Rhodes University SETA M&E Research Partnership Initiative: Project 6

Framework for Monitoring and Evaluating the Discretionary Grant: Final Report

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This report is one of several outputs from a research partnership addressing Monitoring and Evaluation in a SETA Environment (https://www.ru.ac.za/elrc/projects/). Implemented by Rhodes University from August 2018 – May 2020, the partnership was an initiative of South Africa's 21 Sector Education and Training Authorities, supported by the Department of Higher Education and Training and funded by the BANKSETA and ServicesSETA. This report must be read in conjunction with the other frameworks, scoping reports, and evaluation tools produced in the initiative. In addition, capacity development was undertaken, and a course outline has been developed.

ENABLING SKILLS DEVELOPMENT IN THE BANKING AND ALTERNATIVE BANKING SECTOR

Contents

Acronyms and Abbreviations

APP	Annual Performance Plan
DG	Discretionary Grant
DHET	Department of Higher Education and Training
DPME	Department of Planning, Monitoring and Evaluation
DPSA	Department of Public Services Administration
GWMES	Government Wide Monitoring and Evaluation System
HR	Human Resources
HRDC	Human Resource Development Council
KPA	Key Performance Area
M&E	Monitoring and Evaluation
MG	Mandatory Grant
MPAT	Management Performance Assessment Tool
MTSF	Medium Term Strategic Framework
NEPF	National Evaluation Policy Framework
NDP	National Development Plan
NSA	National Skills Authority
NSDP	National Skills Development Plan
NSF	National Skills Fund
NSFAS	National Student Financial Aid Scheme
PFMA	Public Finance Management Act
PSET	Post-School Education and Training
QCTO	Quality Council for Trades and Occupations
SAQA	South African Qualifications Authority
SDL	Skills Development Levies
SETA	Sector Education and Training Authority
SP	Strategic Plan
SSP	Sector Skills Plan
ToC	Theory of Change
WBL	Workplace-Based Learning

Glossary of Terms

Activities	Actions undertaken or work performed through which inputs, such as funds, technical assistance and other types of resources are mobilised to produce specific outputs.
Evaluation	Judgement of the performance of planned, ongoing or completed programmes, policy or development interventions, through systematic study. It addresses issues of causality, and analyses why intended outcomes were or were not achieved.
Goal	The higher-order objective to which a programme, policy or development intervention is intended to contribute.
Impact	The results of achieving specific outcomes. Examples include the impact of education and training on income levels and employment. Impact could also refer to changes in a situation that a policy or programme brings about.
Indicator	A <u>measure</u> designed to assess the performance of an intervention. It is a quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance of an implementer.
Inputs	The resources that contribute to the production of, in this case, skills related outputs. These include finance, personnel, information, equipment, buildings.
Logical framework (Log frame)	Management tool used to improve the design of interventions, most often at the project level. It involves identifying strategic elements (inputs, activities/ processes, outputs, outcomes, impact) and their causal relationships; indicators, and assumptions or risks that may influence success and failure.
Monitoring	Monitoring refers to the systematic collection, recording and reporting of information in order to *track progress towards the achievement of objectives*, and to identify the need for, and undertake, corrective action.
Outcomes	Outcomes are "*what we wish to achieve*". Outcomes are the medium-term results specific to beneficiaries which are the consequence of achieving specific outputs. Outcomes are specified in terms of the effect the intervention is expected to have on beneficiaries.
Outputs	The products, goods and services that result from a programme or intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes (for example, qualifications).

Performance	The degree to which a programme or intervention, partner or implementing agency operates according to specific criteria/standards/guidelines, or achieves results in accordance with stated goals or plans.
Performance indicator	A variable that allows the verification of changes in the programme or development intervention, or shows results relative to what was planned.
Performance measurement	A system for assessing performance of programmes or interventions against stated goals.
Theory of Change	A tool that describes a linear or non-linear process of planned change, from the assumptions(theory) that guide its design, the planned outputs and outcomes, to the long-term impacts it seeks to achieve.

Executive Summary

The Discretionary Grant (DG) is a funding mechanism through which South Africaʼs 21 Sector Education and Training Authorities (SETAs) use part of the Skills Levy to fund a variety of PIVOTAL (professional, vocational, technical and academic learning) and non-PIVOTAL programmes, in order to meet sectoral, industry and national development objectives. Monitoring and evaluating the DG is a critical part of Monitoring and Evaluation (M&E) in a SETA Environment.

This *Framework for Monitoring and Evaluating the Discretionary Grant* was developed through a research partnership initiative involving the 21 SETAs, Rhodes University and the Department of Higher Education and Training (DHET) during 2018-2020. The initiative was funded by the BANKSETA and ServicesSETA. It produced a number of monitoring and evaluation (M&E) frameworks and tools, and a capacity development programme (see www.ru.ac.za/elrc/projects for reports, tools and presentations).

The Framework aims in the first instance to guide SETAs (programme and other line managers, but also their CEOs, and M&E implementation staff) on how to go about monitoring and evaluation each individual SETAʼs Discretionary Grant implementation and outcomes. However, it also notes the importance of synthesis evaluation across SETAs, and the role of the National Skills Authority (NSA) in evaluating SETAs as a collective. A *High-level Framework for M&E in the SETA Environment* was developed as part of the research partnership initiative, to which the *Discretionary Grant M&E Framework* is aligned. The PIVOTAL and non-PIVOTAL programmes funded by SETAs also involve other role players, who influence their outcomes. These role players include employers, learners and training providers, as well as other funders in government, industry and civil society. Given these synergies, the DG M&E framework can also be considered by the NSA and other partners in the Post-School Education and Training (PSET) system.

The Discretionary Grant is large (over R7.5 billion in 2015/2016) and gives the PSET system tremendous flexibility. With this comes great responsibility, in a system which has been criticized for not producing enough value for South African society. It is therefore important to evaluate the Grant thoroughly, in order to show where value *has* been achieved, and to inform *better* programmes and investments. This implies that significant *learning* is needed, in addition to and beyond performance compliance. The challenges associated with M&E in the SETA environment include a dominant emphasis on compliance monitoring; compared to fewer and *ad hoc* evaluations; limited use of evaluation findings for strategic guidance; and limited M&E in the system overall. Guided by an analysis of these challenges (see Scoping Report, Ward and Rosenberg, 2018) this Framework aims not to be comprehensive, but to target the known challenges as follows:

- Give more attention to *evaluation* (as opposed to the existing compliance)
- Show the value of a *variety* of evaluation types and their purposes (use)
- Provide an *organisational learning framework* for using different evaluations
- Guide SETAs on how to *use* evaluation outcomes for *strategic planning* purposes and thereby, to enhance the achievement of organisational, industry, sectoral and national development goals.

The Framework also emphasizes the importance of '*evaluation readiness*' in the SETA, while noting that different SETAs will have different structures to implement their M&E plans. In order to put the DG M&E framework into practice, each SETA will need to incorporate it with their own Overall M&E Framework, and translate it into an M&E Plan. Some guidance on this is provided in the document, although this is not an implementation guide per se. For summary purposes, the implementation plan involves:

- Assembling M&E teams
- Reviewing what evaluations are available, what they found, how findings were used and if not, why
- Identifying key evaluation questions for the next strategic term (1-5 years, depending on purpose)
- Plan, commission, form partnerships and execute evaluations to answer these questions
- Include this in the Sector Skills Plan (SSP) which currently has a chapter (5) with an M&E focus
- Review the evaluation findings and quality, and apply findings to the SETA's Strategy and APP
- Repeat the process from step 2; also reflect on the M&E process and how it can be improved.

Evaluation readiness in a SETA requires:

- A team with the necessary human resources, skills and budget
- CEO demonstrating that evaluation "is everybody's business" and that all units should contribute
- Key Performance Areas and other job descriptions that include the required contributions to M&E
- Opportunities and spaces, in the SETA's calendar and documents, for using evaluation findings
- A system for sharing evaluation findings with stakeholders, media, other SETAs and national entities.

The Framework proposes six evaluation approaches (based on DPME, 2011): diagnostic evaluation (including SSP work); design evaluation (including theory of change); implementation evaluation; economic evaluation (e.g. cost-benefit evaluations); impact evaluation (including tracer studies), and synthesis evaluation (with other SETAs and the NSA); and that they be used in the SETA as part of an organisational learning process, based on an expansive learning cycle (sensu Engeström, 1987).
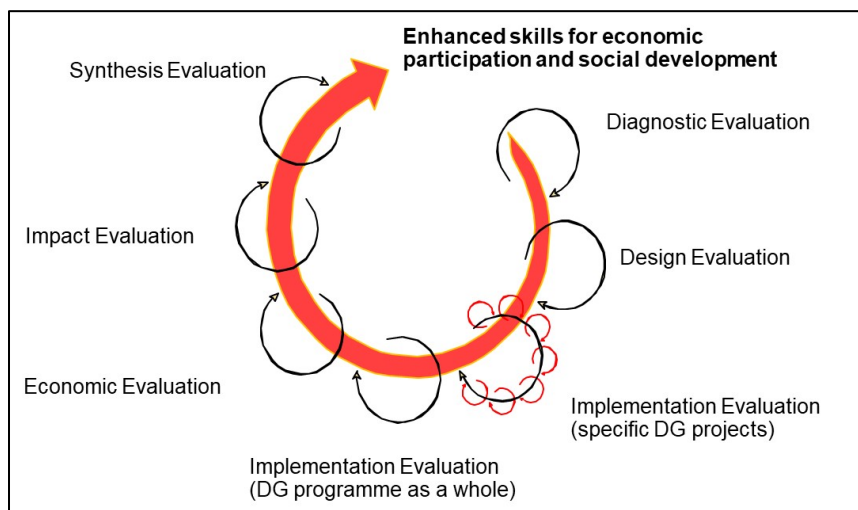

Figure 1:
Organisational Learning Cycle involving Evaluation Types (from Ward and Rosenberg, 2019)

Introduction

Research Process

This *Framework for Monitoring and Evaluating the Discretionary Grant* was developed through a research partnership initiative involving the 21 Sector Education and Training Authorities (SETAs), Rhodes University and the Department of Higher Education and Training (DHET) during 2018-2020. The initiative was funded by the BANKSETA and ServicesSETA. It produced a number of monitoring and evaluation (M&E) frameworks and tools, and a capacity development programme (see www.ru.ac.za/elrc/projects for reports, tools and presentations).

This project investigated how the Discretionary Grant (DG) should be monitored and evaluated. From a research perspective the aim was to put forward innovative approaches to evaluation to address some of the known challenges in the system, but which could nonetheless be realistically integrated into the existing system, so as to move from research into application and implementation. The intention was therefore not to be comprehensive and far-reaching, but rather focussed and pragmatic. At the same time, this resource aims to assist SETAs in moving beyond 'business as usual'.

To achieve this the following questions were addressed through document analysis and extensive engagement over two years with SETAs and DHET:

1. What is the intended role and functioning of the Discretionary Grant (DG)?
2. How is the DG currently being monitored and evaluated, and what are the associated challenges? (data, processes, resources, focus, workflow, policy and framework alignment, etc.)
3. How are M&E findings on the DG being used to improve SETA effectiveness and impact?
4. How can realist evaluation be used to evaluate selected aspects of DG implementation more deeply? Examples being PIVOTAL programmes; career guidance and funded research impact.
5. How can an expansive learning approach to be used to evaluate selected DG implementation more deeply? Possible examples being youth programmes; SMME development and institutional support to education and training providers.
6. Given the above, how should the implementation of the DG be monitored?
7. How should the implementation of the DG be evaluated?

Purpose and Intended Users of the DG M&E Framework

The DG M&E framework aims in the first instance to guide SETA managers (programme and other line managers), but also Chief Executive Officers (CEOs), and M&E implementation staff on how to go about monitoring and evaluation each SETA's Discretionary Grant implementation and outcomes.

However, it is important to also bear in mind the proposed synthesis evaluation across SETAs, through the role of the National Skills Authority (NSA) in evaluating SETAs as a collective. A *High-level Framework for M&E in the SETA Environment* was developed as part of the research partnership initiative, to which the Framework for the DG is aligned. The PIVOTAL and non-PIVOTAL programmes supported by SETAs

also involve other role players, who influence their outcomes. These role players include employers, learners and training providers, as well as other funders in government, industry and civil society. Given these synergies, the DG M&E framework can also be considered by the NSA and other partners in the Post-School Education and Training (PSET) system.

Background

The role, importance and scope of the Discretionary Grant

The Discretionary Grants are used by South Africa's SETAs to implement their Sector Skills Plans, to address scarce and critical skills in their sectors and the industries within those sectors, and to contribute to national developmental targets. According to the Department of Higher Education and Training the grant should be used for "occupational and professional programmes to support economic growth and development, encourage employment creation and enable social development" (DHET, 2016, p. 35). SETAs are allocated 80% of the Skills Levy income, and of this, over half is allocated to Discretionary Grants. Between 2011 and 2016 the SETAs made discretionary commitments worth R31 billion (Mzabalazo and REAL, 2018) and the most recently available report on SETA funding (DHET, 2018) recorded that over R7.5 billion was spent on Discretionary Grants in the 2015/2016 financial year.

Of the money available in the discretionary fund, 80% must be allocated to professional, vocational, technical and academic learning (PIVOTAL) programmes that address scarce and critical skills in the SETA's sector(s). These programmes should result in qualifications and part-qualifications on the National Qualifications Framework (NQF) and include:

- Internships
- Work integrated learning
- Apprenticeships, and
- Work experience placements that lead to a trade test.

In addition, a SETA may allocate up to 20% of the discretionary fund to projects that contribute to the achievement of the intentions set out in its Sector Skills Plan (SSP), Strategic Plan (SP) and Annual Performance Plan (APP). This is sometimes referred to as the "non-PIVOTAL grant" and it has a very broad ambit for supporting skills planning, delivery and review for the sector as well as national plans, which are reflected in DHET guidelines for the use of these funds. There is currently a focus on public colleges and universities. The *Guidelines on the Implementation of SETA Grant Regulations* (DHET, 2015, p.17) require SETAs' Discretionary Grant policies (see below) to make provision for contributions to:

- Chair / Head of Faculty
- Increased number of lecturers
- Lecturer development programmes
- Increased lecturer qualifications
- Lecturer workplace-based learning in industry
- Learning materials (equipment, infrastructure)

- Qualification and curriculum:
  - New qualification by qualification types
  - Qualification upgrade
  - Curriculum development
  - Building or strengthening AQPs for the Quality Council for Trades and Occupations
- Career guidance
- High school mathematics, science and language programmes
- Research
- Rural development programmes not covered above
- Stakeholder support and capacity building
- Training for retrenches to re-skill and re-build sustainable communities
- Youth development programmes not covered above, and
- Support to SMMEs, NGOs, and cooperatives as part of their sector.

In order to ensure that the distribution of the Discretionary Grant across this range of funding options is fair, transparent and cost effective, SETAs are required to develop an annually updated *Discretionary Grants Policy*. This policy needs to set out how the activities funded by the Discretionary Grants will contribute to the achievement of the goals and objectives outlined in the SETA's SSP and APP. In addition, the policy must set out the funding framework, the delivery models and the project types that will be used. It also needs to provide details on how eligible organisations can access the Discretionary Grant. Given …

- the amount of money and other resources invested in the Discretionary Grants,
- the importance of the Discretionary Grant for achieving SETAs' objectives,
- the scope of initiatives that could be funded, and
- the diversity of institutions and beneficiaries eligible for discretionary funds

… it is critically important to effectively monitor and evaluate their implementation and impact.

Guiding Principles

Aligning with national systems

This *Framework for Monitoring and Evaluating the Discretionary Grant*, with its particular purpose and focus, should also be aligned with the broader national M&E system. The Framework has been informed by the *National Evaluation Policy Framework* (South Africa. Department of Planning, Monitoring and Evaluation, 2011) and the various guidelines for the NEPF's implementation. As the NEPF (ibid, p.20) notes, "one of the ways of assuring quality, particularly when there is limited capacity, is to avoid reinventing tools".

This framework is therefore based on different kinds of evaluation proposed by the NEPF and subsequent DPME guidelines. These are:

- *diagnostic* evaluation that identifies, for example, the drivers of change, or root causes of skills related problems;
- *design* evaluation that develops or tests the theory of change (how the Discretionary Grant will bring about desired change);
- *implementation* evaluation that tests how the intentions are working in practice (for whom, and why, or why not);
- *economic* evaluation that includes reviewing the relative costs and benefits; and
- *impact* evaluation that aims to understand the overall and longer term impacts of the skills intervention(s) supported by the Discretionary Grant.

In addition, *synthesis* evaluations that bring together insights from other evaluations and data are included as a way of pulling together overarching insights.

Detailed guidelines for how to undertake these types of evaluations are available on the website of the Department of Planning, Monitoring and Evaluation (https://evaluations.dpme.gov.za/pages/guidelines-other-resources) and this information will not be replicated here. Instead, the Framework guides SETAs in planning for and using the various kinds of evaluation to support organisational learning and improved performance in relation to the Discretionary Grants, as discussed next.

Focus on evaluation, improving performance through judgement and learning

A key challenge in the public sector worldwide and in South Africa, is the dominant and sometimes exclusive focus on compliance monitoring, or performance monitoring for accountability purposes, with much less emphasis on evaluation and learning. The *National Evaluation Policy Framework*, in discussing the purpose of evaluation, notes that "our primary purpose is around *improving performance*, but this also involves *questions of judgement*" (DPME 2011, p.4) (emphasis added). To improve performance (measured as outcomes and impact) organisations need to do more than collect and report on monitoring data (e.g. targets met). There needs to be *evaluation*, in which one judges the worth or merit of programmes and their outcomes. Beyond monitoring, evaluations are needed to understand what worked, how and for whom (ibid, p.3). These processes of judgement and learning should ultimately "result in better service delivery and the achievement of government objectives" (ibid, p..4).

What is there to learn about? The Discretionary Grants (both PIVOTAL and non-PIVOTAL programmes) are located within and guided by the SSPs, the APPs and broader thinking on skills development as outlined in the *Guidelines on the Implementation of the SETA Grant Regulations*. Such guidelines are in turn informed by the *National Skills Development Plan* and the *Skills Development Act*. The Act is located within the broader *Human Resource Development Strategy,* the *National Development Plan* and at a global level, strategies such as the Sustainable Development Goals. Working across these different dimensions, questions and contradictions arise that have implications for the design, implementation and review of skills development initiatives. Within specific initiatives such as a career guidance project

or a particular PIVOTAL programme, it is also likely that questions and contradictions may arise, either within one activity system (e.g. the SETA) or between several activity systems (e.g. the SETA, employers and a training provider). An example might be, that spreading the available funding across more beneficiaries might benefit more learners (hitting a higher target), but benefit each learner only partially, as the funding may not be adequate to see them completing the learning programme. Another contradiction that may arise across systems, may be that bursaries for scarce skills are efficiently issued by the SETA, and used by universities, but may still not result in 'hard-to-fill' vacancies being filled.

Organisational learning through coherently planned evaluations will enhance the ability of SETAs and partners to understand and respond to such contradictions, challenges as well as opportunities linked to the Discretionary Grants. The *Framework for Monitoring and Evaluation the DG* is therefore a framework for organisational learning, based on a well-researched and documented organisational learning process, titled *expansive learning* (Engeström, 2016, 2001; Engeström and Sannino, 2010; Sannino et al., 2016).

The *expansive learning cycle* provides a tool for thinking through these processes of judging merit and value and improving performance within and across activity systems and organisations. It uses a simple project cycle (see Figure 2) as the basis for a deeper process of organisational learning within and across activity systems (see the *Mandatory Grant M&E Framework* for a more detailed discussion of activity systems and expansive learning).

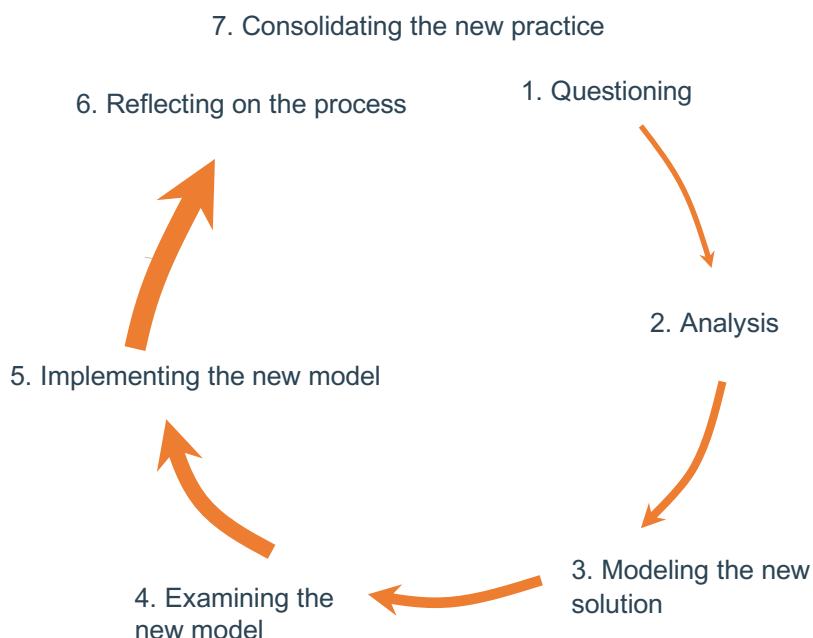The expansive learning cycle can be represented as follows:

Figure 2: Expansive learning cycle Source: Engeström, 1987

Organising evaluations for organisational learning

The expansive learning cycle provides a tool for planning evaluations, and using evaluation findings, within and across activity systems and organisations. The different types of evaluation in the *National Evaluation Policy Framework* can deepen and inform these processes of learning.

The framework for monitoring and evaluating the Discretionary Grant focusses on the relationship between the particular Discretionary Grant programme, intervention or ʽprojectʼ and the SSP. This focus is justified by the fact that the Discretionary Grant has to enable the SETA to achieve the intentions of its SSP. The project cycle associated with the development of a particular Discretionary Grant project (programme or skills intervention) could look as follows:

1) Analyse the context (e.g. identify the scarce and critical skills, the causes of these skills gaps or shortages, and the potential workplaces and training institutions that could support the development of these skills.)
2) Design the project/ skills intervention (e.g. develop a PIVOTAL programme focused on the identified scarce skills, the sites of work-based learning and the appropriate training institution.)
3) Prepare to implement (e.g. develop the agreements and systems required to disburse and manage the funding and skills development processes.)
4) Implement the project (e.g. conduct the PIVOTAL skills development processes through the discretionary grant funding, the training institutions and learners and other parties involved.)
5) Evaluate the outputs and outcomes (possibly the impact) of the PIVOTAL programme/ specific project enabled by the Discretionary Grant.

This is a relatively simple project cycle. Its strength is that it highlights the importance of a number of phases in the development, implementation and review of a project. A limitation of this simple representation is that it implies that evaluation should be left to the end of the implementation of the project, which is not the case.

As noted above, (evaluation) questions may arise at or across multiple levels of the implementation of the Discretionary Grant. For example:

- Questions about the relationship between economic growth, the potential for employment and skills shortages may emerge in relation to the 'scarce skills' discourse (see research by Allais et al., 2017; Balwanz and Ngcwangu, 2016).
- Questions may emerge with regards to the relevance of a particular SETA's Discretionary Grant projects in relation to its SSP and APP.
- Questions also emerge regarding the effectiveness, efficiency, sustainability or impact of a project.
- Questions may also arise at different phases of the project cycle: analysis of context, design, implementation of particular projects, implementation of a particular approach to Discretionary Grants, review of outcomes or impacts, review of costs and benefits, or a synthesis of reviews across time or across multiple projects/ institutions.

For each of these phases, different evaluation types/forms/approaches have been developed. These different evaluation types can be used in a sequential process (to follow an expansive learning cycle) or on an ad-hoc basis to respond to a particular question. When implementing on an ad-hoc basis, keeping the expansive learning cycle in mind will support organisational learning and impact.

In figure 3 the different types of evaluation proposed within the *National Evaluation Policy Framework*, and for which the DPME have developed detailed guidelines, are mapped onto the expansive learning framework.
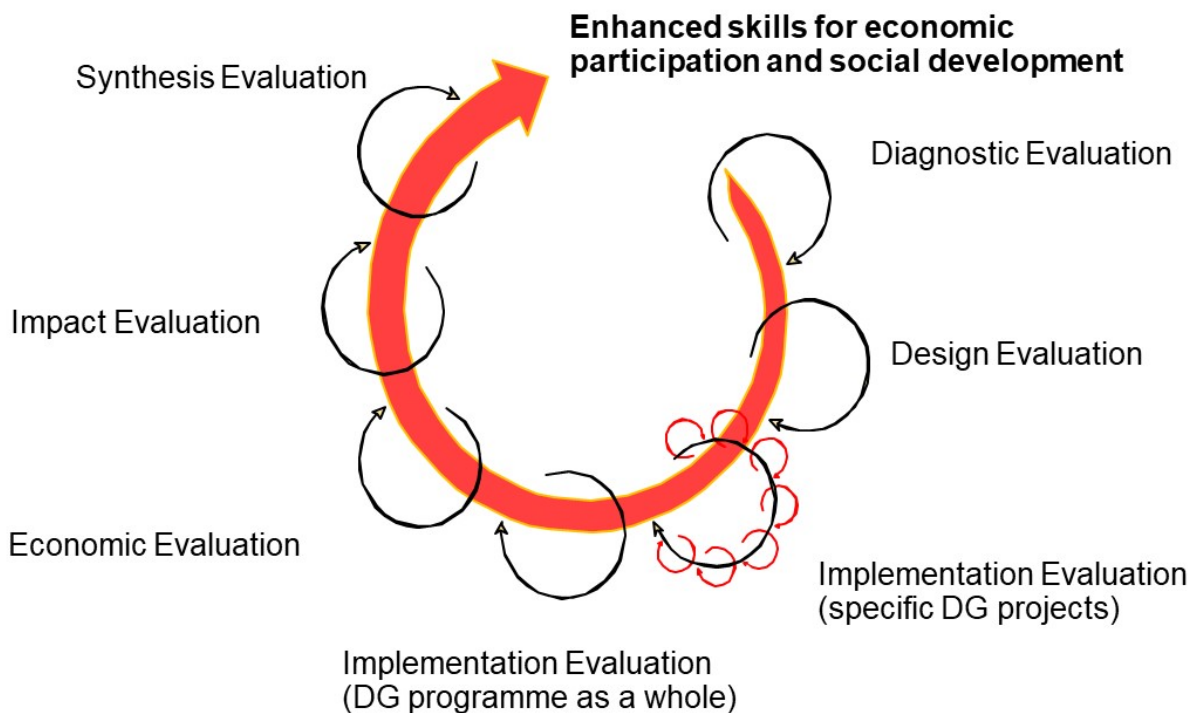

Figure 3: Different types of evaluation mapped on to an expansive learning spiral

Monitoring and the Discretionary Grant

This Framework does not provide a separate section on monitoring. SETAs will draw on monitoring data that is already collected for performance monitoring purposes, to provide data for the evaluation of the Discretionary Grant. At times additional data may need to be collected, e.g. through tracer studies tracking SETA beneficiaries. For details on performance monitoring, SETAs can refer to the report on Performance Assessment Standards (Ward & Rosenberg, 2020). Attention to good quality monitoring data, data management and data access is key (refer to *Discussion Brief 4: Data Management for M&E*, www.ru.ac.za/elrc/projects).

Evaluation Framework

The *Framework for Monitoring and Evaluating the Discretionary Grant* maps the diverse types of evaluation identified in the *National Evaluation Policy Framework* to an expansive learning spiral based on a simple project management framework. In the next section the integration of these two heuristics is explained in more detail. As a first step, each of the types of evaluation are considered with specific reference to the Discretionary Grant.

Diagnostic evaluation (DPME Evaluation Guideline 2.2.10)

The DPME notes that "many programmes and policies are implemented without a proper diagnostic being done, and so frequently address symptoms and not underlying causes" (DPME 2014). In the case of the Discretionary Grant much of this initial diagnostic work is done by SETAs or their appointed research teams as part of the development of the Sector Skills Plan. A diagnostic evaluation for a Discretionary Grant initiative, whether PIVOTAL or non-PIVOTAL, would require a careful consideration of the research in the SSP (Sector Profile/ Context; Key Skills Issues/ change drivers; Occupational/ Skills gaps; Sector Partnerships; Skills Priority Actions). A diagnostic evaluation would weigh up the possible Discretionary Grant initiatives in light of this contextual/ diagnostic research. Special attention must be paid to: What are the key drivers at this time? Where are the skills needs? Why do these needs persist (if there have already been initiatives to address them). Here one might find, for example, that bursaries are not sufficient because the root cause of the skills need lies in frozen posts, or certain work environments not being attractive to learners. For example, there may be enough Environmental Management graduates, but conversation agencies may be unable to fill management vacancies in remote conservation areas that are not attractive to the graduates. Or, female engineering graduates may choose to work outside of engineering if they perceive it as a male-dominated field.

Why?	What?	Who?	How?	When?	Then?
To provide empirical evidence to a programme manager; e.g. of the root causes of a particular skills shortage or the existence of a new skills development opportunity; to provide the evidence on which to base a strong theory of	What are the current drivers? (e.g. growth of green economy; lack of green skills). What is the root cause? (e.g. no anticipatory planning by employers) What are possible solutions? (e.g. internships; OFO update)	Initial diagnostic research / evaluation done as part of the SSP; should be done by research and evaluation units in the SETA, or guided by the SETA. More specific diagnostic evaluation focused on a particular sub-	Situational Analysis – internal or external environments (e.g. PESTEL) needs assessment and forecasting/ backcasting (e.g. stakeholder and expert workshops) Root cause analysis (e.g. realist evaluation; activity system analysis)	*Ideally the diagnostic evaluation should be done prior to the design of a DG initiative.* However, it may also be necessary to review the context during the revision/ redesign of an initiative that has been	It is vital that the diagnostic evaluation findings be used to inform the design of DG initiatives. Diagnostic evaluation findings could also be used to understand and test the feasibility of a range of

change and design for a new, or revised DG initiative.	What options best respond to SSP? (e.g. managerial or artisan level courses)	sector could also involve external experts in the field in question.	Review of previous research/ evaluations. Feasibility analyses.	operating for some time. Diagnostic evaluations can be done later, too.	options. This work also needs to inform the design phase of DG initiatives (see next).

(see DPME 2014 – 2.2.10 - for further details)

Although this Framework does not include methodological details (which can be found on the DPME site) it is worth noting that the layered and systemic nature of PSET environments and the importance of *context* in influencing skills needs and root causes, influences how diagnostic evaluation is undertaken. For example, to a standard PESTLE analysis (which looks at Political, Economic, Social, Technological, Legal and Environmental drivers of skills needs in a sector) evaluators might also need to add Historical drivers (e.g. inequality). Similarly, a multi-factorial analysis may be needed to identify the best intervention points in complex PSET systems (looking at social security and environmental sustainability benefits, and livelihoods as well as market related economic benefits, for example). The methodology sections of the following studies are helpful for diagnostic evaluation design: Rosenberg et al. (2015, with the Mining Qualifications Authority); Jenkin et al. (2016, with CHIETA); Rosenberg, et al. (2016a, 2016b); Ramsarup, et al. (2017); Ward et al., 2016, with the Public Sector SETA); as is a chapter which summarises key considerations (Rosenberg, 2020).

Design evaluation (DPME Evaluation Guideline 2.2.11)

A design evaluation often entails the development of a theory of change for a programme or project. The DPME guidelines state that "it is often difficult to trace programme documents, precise definitions of the programme, clear objectives, indicators and a theory of change" (DPME 2014). This means that the design of the intervention may be less robust than it could be. It also makes it difficult to evaluate these programmes. In the evaluation of NSDS III, Mzabalazo and REAL (2018) made this point; before they could start this implementation and impact evaluation, they had to construct a theory of change retrospectively. Given that the Discretionary Grants are supposed to contribute to the achievement of the SETA's SSP, a design evaluation should be "a rapid precautionary exercise conducted after an initiative has been designed but before it has been implemented." As with the NSDS III evaluation it "can also be used for existing initiatives as part of an implementation evaluation to check on the design."

Each SETA needs to draw up its theory of change in relation to the Discretionary Grant as a whole and/or the various initiatives within it. This can be usefully reviewed each year, to inform the SSP and strategic plan development. Given the broadness of scope of all 21 SETAs, and the variety of DG related initiatives within it, it is not possible to present one applicable theory of change model here. SETAs may however want to refer to the theory of change in the *High-level Framework for M&E in a SETA Environment*.

Why?	What?	Who?	How?	When?	Then?
To ensure that the design of a DG initiative is aligned to the SSP, SP & APP and that it is robust before implementation. To check the logic of a theory of change and ensure alignment with the various chapters of the SSP and APP.	Is there coherence between the diagnostic analysis/ evaluation and the proposed DG initiative? Have different options been considered? Is the theory of change logical and robust? Is implementation properly planned? Will it work?	The guidelines note that "it is important that those undertaking the design evaluation are independent from the intervention concerned." Smaller DG initiatives could be evaluated within the SETA. Large DG initiatives may benefit from oversight, e.g. by DHET and/or other stakeholders.	Review alignment between the SSP and the design of the DG initiative with SETA staff. Review alternatives with expert stakeholders. Analyse the theory of change and the logical framework. Ensure logical flow across objectives, activities, resources, outputs, outcomes and impact.	Once SSPs have been developed, but prior to the implementation of the DG initiative. Could also be done retrospectively as part of an implementation evaluation.	Meet with programme staff to discuss how the DG initiative design needs to be strengthened/ more closely aligned with the SSP. Identify issues that may require particular attention in subsequent evaluations e.g. implementation evaluation or cost-benefit evaluation.

(See DPME 2014 – 2.2.11 - for further details)

Implementation evaluation (DPME Evaluation Guideline 2.2.12)

Implementation occurs at different levels in relation to the Discretionary Grant, and implementation evaluations can be done at these different levels. Feedback from SETAs suggests that most implementation evaluation is happening at the level of discretely funded *projects*. This was referred to as "following the money". It is indeed important to monitor and evaluate at the project level, as large amounts of money are disbursed through projects. This is represented in the expansive learning/ evaluation cycle (figure 2) by the small red arrows - an individual project cycle within a wider Discretionary Grant programme cycle. This evaluation may be done by SETA operational / programme staff with oversight or support from the internal research or evaluation unit - thus enabling much needed collaboration between the M&E units and the operational units.

However, there is also a need to evaluate the implementation of the Discretionary Grant programme as a whole within a SETA to assess the alignment with and contribution to achieving the objectives of the SSP and APP. This requires both a synthesis of individual projects and a broader evaluation framing in relation to the sector and skills landscape as a whole. Here the SETA research and M&E units as well as the NSA and other DHET institutions have important roles to play. Implementation evaluations, at

multiple scales, provide an assessment of project/ programme "delivery, strategies, procedures and processes" and should answer questions such as: what is working/ not working; why and for whom.

Why?	What?	Who?	How?	When?	Then?
To understand how the individual DG initiatives or the Discretionary Grant as a whole is working, why, and for whom, with a view to improving implementation.	How the implementation is happening in practice? Is the implementation aligned to the project design? Are the outcomes and impacts contributing to SSP and APP achievement? What improvements/ changes need to be made? What potential is there for scaling?	Evaluations of smaller DG initiatives could be done by programme staff with oversight from the research/ M&E unit. Large initiatives and the evaluation of the DG programme will require external service providers to support and to ensure credibility.	Using monitoring data (such as that reported on a quarterly basis), reports, interviews and case studies. It would be possible to design an expansive learning process to both benefit from and contribute to a formative evaluation.	During implementation – This can form part of a formative intervention that informs ongoing improvement during implementation. After implementation – This can assess outcomes and can feed I the longer term into impact evaluations.	Formative – ongoing reporting to stakeholders to improve implementation as the project develops. Summative – feed into subsequent SSP development. Input into impact evaluation. Input into systematic evaluation across SETAs; across particular projects e.g. WBL and into DHET strategic planning.

(see DPME 2014 – 2.2.12 - for further details)

Impact evaluation (DPME Evaluation Guideline 2.2.13)

Impact evaluation seek to measure changes at the outcome and impact levels that are attributable to a specific intervention. The Discretionary Grant is designed to support the implementation of the SSP which is the planning document for SETA, to contribute to the development of skills and qualifications in occupations that support economic growth, encourage employment creation and enable social development. An impact evaluation would therefore measure changes and attribution with regards to the contribution of the Discretionary Grant and associated initiatives to economic growth, employment and social development (refer also to the Theory of Change in the *High-Level Framework for M&E in a SETA Environment*, as the framing of the high-level national objectives do change from time to time).

The challenge with impact evaluations is that they often require: a baseline against which to determine impact; a summative implementation evaluation as the basis for attributing casual pathways, and an

economic evaluation to assess the efficiency/ efficacy of resource use. There is also a need to conduct impact evaluation some time after an intervention has been completed, in order for outcomes and impacts to manifest and to assess sustainability of the impacts.

For all these reasons impact evaluations tend to be expensive and are often not included in project plans. This can be problematic where government needs to show impact, account for resource use, attribute impact to policy, and ultimately use impact evaluations as the basis for policy reviews and development.

Why?	What?	Who?	How?	When?	Then?
To systematically and empirically investigate the changes produced by the grant regulations, the DG framework or a discretionary grant intervention, whether at outcome or impact level and whether the DG or DG intervention was responsible for this impact.	Did the DG or DG intervention produce the intended impacts as identified in the NSDP and the SSP?

Was the impact attributable to the policy/ programme or intervention under review?
In what ways, why and for whom did the intervention work?

How did the intervention contribute to the intended impacts?

Are impacts likely to be sustainable?
Is this the best intervention to achieve the desired impacts? | Impact evaluations are usually undertaken by an independent service provider who specialises in research and evaluation due to the demands of this kind of evaluation and the need to ensure credibility in programme and policy decisions. | Desk reviews. Interviews. Stakeholder workshops. Implementation evaluations.

Outcome and impact mapping.

Context-Mechanism-Outcome (CMO).

Monitoring data.

Counterfactual methods.

Economic evaluations.

Systematic evaluation. | Although impact evaluation usually take place some time after an initiative (e.g. a tracer study) it is vital that data gathering (e.g. contact information) be initiated from the beginning of the programme. | For SETA programme managers an impact evaluation could inform a decision on whether to scale an DG initiative.

An impact evaluation should inform how future implementation can be strengthened to maximise impact.

Policy makers can use impact evaluation to inform policy development. |

(see DPME 2014 – 2.2.13 - for further details)

Economic evaluation (DPME Evaluation Guideline 2.2.15)

Although the National Evaluation Policy Framework does not refer to economic evaluation specifically, it does make a number of references to efficiency. It defines an efficiency assessment as "an evaluation method that answers questions about programme costs in comparison to either monetary value of its benefits or its effectiveness in terms of the changes brought about in the social conditions it addresses" (DPME 2011 25). The Guidelines on economic evaluation (DPME 2014) use the National Treasury definition of Economic Analysis to introduce the approach as "analysing the viability of a project based upon economic and social welfare improvements, and not financial bankability" (ibid, p.1). It also highlights the importance of considering environmental costs that may not be reflected in market prices.

This is broader approach is the same approach followed in the cost-benefit evaluation tool developed for the research partnership initiative on M&E in a SETA Environment. This tool, which has been custom-built for SETAS, looks at direct financial aspects, proxies, and qualitative considerations. It is useful for identifying opportunities for improving efficiencies, and for identifying the true cost of successful programmes. To access the tool, follow the link at www.cbe-tool.co.za.

An economic evaluation can be used at different stages in the evaluation learning cycle. When used in the design phase it can support decision making based on alternative options and inform the allocation of resources between different grants.

When used during the implementation phases or in impact evaluations it can determine whether a programme is providing or did provide good value, how and for whom. As the DPME Guidelines note, decision makers are faced with difficult choices about where to allocate resources such as the Discretionary Grant. Economic evaluation helps to inform these decisions.

Why?	What?	Who?	How?	When?	Then?
To support the comparative analysis of alternative courses of action in terms of both their cost and outcomes.	Evaluate and compare the costs and effects of various alternatives. Is this an efficient way to achieve the anticipated outcomes or impacts? What is the net social/environmental/ economic benefit resulting from the grant initiative? (Note: Complexity and externalities often result in partial	Evaluating how the benefits and costs of interventions are distributed across different groups, will require diverse stakeholder participation. Evaluators require a high level of	Cost-benefit evaluation. Cost-effectiveness analysis. Cost-utility analysis. Return on Investment. Public Expenditure Tracking System. Multi-criteria decision analysis.	In the planning phase to choose between alternative grant allocations; during implementation to determine whether a grant is providing good value; as part of outcome and impact evaluation to	Use the insights to increase efficiency of a particular grant initiative or of the DG generally. Use insights to decide whether to continue,

| | rather than full evidence.) | expertise in working with quantitative & qualitative data. | | determine whether a programme provided good value. | expand, reduce or terminate a grant initiative. |

(see DPME 2014 – 2.2.15 - for further details. DPME seem to have duplicated this number- see below.)

Evaluation synthesis (DPME Evaluation Guideline 2.2.15)

Evaluation synthesis uses secondary data including findings from other, completed evaluations and research reports. It does so by assessing their relevance for the particular purpose, and their reliability and credibility, then synthesising the findings and insights in order to answer a specific question relating to a particular area of interest.

In the context of the Discretionary Grant this is a particularly relevant form of evaluation, since the 21 SETAs are all conducting different research and evaluation initiatives. Evaluation synthesis offers the possibility of systematically working across particular grant mechanisms e.g. PIVOTAL programmes (e.g. internships) or non-PIVOTAL grant initiatives (e.g. career guidance) either within one SETA or across SETAs. By using existing evaluation and research data, synthesis evaluation is often more cost effective and can be done more quickly than implementing a new evaluation covering a similar scope.

Synthesis evaluation has also been recommended to the NSA, as one strategy for obtaining high-level insights across SETAs as a collective.

Why?	What?	Who?	How?	When?	Then?
To systematically distil and integrate data from a number of evaluations as well as other sources of evidence in order to draw informed conclusions about a given	Can be used to support diagnostic, design, implementation, impact or economic evaluations by synthesising previous evaluations. Could synthesise insights across grant initiatives	Within SETAs done by the research and M&E staff. Across SETAs, MSA M&E staff. Large scale systematic reviews could be done by research chairs and other external experts.	Literature Review. Quick scoping review. Rapid Evidence review Systematic review e.g. systematic realist synthesis. Multi-arm systematic review.	Can take place at any point in the evaluation learning cycle as long as relevant evaluations and research exist. Can be used to assess a range of options in the design phase.	Results should be shared with programme staff to inform performance and improvement. Results are particularly useful for informing policy makers and could be shared at SETA-DHET

question or topic.	within one SETA. Could synthesise insights on DG and DG initiatives across SETAs.		Meta review/ review of reviews.	Particularly useful for generalising across a number of similar grant initiatives to support policy and SSP reviews.	Collaborative Research Working Groups; SSP Forums; CEO Forums; NSA Council; National Skills Conferences; DHET planning and policy development processes.

(see DPME 2014 – 2.2.15 - for further details. DPME seem to have duplicated this number.)

Consolidated M&E Framework for the Discretionary Grant

Different forms of evaluation, if *planned and used* in a coherent manner, support organisational learning (in the SETA) and system wide learning for improved impact. The types of evaluation, if used as part of an expansive cycle, each make a specific contribution to designing, implementing and reviewing discretionary grant initiatives and the Discretionary Grant as a whole. It should be possible for each SETA to use the expansive cycle and the above introductions to the types of evaluation to identify the particular evaluation or combination of evaluations needed at a particular time and within a particular context. The following consolidation presents a more explicit example of an M&E framework for the Discretionary Grant.

There is a growing awareness within the SETAs of the need to enhance the alignment between the various planning and policy documents related to the SETA grants. The following quote from the CHIETA Funding Policy (CHIETA 2017, 11) illustrates this point:

> This policy is also intended to enable effective monitoring and evaluation of the skills development interventions funded by the CHIETA and change the focus from numerical targets to effective monitoring and measurement and impact evaluation. To this end, the CHIETA has adopted a skills value chain approach to express intention first in the SSP, then in the Strategic Plan and APP, and then in policies (funding) and procedures relevant to achieving the planned impact. The disbursement of funds is managed to achieve the intended goals.

The notion of a skills value chain approach is particularly important for the development of an M&E framework. If one takes seriously the suggestion that the intention is expressed in the SSP, SP and APP

and that the policies and procedures are in place to achieve the intended goals, then a simplified M&E framework for the Discretionary Grant may incorporate the following components:

- **Diagnostic evaluation** – It can be assumed that this is done as part of the development of the SSP (and subsequently carried through into the SP and APP). It is thus suggested that the diagnostic evaluation take the SSP as its basis and carefully assesses whether any further diagnostic evaluation for the Discretionary Grant or discretionary grant initiatives are required. An example may be, the need to better understand the reason why previous initiatives have not yielded the desired results, e.g. despite a bursary programme, hard-to-fill vacancies persist.

- **Design evaluation** – Given that the intention is that the Discretionary Grant should contribute to the achievement of the SSP/ SP and APP, a design evaluation can focus on assessing the alignment between the SSP and the specific Discretionary Grant initiative. This could be supplemented with an economic evaluation to weigh up the efficiency of alternative approaches. Alternatively, it could be complemented with a synthesis evaluation that summarises insights from previous evaluations of similar initiatives e.g. career guidance projects or WBL programmes.

- **Implementation evaluation** [individual projects] – in many instances SETAs are focussing a substantial amount of their evaluation capacity on monitoring and evaluating individual Discretionary Grant projects. SETAs may want to collaborate with each other and possibly the NSA (e.g. in the Collaborative Research Working Group) to develop a shared template for implementation evaluations, to allow them to share methods and insights (similar to the development of a standardised template for tracer studies, developed as part of the research partnership initiative in 2019-2020).

- **Implementation evaluation** [Discretionary Grant as a whole, both within and across SETAs] – This can be done within a skills value chain approach and therefore focus specifically on evaluating alignment between the SSP-SP-APP-DG Policy-APP of a SETA.

- **Economic evaluation** – The Cost-Benefit Evaluation tool (www.cbe-tool.co.za) provides a tool and a framing for economic evaluations, that is custom-built not only for the SETA environment, but for each individual SETA. Users register as a particular SETA, for the benefit of SETA specific background data to calculate the cost of initiatives.

- **Synthesis evaluation** – Again taking a skills value chain approach, it is proposed that this level of evaluation be used by the NSA to synthesise insights into the alignment between the National Skills Development Plan and the SSPs – the SPs – the APPs – Grant Regulations – the individual SETA Policies – the Implementation evaluations and the Annual Reports. By ensuring that the SETAs have a framework for evaluation that is located within a skills value chain, it should become easier to perform this particular synthesis evaluation and feed it back into the individual SETA implementation and evaluation frameworks.

1) Evaluate the alignment between the SSP, the SP and the APP, and from this, identify the monitoring indicators and expected outcomes in relation to the Discretionary Grant. (Diagnostic evaluation)

2) Evaluate the design logic of particular Discretionary Grant initiatives to ensure that the theory of change is aligned with the expected outcomes/ impacts identified in step 1, and that the proposed monitoring indicators are in turn aligned with the theory of change. (Design evaluation)

3) Conduct a formative implementation evaluation of individual initiatives based on the project design evaluated above. This needs to be done using a standardised implementation evaluation framework. (Implementation evaluation)

4) Conduct a synthesis evaluation of the implementation evaluations. This can be done at the SETA level (i.e. internally) and across SETAs, e.g. by the NSA. (Synthesis evaluation)

5) The above synthesis evaluation could include considerations of summative implementation evaluations (at the outcome level) as well as an economic evaluation.

6) Independent evaluators should be contracted in to work with SETA research and M&E units to do impact evaluations. Use the standardised protocol for tracer studies. Different tracer studies could be done each year, or the same study could be repeated to track trends over time.

7) Synthesise the findings and insights from the synthesis evaluations and the impact evaluations into accessible briefs that are used to inform the subsequent development of the SSPs. These can also be used for wider communications e.g. to the media if appropriate.

This framework, focussed on the DG, should be incorporated with others (such as the M&E framework for the Mandatory Grant, as well as Performance Management Standards) into an *Overall M&E Framework and Strategy* of the SETA, which should then be translated into an M&E Implementation Plan. Pointers for this translation process, into implementation, are provided next.

Implementation Guidelines

Two sets of considerations are shared here. Firstly, the resourcing of the M&E framework's implementation, and secondly, the planning of its implementation.

With regards to resourcing, it should be noted that the *Government Wide Monitoring and Evaluation System* (South Africa. Presidency, 2007) requires all government institutions to formally adopt an M&E strategy. Accounting officers and accounting authorities are accountable for the frequency and quality of M&E information and the integrity of the systems responsible for its production and utilisation.

Programme managers and other line managers and officials are responsible for establishing M&E systems. Designated M&E units should be in place for ensuring the implementation of M&E strategies by providing expertise and support.

Below are useful questions for developing an evaluation plan based on the framework provided here. These questions help to guide the form the evaluation will take, and its resourcing. They can be used to complete a template such as Figure 3, which will then form an Evaluation Plan. Different SETAs have different Evaluation Strategies and Plans. Such plans need to be comprehensive, but also feasible and realistic.

- **Why is the evaluation being conducted?** This first question helps to clarify the purpose of the evaluation. A consideration of the action learning cycle and forms of evaluation may suggest answers such as, "to improve the design of the Discretionary Grant project" or "to improve the implementation" or "to improve the economic value generated". These answers would suggest a particular type of evaluation.

- **What will be evaluated?** In answering the *why* question above, certain areas of activity will be suggested as the focus of the evaluation. These may be areas requiring improvement, or areas identified by emerging questions, or areas at particular stages in the project/ learning cycle. Given the relationship between the SSP and the Discretionary Grant it is likely that in answering the *what* question there will be a consideration of emerging questions, contradictions or opportunities that are at the interface between the SSP and DG initiatives. This can be supported through an activity system analysis (the *Framework for the Monitoring and Evaluation of the Mandatory Grant* provides detail on an activity system analysis).

- **Who will do the evaluation?** Based on *why* the evaluation is being done and *what* will be evaluated certain considerations will be required in relation to *who* will conduct the evaluation. Where the purpose is most strongly focused on learning for improved implementation it may be most useful for SETA staff to be involved so that the learning processes and the skills developed are embedded within the SETA. However, where the capacity within the SETA is lacking or where the judging of the value of the initiative is being used to enhance accountability, it may be necessary to bring in external expertise, both to develop internal capacity of staff and to potentially enhance the reliability of the evaluation.

- **How will the evaluation be done?** This includes both the particular evaluation type and its associated methodology, and the kinds of evidence that will be produced and gathered. It is important that these approaches align to the purpose and focus of the evaluation and that the people conducting the evaluation are experienced at using the methods decided on. A wide range of evaluations using quantitative, qualitative and mixed-methods approaches are available, and should be considered. The DPME guidelines are helpful in this regard and will not be repeated here.

- **When will the evaluation be carried out?** As noted above, simple project cycles often leave evaluations until the end of the implementation process. This however misses many opportunities for refining a project or programme as it is being designed and implemented. It also misses

opportunities to use insights from one project or institution to inform other projects or institutions, through a review across time or a range of projects or institutions. If the purpose of the evaluation is to support a more coherent design, then there is no need to wait until the completion of the implementation. On the other hand, if the intention is to track impact, then it may be necessary to provide for a significant time laps between the end of the project and the finalisation of the evaluation (e.g. tracer studies).

- **Then what?** This question alerts us to how the evaluation will be reported on and *used* to support the achievement of its purpose. It may also suggest that if certain groups are expected to use the findings to improve their practice, it may be important to get their buy-in and involvement secured early in the evaluation design/ implementation and/or reporting processes.

Why? (Purpose)	What? (Questions)	Who? (Involved)	How? (Methods)	When? (Project cycle)	Then? (Reporting/ use)
Consider and justify the choices that you have made. Ensure coherence/ logic across the questions.					

Figure 3: A template for drawing up an evaluation plan

Concluding Comments and Way Forward

The Discretionary Grant has been developed to support SETAs to implement their Sector Skills Plans, to address scarce and critical skills in their sectors and to contribute to national developmental targets. This is supported by an alignment of skills development needs and aspirations across the Sector Skills Plan, the Strategic Plan and the Annual Performance Plan of the SETAs. In order to ensure that the distribution of the Discretionary Grant across a broad range of funding options is fair, transparent and cost effective, SETAs are required to develop a *Discretionary Grants Policy* and update it annually. This should create a coherent and logical skills value chain running from the Sector Skills Plan, through the Discretionary Grant Policy and into the Annual Report.

Given the amount of money and other resources invested in the Discretionary Grants, its importance for achieving the SETA's objectives, the scope of initiatives that could be funded and the diversity of institutions and beneficiaries eligible for discretionary funds, it is important that their use and impact is carefully and effectively monitored and evaluated.

A primary purpose of such a monitoring and evaluation framework according to the *National Evaluation Policy Framework* is improving performance through a careful consideration of understanding what works, why and for whom. This document therefore sets out a *Framework for the Monitoring and*

Evaluation of the Discretionary Grant, that if implemented, will enable SETAs to answer questions of what works, for whom and why. The framework draws on organisational learning theory and more specifically the expansive learning cycle which provides a framework for planning and using evaluations for improving performance within and across organisations.

The Framework is informed by the guidelines that have been produced to support the *National Evaluation Policy Framework*. These guidelines support the identification of appropriate questions related to judging merit and value across multiple dimensions of designing, implementing and reviewing Discretionary Grant initiatives with a view to improving the skills value chain.

SETAs should use this framework, together with the *Framework for the Monitoring and Evaluation of the Mandatory Grant*; their existing monitoring and quarterly and annual reporting; the Performance Standards; and the tools and templates for Tracer Studies and Cost-Benefit Evaluation; to develop SETA specific M&E Frameworks and Plans for implementation as part of ongoing organisational learning, planning and communication cycles. SETAs should furthermore participate in the setting of the annual agenda for the High-level Framework for M&E in a SETA Environment, to be convened by the NSA, and seek synergies and alignment between their organisational M&E, and the collective M&E, in order to be able to 'tell the story' of SETAs work, and find the insights to address their challenges, to the benefit of South Africa's developmental objectives.

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For DPME Evaluation Guidelines see https://evaluations.dpme.gov.za/pages/guidelines-other-resources

Appendix 1: Source Documents

Rosenberg, E. and Ward, M. 2020. Framework for Monitoring and Evaluating the Mandatory Grant: Final Report. Rhodes University, Grahamstown

Ward, M. and Rosenberg, E. 2020. High-level Framework for Monitoring and Evaluation in a SETA Environment. Rhodes University, Grahamstown.

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Ward, M. and Rosenberg, E. 2019. SETA M&E Project 7 (Develop a M&E Framework for the Mandatory Grant): Scoping Report. Rhodes University, Grahamstown.

All SETA M&E project reports and presentations are available at
www.ru.ac.za/elrc/projects/meinasetaenvironment/publicationsusefullinks/deliverables