <ol style="list-style-type: none"> 1. Beneficiaries/service users 2. Programme/project managers 3. Key stakeholders 	Secondary: <ol style="list-style-type: none"> 1. Policy review (qualitative) 2. Literature review (qualitative) 3. Document review (qualitative) Primary: <ol style="list-style-type: none"> 1. Beneficiaries/service users high-level rapid survey (qualitative and quantitative) 2. Programme/project managers interviews (qualitative) 3. Key stakeholder interviews (qualitative)
		Relevance to beneficiary/service user needs	<ul style="list-style-type: none"> • How has the programme/project addressed beneficiary/service users' priorities/needs? <ul style="list-style-type: none"> ◦ What priorities/needs have been addressed? • To what extent have their priorities/needs been addressed? 	Primary: <ol style="list-style-type: none"> 1. Beneficiaries/service users 2. Programme/project managers 3. Key stakeholders 	Primary: <ol style="list-style-type: none"> 1. Beneficiaries/service users high-level rapid survey (qualitative and quantitative) 2. Programme/project managers interviews (qualitative) 3. Key stakeholder interviews (qualitative)

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Evaluation type	Evaluation criteria	Focus	Key evaluation questions	Data source	Data collection method
	Effectiveness (Measure of the extent to which the programme/project activity attains its objectives)	General	<ul style="list-style-type: none"> How has the programme/project fulfilled its mandate? To what extent has the programme/project fulfilled its mandate? How has the programme/project achieved its objectives? To what extent has the programme/project achieved its objectives/outcomes? (% of target achieved) (to be evaluated per objective/output/outcome indicator and overall, as per the TOC framework) 	<p>Secondary:</p> <ol style="list-style-type: none"> Programme/project documents (including annual reports, etc. with monitoring data for the indicators) <p>Primary:</p> <ol style="list-style-type: none"> Programme/project managers Key stakeholders 	<p>Secondary:</p> <ol style="list-style-type: none"> Document review (qualitative and quantitative, i.e. statistical monitoring data from SAT programme reports and documents) <p>Primary:</p> <ol style="list-style-type: none"> Programme/project managers interviews (qualitative) Key stakeholder interviews (qualitative)
Economic (Economic evaluation considers whether the costs of a programme/project are proportionate with the benefits.)	Efficiency (Measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results)	General	<ul style="list-style-type: none"> How well are resources being used? To what extent has the intervention been cost effective? <ul style="list-style-type: none"> What is the cost per unit of output/outcome? What is the output/outcome per R1 million spent? Did the programme/project provide value for money? What is the return on investment (ROI)? To what extent are the costs associated with the programme/project proportionate to the benefits it has generated? What factors are influencing any particular discrepancies? How do these factors link to the intervention? <ul style="list-style-type: none"> What is the ratio of inputs (e.g. costs) to outputs and outcomes? To what extent do factors linked to the intervention influence the efficiency with which the observed achievements were attained? What other factors influence the costs and benefits? 	<p>Secondary:</p> <ol style="list-style-type: none"> Programme/project documents (including annual reports, etc. with monitoring data for the indicators) <p>Primary:</p> <ol style="list-style-type: none"> Programme/project managers Key stakeholders 	<p>Secondary:</p> <ol style="list-style-type: none"> Document review (qualitative and quantitative, i.e. programme data) <p>Primary:</p> <ol style="list-style-type: none"> Programme/project managers interviews (qualitative) Key stakeholder interviews (qualitative)

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Evaluation type	Evaluation criteria	Focus	Key evaluation questions	Data source	Data collection method
			<ul style="list-style-type: none"> Did the programme/project provide appropriate support in an efficient manner? How timely and efficient is the intervention's process for reporting and monitoring? What are the critical issues (if any) in the programme/project support that should be addressed to enhance its support services and impact? What are potential pitfalls, if any, that may affect the programme/project support provision or impact? How can they be avoided? 		
Impact (Measures changes in outcomes (and the wellbeing of the target population) that are attributable to a specific intervention.)	Impact (Positive and negative, primary and secondary effects produced by the programme/project, directly or indirectly, intended or unintended)	programme/project impact (intended and unintended) on beneficiaries/service users (micro level)	<ul style="list-style-type: none"> What is the programme/project intended impact on beneficiaries/service users? How has the programme/project impacted/benefitted service users/beneficiaries? To what extent? Who and how many have been impacted? What is the programme/project direct proportional contribution towards the realised impact? Was the programme/project crucial to the organisation's development? Who else has been impacted? How and to what extent? What are the unintended impacts? Can you attribute the changes to the programme/project or are they due to other factors? 	Primary: 1. Beneficiaries/service users 2. Programme managers 3. Key stakeholders	Primary: 1. Beneficiaries/service users high-level rapid survey (qualitative and quantitative) 2. Programme/project managers interviews (qualitative) 3. Key stakeholder interviews (qualitative)
		Impact (intended and unintended) on economic and social factors (macro level)	<ul style="list-style-type: none"> What is the programme/project intended economic and social impact? What difference does the programme/project make? Did the programme/project work? Did the intervention produce the intended impacts in the short, medium, and long term? What are the unintended impacts? 	Primary: 1. Beneficiaries/service users 2. Programme/project managers 3. Key stakeholders	Primary: 1. Beneficiaries/service users high-level rapid survey (qualitative and quantitative) 2. Programme/project managers interviews (qualitative)

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Evaluation type	Evaluation criteria	Focus	Key evaluation questions	Data source	Data collection method
			<ul style="list-style-type: none"> Can you attribute the changes to the programme/project or are they due to other factors? 		3. Key stakeholder interviews (qualitative)
	Sustainability (Measure of whether the benefits of supported activities are likely to continue after the programme/project funding/support is completed)	Sustainability of the programme benefits	<ul style="list-style-type: none"> Are impacts/benefits likely to be sustainable and durable? To what extent did the benefits derived from the programme/project support continue after the support ceased? What major factors influenced the achievement of sustainability of the programme/project support/what can be done to improve the sustainability of the programme/project support? How could things be done better in the future? 	Primary: 1. Beneficiaries/service users 2. Programme/project managers 3. Key stakeholders	Primary: 1. Beneficiaries/service users high-level rapid survey (qualitative and quantitative) 2. Programme/project managers interviews (qualitative) 3. Key stakeholder interviews (qualitative)

SECTION 6: THREE-YEAR IMPLEMENTATION SCHEDULE

6.1 Programme output priority matrix

The five main Programmes each have several project outputs to be potentially evaluated. Given the nature of the project outputs, an output priority matrix was set up to rank and select the top priority projects to be evaluated over the three-year evaluation period.

The criteria used to rate these project outputs is unpacked below:

- The matrix begins by assessing each project's target group to be impacted: Projects that focus on impacting traders or consumers get a higher rating of 2, compared to projects that merely play a support role at the organisation level (i.e., there are no beneficiaries to be impacted directly) that get a lower rating of 1.
- The second component of the matrix assesses each project's impact on the tourism sector. A higher rating of 3 is awarded to projects that have a direct impact on their target audience within the tourism sector, while a rating of 2 is allocated to projects that have an indirect impact or are associated with another project that has a direct impact on consumers. Projects that provide a support role to the organisation or programmes get a lower rating of 1.
- The last component of the matrix tracks the progress made on each project. The logic is that projects that have completed targets/sub-projects in the previous year obtain a higher rating of 4 and are ideally suited to be evaluated first. Other projects that are implemented annually get a rating of 3 as they may be evaluated upon their completion, within a short/medium period. Future-dated and ongoing projects only get rated between 1 and 2 as they may not be eligible to be evaluated immediately or in the next two financial years.
- Once the rating exercise has been completed, the matrix provides a cumulative score for each project. Projects with the highest scores are considered to qualify to be selected for the evaluation.

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The SA Tourism's programme output priority matrix is presented below:

Table 6-1: Programme output priority matrix

Outputs		Targeted Beneficiaries		Impact			Progress				Final score
		Trade/ Consumer	Non- beneficiaries	Direct	Indirect	Support	Completed	Current/ Annual	Future	Ongoing Function	
Programme 1	2.1. Internal control	0	1	0	0	1	0	0	0	1	3
	2.2. Financial management	0	1	0	0	1	0	0	0	1	3
	2.3. Business digitisation and optimisation	0	1	0	0	1	0	0	0	1	3
	2.4. Human capital management and development	0	1	0	0	1	0	0	0	1	3
	2.5. Enterprise and supplier development	3	0	0	0	1	0	3	0	0	7
Programme 2	2.6.1. South African Tourism Corporate Brand Index (incl. Stakeholder Management and MOU Framework)	0	1	0	0	1	0	3	0	0	5
	2.6.2. Integrated Digital and Analytics Operating Framework and annual roadmap implemented	0	1	0	0	1	0	3	0	0	5
Programme 3	1.1.1. Global Tourism Brand Campaign implemented	0	1	0	2	0	0	3	0	0	6
	1.2. Integrated Destination Brand and Marketing Strategy (incl. Leisure & Business & Corporate)	0	1	0	2	0	0	0	2	0	5
	1.3. Global Brand Activations	0	1	0	2	0	0	3	0	0	6
	1.4. Global Advocacy Programme	0	1	0	2	0	0	3	0	0	6
	1.5.1. Number of domestic campaigns delivered	2	0	3	0	0	4	0	0	0	9

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Outputs		Targeted Beneficiaries		Impact			Progress				Final score
		Trade/ Consumer	Non- beneficiaries	Direct	Indirect	Support	Completed	Current/ Annual	Future	Ongoing Function	
	1.5.2. Number of regional (Africa) campaigns delivered	2	0	3	0	0	4	0	0	0	9
	1.5.3. Number of international (overseas) campaigns delivered	2	0	3	0	0	4	0	0	0	9
Programme 4	1.6. B2B brand campaigns	2	0	3	0	0	4	0	0	0	9
	1.7. Bid support for international business events	2	0	0	2	0	0	3	0	0	7
	1.8. Business events hosted	2	0	3	0	0	4	0	0	0	9
	1.9. National business events hosted in VTSDs	2	0	3	0	0	0	3	0	0	8
	1.10. Business Events Destination brand strength	2	0	0	0	1	0	3	0	0	6
Programme 5	1.10.1 Review of the grading model and TGCSA value proposition finalised	0	1	0	0	1	0	3	0	0	5
	1.10.2. Basic Quality Verification programme to support new accommodation entrants implemented	2	0	3	0	0	4	0	0	0	9
	1.10.3. Number of graded establishments	2	0	3	0	0	0	3	0	0	8
	1.10.4. Welcome Programme implemented	2	0	3	0	0	0	3	0	0	8
	1.11.1. Trade re-imagined programme implemented	2	0	0	2	0	0	3	0	0	7

6.2 Implementation schedule

The programme output priority matrix identified 6 project outputs to be evaluated within a three-year period. Based on the outcomes of the matrix, half of the top 6 projects (i.e. the first 3) may be classed as being consumer-based, and the remaining half as trader-based. It is therefore recommended that each evaluation period considers one project from each category. In other words, 1 consumer-based project and 1 trader-based project will need to be evaluated during each year of evaluation. Further, the year selection for evaluation is based on whether the project has completed deliverables and measurable impacts in the previous year period.

Table 6-2: Implementation schedule

Category	Programme Outputs Evaluations	Implementation Timeframe		
		2021/22	2022/23	2023/24
Consumer-based projects	1.5.1. Number of domestic campaigns delivered			
	1.5.2. Number of regional (Africa) campaigns delivered			
	1.5.3. Number of international (overseas) campaigns delivered			
Trader-based projects	1.6. B2B brand campaigns			
	1.8. Business events hosted			
	1.10.2. Basic Quality Verification programme to support new accommodation entrants implemented			

As per the evaluation period, the following two project outputs will be evaluated during 2021/22:

- Domestic Campaigns conducted during 2021/22 - as according to the APP 2021/22, SA Tourism invested more time and resources into doing quarterly domestic campaigns during the hard lockdown periods of 2020-2021 to drive domestic tourism in an effort to restart/support the tourism sector.
- Basic Quality Verification Programme completed during 2021/22 - as according to the APP 2021/22, the was a once-off project with measurable impacts on selected tourism industry players.

For the 2022/23 period, the following project outputs will be evaluated:

- Regional (Africa) Campaigns undertaken before the 2022/23 period – the aim will be to measure if these campaigns were able to stabilise the regional African market’s interest after the cross-board and regional travel restrictions are lifted.
- Business events such as Travel Indaba, Meetings Africa, Lilizela undertaken before the 2022/23 period – the APP 2022/23, indicated that these events will be hosted at full capacity compared to the previous year, thus, the evaluation will test their contribution to the recovery of the tourism trade.

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The following project outputs will be evaluated during 2023/24:

- International Campaigns undertaken before 2023/24 – according to global projections, international travel arrivals should be back at pre-pandemic levels by 2024, thus, it would be ideal to evaluate the impact of the international campaigns against the recovery of the international tourism markets for South Africa.
- B2B brand campaigns undertaken before 2023/24 – to test the success and impact of these B2B activities will have over the tourism recovery period.

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