The Presidency
Department of Performance Monitoring and Evaluation

TOWARDS BUILDING AN M&E SYSTEM AT AN INSTITUTIONAL LEVEL

M&E Learning Network Workshop held at PALAMA

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DPME MANDATE

The Department of Performance Monitoring and Evaluation in the Presidency (DPME) was created in January 2010 to:

- Facilitate the Outcomes Approach (Performance Agreements and Delivery Agreements) and monitor implementation of priorities (POA)
- Develop and implement the Management Performance Assessment Tool (MPAT) in collaboration with key stakeholders
- Conduct frontline service delivery monitoring, including the Presidential hotline
- Facilitate citizen-based service delivery monitoring
- Undertake evaluations and research
- **Promote good M&E practices in government**
- Implement interventions to address blockages in delivery, in partnership with delivery institutions

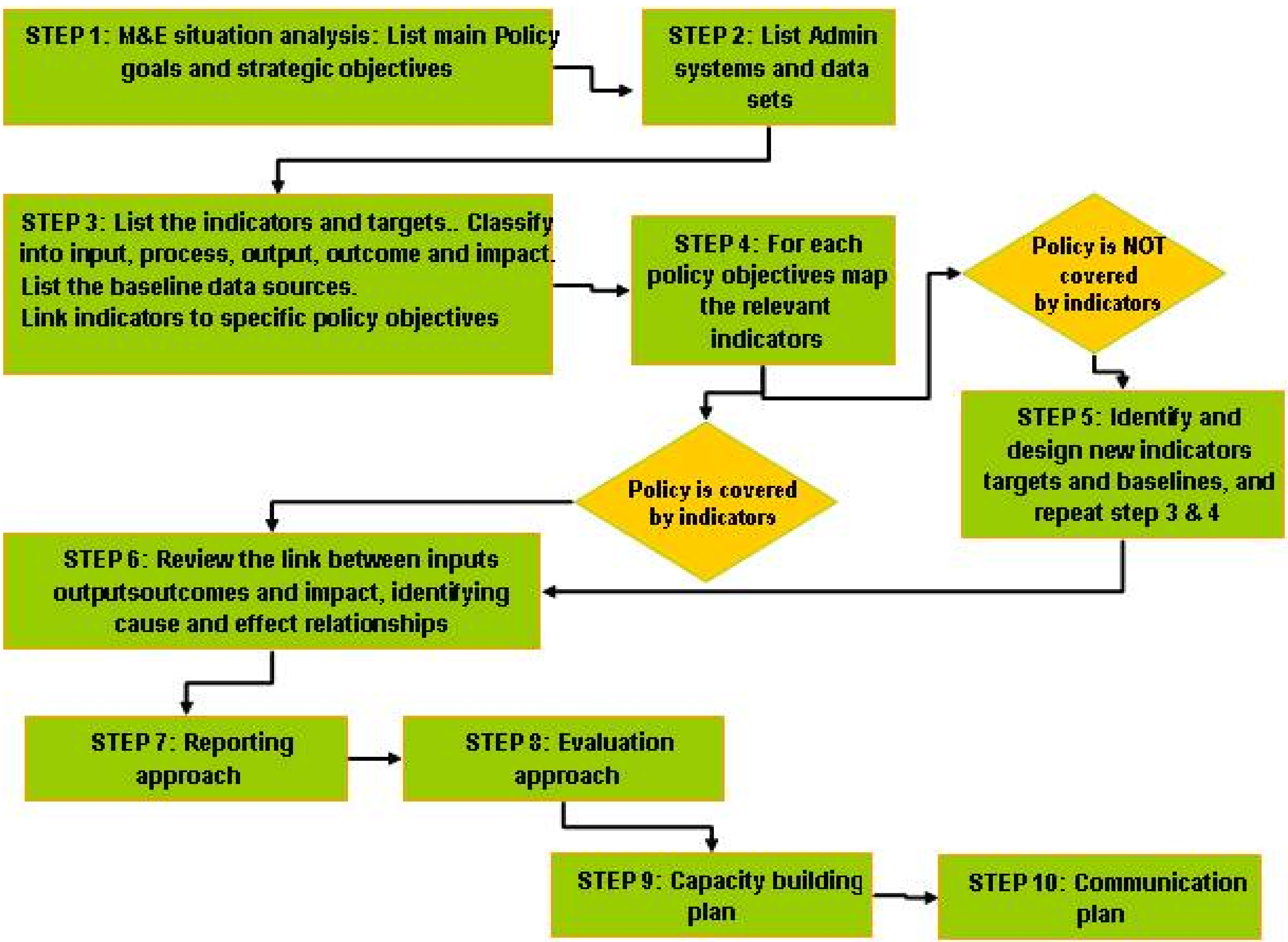
THE GOVERNMENT WIDE M&E SYSTEM

- The overarching **Policy Framework on the Government-Wide M&E System** (GWM&ES) promotes M&E practices and principles, and highlights a need for M&E capacity building at an institutional level, with 3 supporting frameworks:

National Evaluation Policy Framework (NEPF)	• DPME • Establishing a national evaluation system • National Evaluation Plan and technical support
Framework for Managing Programme Performance Information (FMPPI)	• National Treasury • Key concepts and processes on reporting performance/non-financial information
South African Statistical Quality Assurance Framework (SASQAF)	• Stats SA • Quality assessment of surveys and administrative data sets • Norms & standards for official statistics

WHAT DOES THIS GUIDE SEEK TO ACHIEVE?

- The Guide seeks to assist departments, sectors, and public institutions to:
  - **Develop an M&E system at an** institutional level that is sector appropriate for monitoring, reporting, and evaluation in line with government policies and other key mandates
  - Develop understanding of all administrative data systems and datasets; indicators, targets; and baselines (**data, IT systems, procedures and measures**)
  - Develop appropriate indicators and targets linked to policy aims and objectives **(planning alignment**)
  - **Analyse the indicators** and determine cause and effect relationships (logical model)
  - Specify **reporting and evaluation** approaches
  - Develop plans for **capacity building and communication**s for the M&E system to be embedded in the department sector and whole-of-government


STEP 1: M&E situation analysis: List main Policy goals and strategic objectives
STEP 2: List Admin systems and data sets
STEP 3: List the indicators and targets.. Classify into input, process, output, outcome and impact.
List the baseline data sources.
Link indicators to specific policy objectives
STEP 4: For each policy objectives map the relevant indicators
Policy is NOT covered by indicators
STEP 5: Identify and design new indicators targets and baselines, and repeat step 3 & 4
Policy is covered by indicators
STEP 6: Review the link between inputs outputsoutcomes and impact, identifying cause and effect relationships
STEP 7: Reporting approach
STEP 8: Evaluation approach
STEP 9: Capacity building plan
STEP 10: Communication plan

5. THE STEPS IN DETAIL

- **Step 1: Situational Analysis**
  - List the policy objectives and main sources
  - List other joint implementation institutions and partners, the sphere of government, and nature of cooperative relationship
- **Step 2: Administrative Information systems and data sets**
  - These are data records, IT, financial, and other day-to-day systems that are sources of information
  - List and describe them, i.t.o of their purpose, location, frequency of report extraction, users of reports, type of nature system (manual, electronic, etc), nature of interface, maintenance, etc **(see tables 2.1**)
  - Indicate any planned systems
  - List and describe data sets in current use **(table 2.2)**
- **Step 3: List indicators, targets, and baselines**
  - Indicators must relate to policy outcomes; cross cutting issues; targets prescribed; sector and Premiers Officer's requirements; and other M&E related research ad indexes, including international comparisons and requirements
  - Each indicator must relate to the logic model **(table 3.1)**

5. THE STEPS IN DETAIL

- The data source for each indicator must be noted, and a baseline value provided **(table 3.2)**
- Each indicator must be mapped in relation to a policy objective, drawn from policy objectives mentioned in step 1 **(table 3.3)**
- **`Step 4: Group indicators by policy objective**
  - Each policy objective must be linked to a set of indicators **(table 4.1).** This will make it clear what indicators provide information on the attainment on each policy objective
- **Step 5: If policy objective have no indicators, identify and design new indicators, targets, baselines and repeat steps 3 and 4**
- **Step 6: Review link between inputs-outputs-outcomes-impact, and identify causal relationships and links (results chain)**
  - There should be causal relationships between different elements of the results chain: if the appropriate mix of inputs is combined, these will result in service delivery outputs; if the appropriate service delivery outputs are achieved, this should contribute towards achieving policy outcomes/impacts. This is called the **logic model.**

5. THE STEPS IN DETAIL

- Indicators (input, output, process, outcome/impact) must be assessed against six criterion: **(table 6.1)**
  - Reliable
  - Well defined
  - Verifiable
  - Cost-effective
  - Appropriate
  - Relevant
- Use a rating scale from1 to 4, where 1 indicates a non-existent/unacceptable indicator, 2 an unsatisfactory/incomplete, 3 denotes acceptable/satisfactory and 4 denotes a good indicator
- Analyse the results chain **(table 6.2)**
- **Step 7: Monitoring and Reporting**
  - Departments will have indicator based reporting requirements (e.g. those articulated in the Strategic Plan and Annual Performance Plan (APP) as well as non-indicator based reporting requirements (e.g. Reports to regulatory bodies, MDGs, Development Indicators, etc).
  - For indicator based reporting, describe to whom each indicator will be reported, frequency and date of reporting, and compiler of report **(table 7.1)**
  - Then describe other indicator based reporting **(table 7.2)**

5. THE STEPS IN DETAIL

Step 8: Undertake Evaluation

- In line with the National Evaluation Policy Framework (NEPF), an institution must develop an approach to undertake evaluations of its programmes. To ensure that evaluations are objective and credible, they must be carefully planned.
- List all evaluations done by the department and those commissioned over the last three years **(table 8.1).** Important to state purpose, type, date completed, and who did evaluation
- List the planned evaluations for the next three years (for existing and new policies), with specific start and dates, and their purpose, use, and methodologies to be applied **(table 8.2)**
- It is important to state potential use of the studies, and develop mechanisms to ensure credibility and quality of the evaluations

- ### Step 9: Capacity- building

  - This must target users of M&E data, M&E managers, and M&E practitioners
  - Technical skills in respect of information analysis, integration of M&E functions and systems, and management and maintenance of the M&E system
  - Must involve recruitment of specialist skills; training of existing staff; mentoring and coaching and skills transfer; and learning through knowledge forums and networks

5. THE STEPS IN DETAIL

- Complete the capacity building plan template **(table 9.1)**
- Outline role of public participation and involvement in M&E (by communities, NGOs, civil society

- ### Step 10: Communications and Stakeholder Engagement

  - Public institutions should analyse how M&E findings can be packaged to reach their stakeholders. They need to consider what steps need to be taken in order to build demand for M&E in the public sector institution and in the broader sector within which it operates. Communication channels such as websites and other media should be used to report major evaluation activities and the resulting M&E findings.
  - Apply the **1/3/25 rule**, viz.
    - A 1 page summary on key messages
    - A 3 page executive summary
    - A 25 page summary report with some detail
  - Complete the M&E Communications plan template **(table 10.1)**
  - Outline the key communications activities, including how to utilise M&E information and channels to use **(table 10.2)**

6. IMPLEMENTATION CONSIDERATIONS

- **Linkages with other results-based managerial processes and requirements**
  - Consider how M&E findings will feed back and inform policy development, strategic and operational planning, budgeting, reporting as well as programme and project management.
  - Departments must motivate what results are likely to be realized, and how progress in achieving these results can be tracked.
  - An assessment that the targets and service standards suggested in the funding proposals and service delivery improvement plans are affordable given the resources requested.
  - M&E will have to start at the beginning of a project or programme, not just introduced at the tail end of implementation.
  - Where the public institution is a receiver of conditional grants or a transferring department, monitoring and assessment of these grants should be factored into the M&E system being developed.
- **Auditing of non-financial information**
  - The Auditor General fulfils a verification function and an assurance to Parliament that the non-financial information reported reflects the service delivery achievements of departments.

6. IMPLEMENTATION CONSIDERATIONS

- The Auditor General's focus will therefore be on the sub-set of non-financial information included in the annual report for accountability purposes. Furthermore, the emphasis will be almost exclusively on output related non-financial data rather than outcome and impact data

- **The South African Statistics Quality Assessment Framework (SASQF)**
  - Through setting common standards (e.g. concepts, definitions, classifications, methodologies and sampling frames), the South African Statistics Quality Assessment Framework (SASQAF) promotes quality assurance systems within a decentralised system of statistics production
  - StatsSA produces national and official statistics
- **Link to the performance management and development system (PMDS)**
  - Consider how the performance agreement of its senior management support the institutionalization of M&E. M&E is one critical element of the senior management service competency framework.
  - Performance agreement should encourage senior management to demonstrate how they are using evaluative activity to improve the effectiveness and efficiency of their institution's project, programmes or policies.

6. IMPLEMENTATION CONSIDERATIONS

- **Link to the performance management and development system (PMDS)**
  - The performance management system must ensure that a department:
    - Collects and makes available good administrative data for evaluative purposes and is consistently improving data quality (in terms of performance audits, conditional grant reporting requirements and SASQAF)
    - Makes use of evidence (qualitative and quantitative) to inform advice to Executive authorities and oversight bodies, and to drive policy, resource allocation and delivery decisions
    - Consistently develops appropriate capability to undertake and use high quality M&E studies.

7. ROLES AND RESPONSIBILITIES

- **Accounting Officer**
  - Accounting Officers are required to establish systems to manage the performance on the institution in relation to its policy objectives and its mandate, to establish systems for monitoring and evaluating performance, and to report on performance
  - Accountable for the frequency and quality of M&E information and the integrity of the systems. They must ensure that prompt managerial action is taken in relation to M&E findings
- **Line Managers**
  - Implementing the M&E framework
  - Individual performance agreements should reflect their M&E responsibilities which would include the management, reporting, analysis of performance information and other M&E findings and proactive managerial responses.
  - Maintain M&E systems.
- **DPME and Premiers Offices**
  - DPME will take the lead in coordinating the customisation of the generic M&E system (as enunciated in this Ten Steps Guide) to particular sectors (e.g. health, education, water etc).

7. ROLES AND RESPONSIBILITIES

- **DPME and Premiers Offices**
  - The responsibilities of the Premiers' Offices are delineated in detail in another publication by the DPME, *The Role of Premier's Offices in Government-wide Monitoring and Evaluation: A Good Practice Guide*
- **National sector departments**
  - To drive the data forums in their respective sectors. They will approve the M&E framework/system for the sector, with the accompanying indicator sets
- **National and provincial treasuries**
  - Monitor the systems required for the management of non-financial information for both in-year monitoring and later for budget programme evaluations as well.
  - Take the lead in identifying budget programmes for evaluation and undertake expenditure reviews
- **Auditor-General**
  - Audit non-financial performance information reflected in the annual reports of public institutions
  - Examine internal controls related to performance information, review the departmental systems for managing performance information and their documentation

GROUP WORK

Questions to be answered by each group:

1) What is raised each step & tables and its relevance?
2) Are there any gaps and how to fill them?
3) Whose role and responsibility is to carry out this task internally and externally to the institution?
4) What needs to be considered in implementing this aspect? (link with transversal frameworks like FMPPI, etc)

FOCUS AREAS FOR EACH GROUP

- **GROUP 1 (context and data systems)**
  1. Situational Analysis
  2. List of administrative information systems and datasets

- **GROUP 2 (Measurement)**
  3. Indicators, targets and baselines
  4. List of indicators by policy objective
  5. If there are policies with no indicators, identify and design new indicators targets and baselines, and repeat steps 3 and 4
  6. Review the link between inputs-activities-outputs-outcomes and impact, identifying cause and effect relationships

- **GROUP 3 (Monitoring, Reporting and Evaluation)**
  7) Monitoring and reporting
  8) Undertaking and managing evaluations

- **GROUP 4 (Communication and capacity building planning)**
  9. Communication plan
  10. Capacity building plan

Thank you

Go to http://www.thepresidency-dpme.gov.za for other DPME related policy documents