



City of Johannesburg external action tracking and stakeholder engagement framework

Provides an overview of the approach taken in generating an indicator framework and stakeholder engagement strategy for tracking climate action by external (non-City) stakeholders.

March 2023

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Acronyms, abbreviations and terms

BASA	Banking Association South Africa
C40 Cities	C40 Cities Climate Leadership Group
CAP	Climate Action Plan
CBO	Community-Based Organisation
CDP	A global emissions disclosure system
City	Non-capitalised: Refers to metro region. Capitalised: Refers to local government entity City of Johannesburg.
CoJ	City of Johannesburg
CSIR	Council for Scientific and Industrial Research
DTIC	Department of Trade Industry and Competition
EG	Embedded Generation (e.g. solar plant within the grid distribution network)
EISD	Environment and Infrastructure Services Department
GBCSA	Green Building Council South Africa
GESI	Gender, Equality and Social Inclusion
GHG	Greenhouse Gas
GIS	Geographic Information System
GSPSR	Group Strategy, Policy Coordination and Relations
IDP	Integrated Development Plan
IFC	International Finance Corporation
IGCCC	Intergovernmental Committee on Climate Change
IHS	International Housing Solutions
JET	Just Energy Transition
JOSHCO	Johannesburg Social Housing Company
KPI	Key Performance Indicator
MEL	Monitoring, Evaluation and Learning
MER	Monitoring, Evaluation and Reporting
NAAMSA	National Association of Automobile Manufacturers of South Africa
NBI	National Business Initiative
NGO	Non-Government Organisation
PCC	Presidential Climate Commission
PV	Photovoltaic
SALGA	South African Local Government Association
SAPOA	South African Property Owners Association
SAPVIA	South African Photovoltaic Industry Association
SDBIP	Service Delivery and Budget Implementation Plan
SEA	Sustainable Energy Africa
SSEG	Small-Scale Embedded Generation (e.g. rooftop PV)

Document overview

This document was funded by the UK PACT (Partnering for Accelerated Climate Transitions) programme in South Africa, and produced by Sustainable Energy Africa in partnership with the City of Johannesburg, as part of a programme to support the City of Johannesburg in tracking climate action by external stakeholders.

This document aims to outline the processes, considerations and progress in setting up an indicator framework system that will track climate response action by external (non-City) stakeholders with the Johannesburg metro area, as well as a stakeholder engagement strategy to facilitate information-sharing between the City and external stakeholders on climate action.

1. Introduction and purpose

This work forms part of a project that aims to support the City of Johannesburg in:

- Tracking climate action by external (non-City) stakeholders.
- Engaging external stakeholders on climate action tracking.
- Galvanizing climate action in high-impact areas through data/awareness.

1.1. Tracking progress on climate action

The City of Johannesburg (CoJ) has ambitious climate response plans articulated in its Climate Action Plan (CAP), approved by council and formally launched at the end of 2021. This sets a vision for a just transition, with two high levels goals: a net zero carbon city and a resilient city. The plan identifies ten themes under which the priority delivery actions for accelerating progress are clustered. The goals and themes are outlined in Table 1.

Table 1: CoJ CAP thematic areas of action

Goal 1: Net Zero Emissions	Goal 2: Climate-Resilient City
1. Affordable Clean Energy	6. Water Security
2. Optimised Energy Efficiency in Buildings	7. Resilient Human Settlements
3. Green Transport	8. Flood & Drought Management
4. Alternative Waste Management	9. Resilient Infrastructure
5. Improved Water Supply & Wastewater Treatment	10. Healthy Communities

In order to monitor progress – measure success and adjust priorities, the City is developing a ‘tracking’, or monitoring, evaluation and reporting process (MER). The Climate Change Unit within the City’s Environment and Infrastructure Services Department (EISD) are leading the management of this endeavour. EISD, with C40 Cities support, has embarked on a strenuous programme of mainstreaming climate action into City departments and related performance management systems. This mainstreaming focuses on actions that fall within the City’s direct control and form the heart of the CAP MER framework, particularly in relation to delivery.

However, much of the action that will result in achieving the goals of the CAP reside outside of the City’s direct control, with external (non-City) stakeholders. This report aims to capture the exercise of developing the external action tracking element to this larger CAP MER process. This element is oriented towards the outcome and impact side of the CAP; areas that sit outside of the direct control of the City, but are critically influenced by the City and are of substantial concern to the City and the realisation of the ambitious CAP goals.

The external action tracking proposed as part of the broader CAP monitoring process provides an opportunity to establish a systematic and objective assessment of progress on actions sitting outside of the City’s control. The intention is to provide the evidence to undertake assessment and identify delivery gaps towards improving climate response action delivery. The tracking will enable the City to:

- Track intended results against real progress, to measure success and adjust course accordingly.
- Evolve CAP priorities over time, as context changes or theory of change assumptions are reconsidered.
- Improve accountability and transparency, in line with the ‘co-produced’ spirit of the CAP development.
- Provide relevant information to a range of stakeholders and partners, including national and global climate actors.

The City’s progress in external climate action tracking is illustrated in Figure 1, with completed actions in green, in-progress actions in yellow, and future actions in red and/or unticked. The CAP provided a starting point of suggested indicators per climate response action.

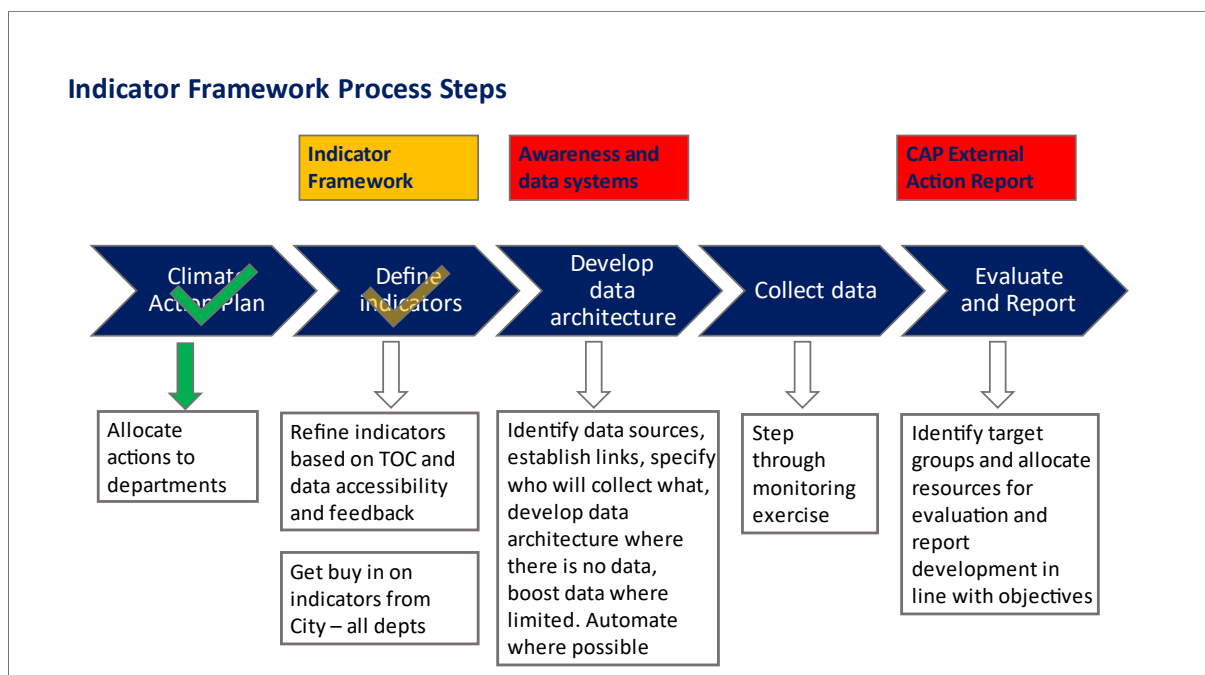


Figure 1: City of Johannesburg Climate Action Plan external action tracking indicator framework process steps

1.2. Engaging stakeholders

The emerging literature on monitoring and evaluation draws attention to the importance of visible outcomes and perceptions of justice in a just transition and climate action. This will need to be an important part of the process, through ensuring indicators that speak to protection of the most vulnerable, as well as more qualitative methods that seek to build inclusion in the process, visibility of the CAP, and perceptions of impact.

To achieve this, partnership is a key principle within the external action tracking frame. The process of establishing the framework, and the consequent data collection and reporting, will include interaction and consultation with a range of stakeholders. A stakeholder engagement plan is a core part of this framework. It seeks to align this work not only with the internal requirements of the City and city stakeholders, but also to the national monitoring efforts of the Just Transition Framework. It will also enable the work of Johannesburg to be visible on a global scale, through benchmarking measures.

“The ability to demonstrate real progress and quantify benefits of climate action can lead to greater access to national and international climate funding and secure more support from key stakeholder groups in the City”

C40 City Monitoring, Evaluation and Reporting Guideline

The external action tracking exercise will thus be supported by a governance structure led by the Climate Change Unit of the EISD and involving a range of City departments and core stakeholders. In addition, a detailed stakeholder engagement plan will underpin the co-development approach of the CAP (outlined in the section “Governance structure”).

1.3. Galvanizing action in high-impact areas

Tracking systems and stakeholder engagement can do more than simply show climate progress. In some cases, the actual architecture of data systems within a City, or targeted communication with key stakeholders, can enable, enforce or galvanise improved climate response. Hence this action tracking exercise is also focused on setting up the data architecture for three “big-hitter” (high impact climate response) areas, namely:

Built environment: Setting up a data system within the City that tracks actual building energy intensity (as opposed to estimated modelled intensity) will allow the City to enforce its policy and planned by-law that all new buildings built after 2030 should be net zero carbon.

Clean energy: Registration of residential PV systems, as per NERSA requirements, has been low historically. A simple registration system, coupled with a registration campaign, will improve ease and awareness of registering residential PV systems, which may encourage residents to either register existing systems (improving the City’s ability to monitor) or install new systems (improving climate response).

Resilience: This project will explore the viability of an innovative indicator, land value mapping, that shows and/or tracks the income (rates and utilities bills) compared with the

cost (infrastructure such as stormwater and roads maintenance) linked to development types. Communication of the results could be used as a strong social and political motivator for City spatial development plans favouring particular development typologies.

While the detail on the programme of action for these specific activity areas is not captured within this report, the elements that links strongly to either the set-up of indicators or stakeholder engagement, are captured.

2. Intervention logic, or theory of change, in relation to external action tracking

The starting point of the tracking (or MER) exercise is the City of Johannesburg’s Climate Action Plan (CoJ CAP). Its vision and priority actions, as represented in the ten thematic action areas (Table 1), will be the focus of the tracking exercise. In line with the intent of the ‘just transition’ element of the plan, this will include an assessment of progress in terms of the inclusion and protection of the most vulnerable members of the City.

The Climate Change team within EISD have identified the particular actions that sit within core line department functions across the City and have embarked on a process of mainstreaming these into the City’s performance management system. This internal action monitoring will be done on an annual basis and enable the climate action work that the City has direct control over to be systematised not only within performance management (KPIs), but also into the related resource allocation processes (IDP and SDBIP).

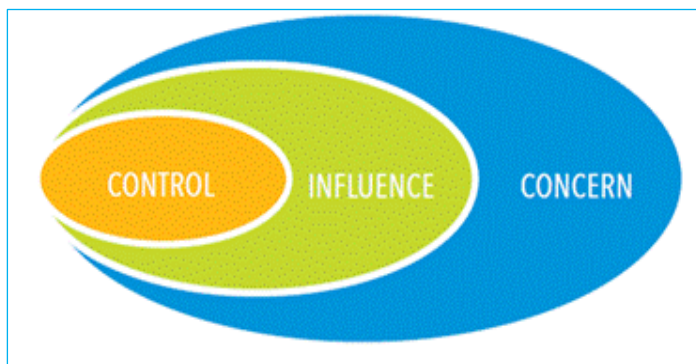


Figure 2: Layers of climate action control held by the City

Image courtesy of City of Cape Town

The City’s internal mainstreaming and monitoring can be characterised, to some extent, as the **monitoring** plan of the actions under City administrative control. The external action tracking exercise addresses the areas where the City has influence – through policy, regulations, awareness and education – and concern. This tracking may align more closely with an **evaluation** plan, in that it is more focused on the outcome and impact part of the traditional MER causal chain (Figure 3 and Figure 4). Table 2 shows how the CAP framework terminology relates to the standard MER causal chain terminology.

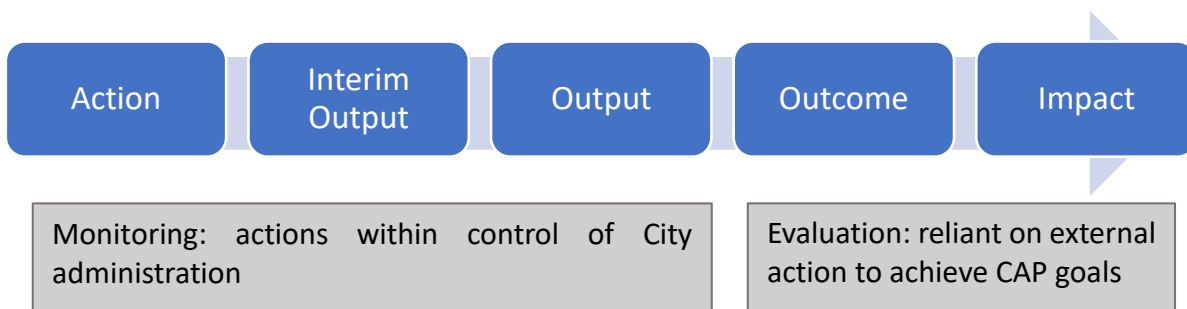


Figure 3: Traditional MER causal chain and alignment with City internal action and external action monitoring



Figure 4: MER causal chain example

Table 2: Comparing CAP terminology with traditional MER causal chain terminology

MER causal chain	Action	Interim output	Output	Outcome	Impact
Example	Promote embedded generation (EG)	Design EG registration campaign	Implement EG registration campaign	Renewable electricity generated	Emissions reduced
CAP terminology	Action	Sub-action	Sub-action	Theme (e.g. affordable clean energy)	Goal (e.g. net zero emissions)

However, this may be oversimplistic in that the external action tracking exercise will strive to include a range of measures across the causal chain to be better placed to evaluate the evidence and identify specific gaps and problematic assumptions. Simply viewing external action as a direct outcome of City action may limit the exercise and theory of change. There are substantial interdependencies and relationships among contextual factors, City policies, enabling conditions, external action and outcomes or impact. Thus, the causal chain may be better illustrated in the graphic below.

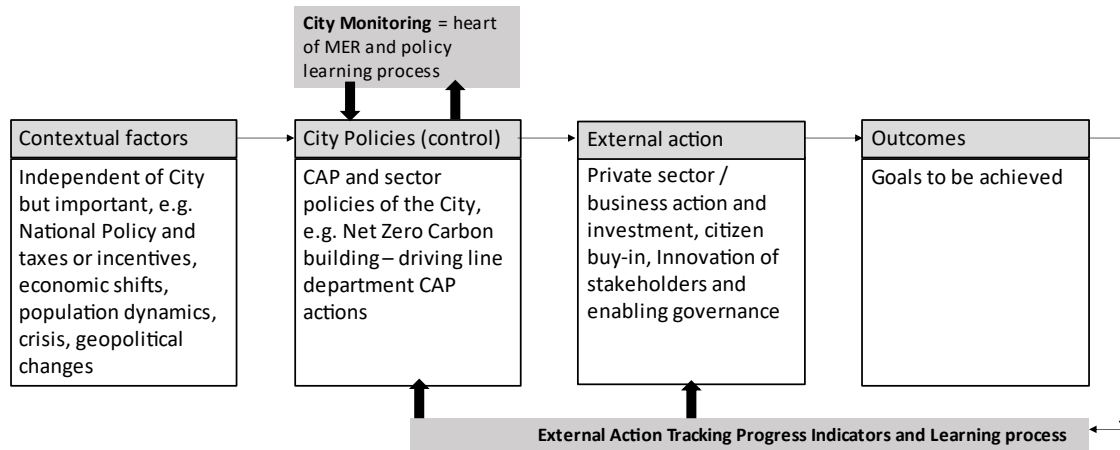


Figure 5: Monitoring and evaluation causal chain for CoJ CAP external action tracking exercise

The tracking exercise across the City thus begins with monitoring of its own, internal actions, which are extensive across multiple departments. This monitoring will form part of City administration performance management and the intention is for this to be done on an annual basis. The external indicator tracking then looks at the outcomes/impacts.

An Indicator Framework Excel workbook, to be viewed in concert to this report, provides a detailed ‘result’ or ‘causal chain’ for each action area indicator, based on the logic contained within the CAP. Whilst the CAP thematic areas form the backbone for this framework, the framework also includes indicators of process and governance, and has a focus on vulnerable groups. Over time, finance flows may also be tracked.

The data forming the evidence base for this exercise may be assembled annually or across a longer timeframe, with external action tracking potentially occurring less frequently than internal action tracking. A public dashboard represents a proposed reporting element (see report section “Monitoring, evaluation and reporting”). This will take different formats depending on the audience in question, but will include an element that is simple and easily understood by citizens.

In summary, the City will monitor a large number of internal “sub-actions” that speak to City project-linked activities. This is where the City has direct control, and where these actions can be included in performance management systems. A smaller number of “actions” will be tracked. These speak more to the outcome level in the MER causal chain and is an area where the City may only have influence, rather than direct control. External action tracking falls within this scope. Finally, a small number of key representative indicators will be reported publicly to showcase progress against CAP goals and objectives; speaking to higher-level impacts. This “pyramid” of action reporting is represented in Figure 6.

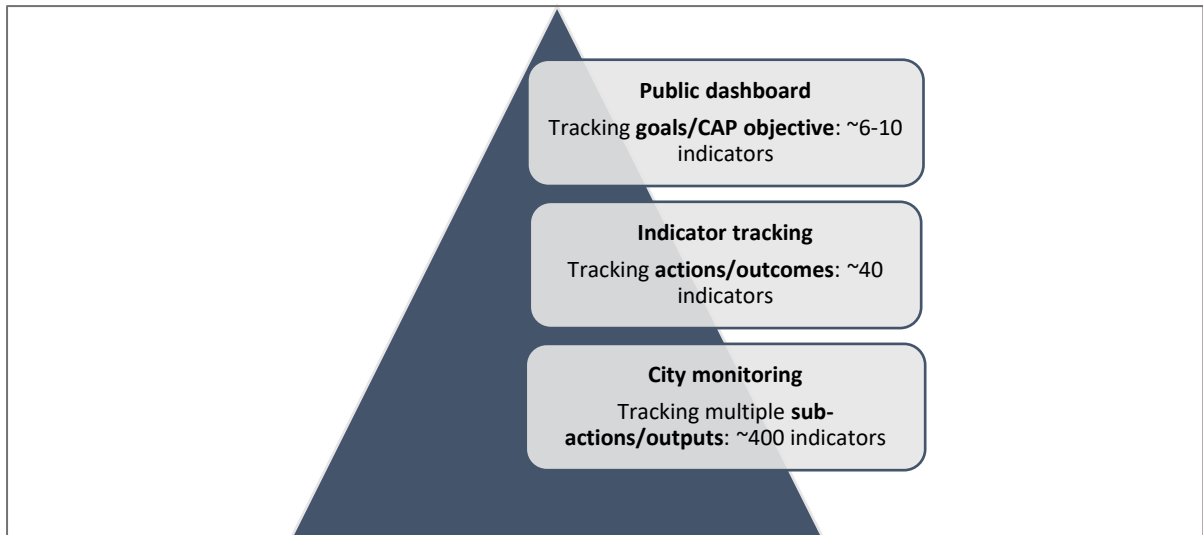


Figure 6: Levels and granularity of CAP progress tracking

The intention of the tracking exercise is to provide feedback into the City for learning, identifying policy or delivery gaps, and adjusting response accordingly. It will also provide feedback to citizenry in support of awareness, action (behaviour change) and accountability (of City and citizens) towards improving delivery of climate goals.

3. Governance structure

3.1. Institutional arrangements

The external action tracking exercise needs to be embedded within the institutional structures of the City so that external action tracking can be replicated according to the desired frequency, alongside the monitoring of City action. The City has established some initial structures that will be refined over time. The approach taken by the City is to build on existing reporting and data collation structures wherever possible. This includes:

- Existing CDP greenhouse gas (GHG) reporting
- City line departments reporting to Group Strategy, Policy Coordination and Relations (GSPSR), including the Circular 88 reporting requirements of National Treasury
- GIS systems in the City
- Alignment with the emerging Sustainable Development tracking processes

Critical external data networks will be developed during the framework development process and, where possible, institutionalised.

The Climate change unit within EISD will steer the tracking process in close collaboration with the City's GSPSR department, which currently is the strategic data centre of the City. The structure that currently holds this leadership or custodian role within this tracking exercise is an indicator working group consisting of representatives from GSPSR and EISD. This steering group will be supported through a network of working groups structured around the priority

actions and indicators identified by the City (Figure 7). This approach speaks to that of technical working group structures, as mentioned within the CAP chapter on governance.

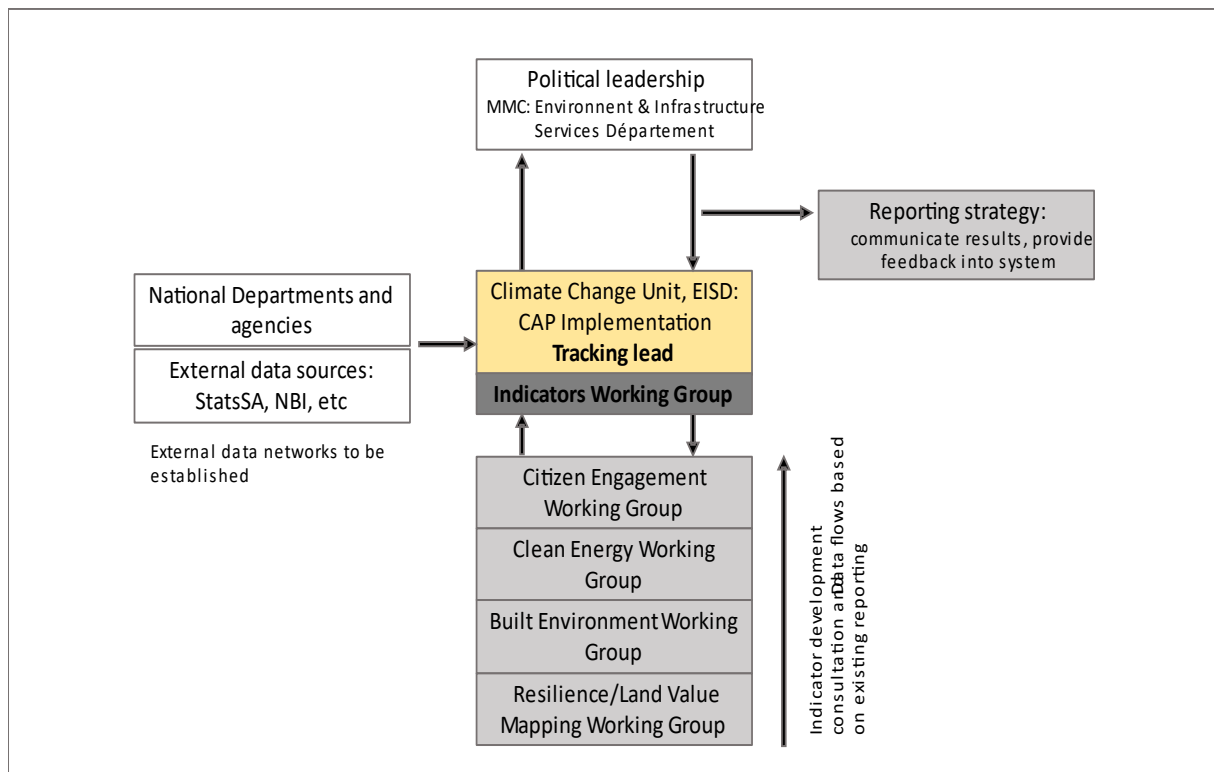


Figure 7: Outline of external action tracking governance structure

This structure will be refined, adjusted and formalised once it has been piloted and tested. A detailed list of the members of each working group can be found in the Stakeholder Engagement Strategy working document, which forms one of two a supporting documents to this report.

3.2. Reporting strategy and communications

Reporting is a core element of the MER process. This is envisaged as developing a feedback loop into the City itself, for policy and plan reflection, and improved delivery on actions; as well as outward to citizenry, to create awareness, provide important information and prompt greater levels of action towards achieving the CAP goals. This may also include vertical integration into key national departments, into national processes such as the Just Transition Framework Monitoring, Evaluation and Learning processes, and even into global monitoring processes.

The benefits of demonstrating progress, and clearly communicating quantified benefits of climate action, include access to national and international climate funding, and securing stakeholder buy-in through the CAP approach of collaboration and strengthening of partnerships. The perception of progress is critical for buy-in from communities.

The early and continued involvement of the City’s communications team is important to help define what needs to be communicated, how and to whom. The Group Communications and

Marketing Department is part of the Stakeholder Engagement Working Group and has already been engaged through the first youth CAP capacity engagement. It is important that the City consider resource allocation to the communications and reporting element over time.

Further detail is captured in the sections “Stakeholder engagement strategy” and “Monitoring, evaluation and reporting”.

4. Indicator development

4.1. Developing and refining an indicators list

Building on the theory of change, or intervention logic, the indicators support monitoring or tracking by providing an evidence base for progress assessment. The development of this draft set of indicators has drawn on a review of best practice, the C40 CAP MER Indicator Matrix (and result chain indicators), MEL approaches from a literature review undertaken as part of an alternative project by the supporting partner project team, and – most importantly – work already undertaken as part of the CoJ CAP development process, which proposed an initial list of indicators.

The COJ CAP priority actions were assessed to identify those areas that required action to be taken by business/communities/citizens outside of the City administration. In addition, actions identified through the CAP emissions pathways modelling as ‘big hitter’ areas were given an elevated focus within the emerging framework. An exercise was undertaken to map the relationships and interdependencies of each action to the intended CAP outcomes and impact, within and across thematic areas. For example, a water recycling/reclamation action can have outcomes and impacts across numerous CAP action themes, including water security, flood and drought management, and healthy communities.

“An indicator 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 performance.”

*OECD 2013, in C40 City CAP MER
Guidance*

This exercise also included an extensive analysis of gender and social inclusion (GESI): identifying the key areas in which indicators could support evaluation of the impact of climate action on youth, women, unemployed and vulnerable. This is in line with the just transition commitment of the COJ CAP.

It is also believed that indicators should include measures across the causal/results chain to be able to pin-point gaps, incorrect assumptions, and areas for improvement. They should further represent not only an end-state (summative), but also process (or formative aspects, e.g. public consultation), so as to focus on early indicators of change, as well as the process of change itself.

The initial set of quantitative indicators were discussed extensively within a workshop representing all key City departments. Ideas were also raised on qualitative indicators, in

particular as it relates to resilience and the City show-casing its work; for example urban farming projects. This indicators discussion was an important exercise to determine the availability of data and existing reporting mechanisms and structures. Officials were further canvassed for input on priority areas, before the draft set was confirmed. This set will undergo iterative change, as the process of stakeholder engagement captures additional perspectives and data availability/limitations. The process of monitoring will also deepen the understanding of frequency of data and ease of collection, collation and analysis. Further engagement on the indicator set will also take place with key external stakeholders, notably youth, business and labour.

The indicators include consideration of:

- What will the action improve (causality) and what will change as a result of that improvement?
- What can be measured before and after the climate action?
- How can we measure these changes?
- What are the benefits or risks and for whom?¹

The Indicator Framework supporting Excel workbook provides a causal, or results, chain for each action area to indicator. Building on the theory of change, the indicators support monitoring by providing an evidence base for progress assessment.

4.2. Data collection method

The tracking system requires that evidence can be systematically collected and should set out the frequency of collection. This will be developed as the framework is piloted and tested. The Indicator Framework workbook provides an outline of the data required for each indicator and the related analysis. This considers:

- Is the data available and accessible?
- How frequently is the data generated?
- Who is the custodian of the data?
- Who should collect/collate the data?

Qualitative indicators will also form part of the external action tracking process, but this will link strongly to stakeholder engagement, which will aim to draw out “stories” of action, which could include case studies, quotations or surveys. The intention here is to be more open to perception as an important element of evaluation, but also to illuminate the complexities of change.

¹ This benefits analysis was undertaken by the City as part of its CAP process

5. Stakeholder engagement strategy

Unlike internal action monitoring, external action tracking requires the involvement of stakeholders both inside and outside of the City administration. Stakeholders are critical to establishing the data networks required, developing awareness in support of action, and harvesting qualitative action stories to provide for a tracking that is both quantitative and qualitative.

In addition to City officials, climate action stakeholders thus include civil society and the private sector – both key CAP actors outside of the City; and other spheres of government (national, provincial, other metros and SALGA), who can have a substantial influence on the enabling context and policies in relation to climate action.

The EISD Climate Change unit is the coordinating unit for the climate tracking and reporting process and will need to establish a structure that draws in key stakeholders in the data and evidence development process (Figure 8).

Early involvement of stakeholders helps with:

- Agreement on the tracking framework and acceptance and buy-in of the evidence produced.
- Commitment to provide data/information.
- Ensuring that what is reported is most relevant to stakeholder needs.
- Getting real action going.

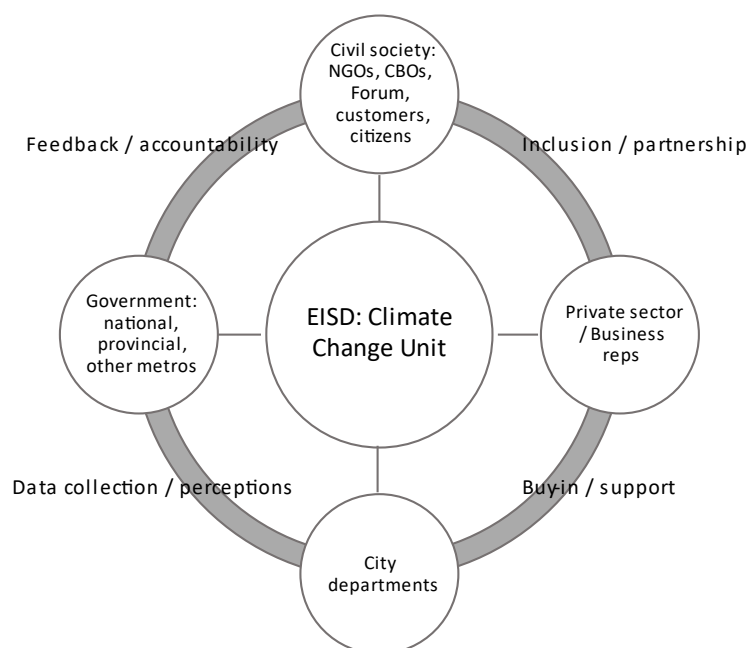


Figure 8: A structure for City stakeholder engagement

The City has developed a list of stakeholders through its CAP process, with relevant stakeholders listed under each of its proposed climate actions. These include both evidence users and evidence contributors, which sometimes overlap, as well as providers of quantitative and qualitative data. This list was worked through a more detailed stakeholder mapping exercise that considered stakeholders according to level of influence and interest, as illustrated in Figure 9.

Through workshop participation, an initial strategy of engagement was developed and is found in the Stakeholder Engagement Strategy Excel workbook. This is a dynamic process and will be updated continuously.

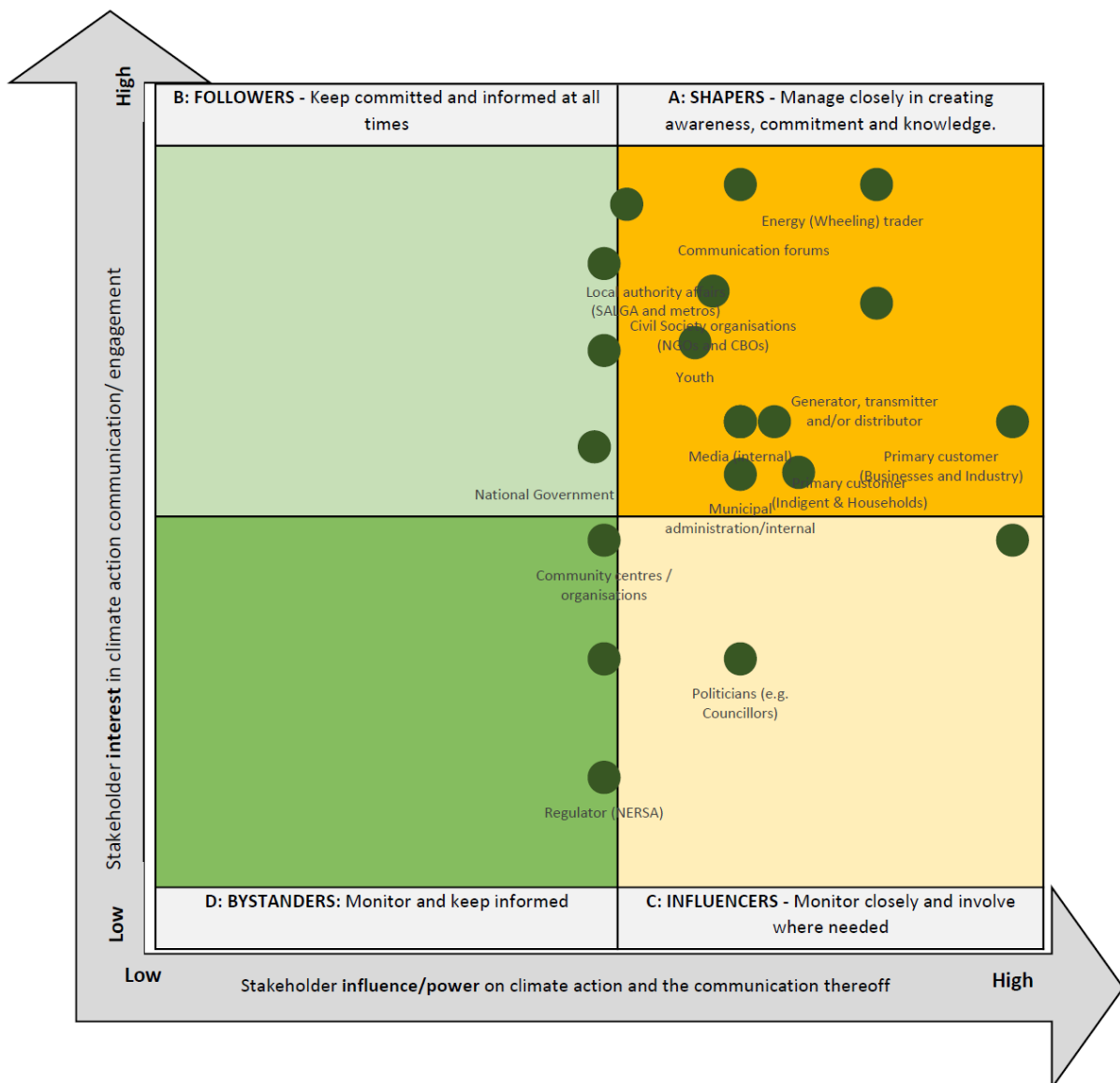


Figure 9: Mapping influence and interest across City stakeholders

The external engagement strategy is led through the Citizen Engagement Working Group, but each working group will also have their own stakeholder engagements based on those

stakeholders directly involved in that area of work or sector. The engagement strategy will be twofold:

- **Building on existing City communication platforms and structures** as much as possible. City departments have existing communication platforms into communities and with important stakeholders with whom they meet on a regular basis. CAP awareness can be brought into these spaces. Should City platforms require specific input from the CAP staff, they will apply for it via the working groups.
- **New engagements** with stakeholders identified as key to the external action tracking process. This includes those critical for data development, as well as stakeholders who have high influence. This space will be the focus of the external tracking project support. The engagements will be driven through the various working groups.

	Who?	What and how?
Indicator Development	<ul style="list-style-type: none"> • CoJ EISD • Various City departments • Link to informants in other working groups • Eskom • SAPVIA • NAAMSA • Other entities will be identified as indicators are firmed up 	<ul style="list-style-type: none"> • Finalisation of indicators through working groups • One-on-one meetings with key data source owners • Lead the tracking report development process
Citizen engagement	<ul style="list-style-type: none"> • CoJ Group Communications & Marketing • Youth forums • NGOs, CBOs and interested public 	<ul style="list-style-type: none"> • Youth capacitation and partnership for action on: energy and climate, green jobs, etc. • Workshop on low-income housing delivery linked to climate change: linking to existing CSIR work on Human Settlements and work in Alexandra • CAP webinar series
Clean energy	<ul style="list-style-type: none"> • City Power • Private sector PV installers • Customers and NBI as representative body • Energy traders 	<ul style="list-style-type: none"> • Small-scale embedded generation registration support: online platform • Engagement through NBI with large customers on embedded generation and wheeling • Registration campaign: media
Built Environment	<ul style="list-style-type: none"> • City Power • CoJ Development Management • City plan approvers and building control officers • Draughtspersons and design professionals: various associations and GBCSA • Developers and financiers: SAPOA, BASA, IHS, JOSHCO 	<ul style="list-style-type: none"> • Edge/IFC webinars and net zero carbon policy awareness • Workshop with built environment sector (building on previous) • Policy workshop with City (capacity building with City officials delivered via Solid Green/C40) • Webinar: information session and capacity building of design and draughtspersons

	Who?	What and how?
		<ul style="list-style-type: none"> Engage national government to secure support for net zero carbon buildings policy and potential funding
Resilience	<ul style="list-style-type: none"> Various City departments/entities: Corporate GIS, Joburg Roads Agency (stormwater), Joburg Water, Infrastructure Planning, Development Management, Social Development CSIR Academics 	<ul style="list-style-type: none"> Broad input into resilience indicators Testing feasibility of innovative indicator: land value mapping (income vs. cost of development types) Video on land value mapping to target City finance, infrastructure and development sectors Engage CSIR on related existing work with City

This broad strategy has been worked into an engagement action plan, available within the Stakeholder Engagement Strategy Excel workbook.

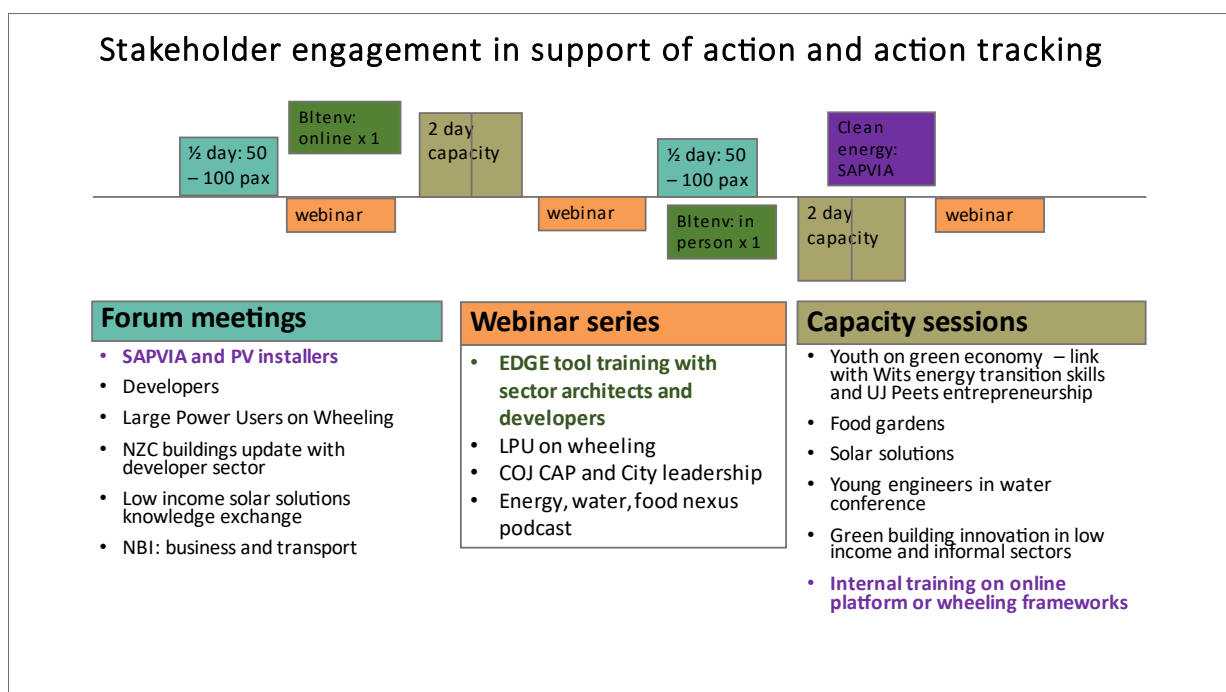


Figure 10: Illustration of stakeholder action plan approach (to be developed/updated on an ongoing basis)

6. Monitoring, evaluation and reporting

This is the point at which data (whether quantitative or qualitative) must be transformed into credible evidence on which to base an evaluation of the CAP. Initial discussions have been underway with core departments and data holders within the City, but the majority of this work will form the core work of year 2 of the project.

Monitoring: This will need to explore issues of data collection (e.g. frequency) and data collation/analysis and management. A baseline will need to be established.

Evaluation: This explores if, how and why change occurred and its impact on the most vulnerable; towards developing clear evidence on climate action progress (for climate funding and stakeholder buy-in) and recommendations for improving progress delivery. This would take the form of a dedicated study. A set of clear research questions need to be established that include assessing the relevance of the actions and whether they are sufficiently resourced, the level of impact (and in relation to efficiency of resource use), and the sustainability of the benefits.

Reporting: This involves presenting the evidence (data) for information and knowledge-sharing purposes. The target audiences need to be identified and a strategy in place for when and how the reporting will take place. This will be detailed throughout the project, drawing on the C40 Guideline as illustrated in Figure 11.



Figure 11: Differing communication needs of City stakeholder groups

Source: C40 City Monitoring, Evaluation and Reporting Guideline

Two specific reporting outputs identified within the external tracking project are:

- A public-facing indicators dashboard (illustrated example in Figure 12).
- A video illustrating the land value mapping approach, similar to [this one](#), but based on local context/results.



Figure 12: Illustrative example of a public-facing dashboard

7. A checklist for tracking action

Intervention logic:

- Develop an intervention logic for priority climate actions.
- Identify and review critical assumptions (regularly).

Governance:

- Establish coordinating teams, roles and responsibilities, including coordination with national government.
- Define a climate action reporting strategy, linked to data collection and stakeholder mapping.
- Agree resources and budget needed to implement the tracking system.

Indicators:

- Select indicators for measuring progress on all goals, in coordination with City departments and national agencies.
- Agree processes and selection of inclusive (GESI) indicators.
- Develop indicator methodologies and identify sources.

Stakeholder engagement:

- Establish engagement coordinating teams for stakeholder groupings.
- Undertake a stakeholder mapping exercise and continuous development of this and related stakeholder strategies.
- Agree resources and budget needed to implement stakeholder engagement.

Monitoring, evaluation and reporting:

- Complete a data needs assessment.
- Define timings of evaluations to be done (and purpose – research questions).
- Draft reporting plan, including resources, audiences, timings and report formats.
- Prepare standard reporting tools and templates.
- Revise reporting plan according to user feedback.



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