



The Presidency  
Department of Performance Monitoring and Evaluation

**DEPARTMENT OF PERFORMANCE MONITORING  
AND EVALUATION IN THE PRESIDENCY**

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# Establishment of the department

- Department promulgated by President in 1 January 2010
- Director General appointed on 1 April 2010
- Administered under vote 1 (The Presidency) for last three months 2009/10 financial year and for 2010/11 financial year
- Voted funds for first time in 2011/12 financial year (Vote 6, from 1 April 2011)
- Approved establishment is currently 191 posts
  - 122 posts filled by 1 Dec 2011
  - Remainder advertised and in various stages of being filled. Will complete process of filling vacant funded posts by the end of the second quarter 2012
- Establishment expected to remain constant over the current MTEF cycle (given budget allocations)



## Legal mandates

- Minister of PME in the Presidency has no specific legal mandates yet
- Currently working in terms of general Constitutional mandate (Clause 85) for the President to coordinate the functions of state departments and administrations
- Also obtaining Cabinet approval for each new aspect of DPME work
- 2011 international review of performance monitoring and evaluation:
  - Looked at PME systems in Canada, U.K., Colombia, Mexico, U.S.A., Indonesia, Malaysia, Singapore, Australia, Brazil, India and Chile
  - Many have legal framework for planning and monitoring and evaluation
- Investigating possibility of introducing similar legislation in SA
  - Will be taking proposals to the G&A Cluster and Cabinet early in 2012
  - Would enable Minister to set norms and standards for planning and M&E
  - Would provide for a line of sight between plans, from long-term national plan down to municipal plans
  - Would provide for reporting against key indicators and targets in the high-level plans



## Current mandates

- To date, the President and Cabinet have given DPME the following mandates:
  - Facilitate the development of plans for the cross cutting priorities or outcomes of government and monitor and evaluate the implementation of these plans (delivery agreements)
  - Monitor the performance of individual national and provincial government departments and municipalities
  - Monitor frontline service delivery
  - Manage the Presidential Hotline
  - Carry out evaluations in partnership with other departments
  - Promote good M&E practices in government
  - Provide support to delivery institutions to address blockages in delivery



# Structure of the department

- DPME consists of four main branches, aligned to main budget programmes
  - Outcomes Monitoring and Evaluation Branch
    - Outcomes approach; evaluation
  - Public Sector Oversight Branch
    - Performance monitoring of individual national and provincial departments and municipalities; monitoring of front-line service delivery; and the Presidential Hotline
  - M&E Systems Coordination and Support Branch
    - The POA; data management services for the department; development of M&E capacity across government
  - Administration Branch
    - Provides corporate services



# Budget Summary

<b>Budget allocation per Programme</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>
Administration	33 571	59 841	66 651	68 710
Outcomes Monitoring and Evaluation	24 743	37 540	44 907	49 000
M&E Systems Coordination and Support	10 709	18 969	20 565	21 797
Public Sector Oversight	27 179	57 810	61 280	64 956
<b>TOTAL</b>	<b>96 202</b>	<b>174 159</b>	<b>193 403</b>	<b>204 463</b>
<b>Budget allocation per economic classification</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>
Compensation of employees	55 053	93 124	99 620	106 375
Goods and services	38 045	67 535	80 253	86 466
Payments for capital assets	3 104	13 500	13 530	11 622
<b>TOTAL</b>	<b>96 202</b>	<b>174 159</b>	<b>193 403</b>	<b>204 463</b>



## The outcomes

- Despite massively increased expenditure since 1994, significant levels of poverty, joblessness and inequality persist
  - There has been inadequate attention to the achievement of outcomes and impacts in the key priority areas
  - Key performance indicators in areas such as education and health have generally not improved in line with increases in expenditure
  
- 2009 Policy Framework approved by Cabinet and tabled in Parliament – provided basis for “outcomes approach” to address these weaknesses



## The outcomes are the government's main initiative to achieve effective spending on the right priorities.

- Aim is to improve service delivery by:
  1. Introducing whole-of-government planning linked to key outcomes, clearly linking inputs and activities to outputs and the outcomes
  2. Implementing the constitutional imperative for cooperative governance by negotiating inter-departmental and inter-governmental delivery agreements for the outcomes
  3. Increasing strategic focus of government
    - Outcomes are deliberately limited in number - enables increased strategic focus on critical issues
    - Outcomes focus on key areas requiring improvement
    - Does not mean that other government work not directly related to the outcomes should be neglected - other work is captured in strategic plans of departments and IDPs of municipalities



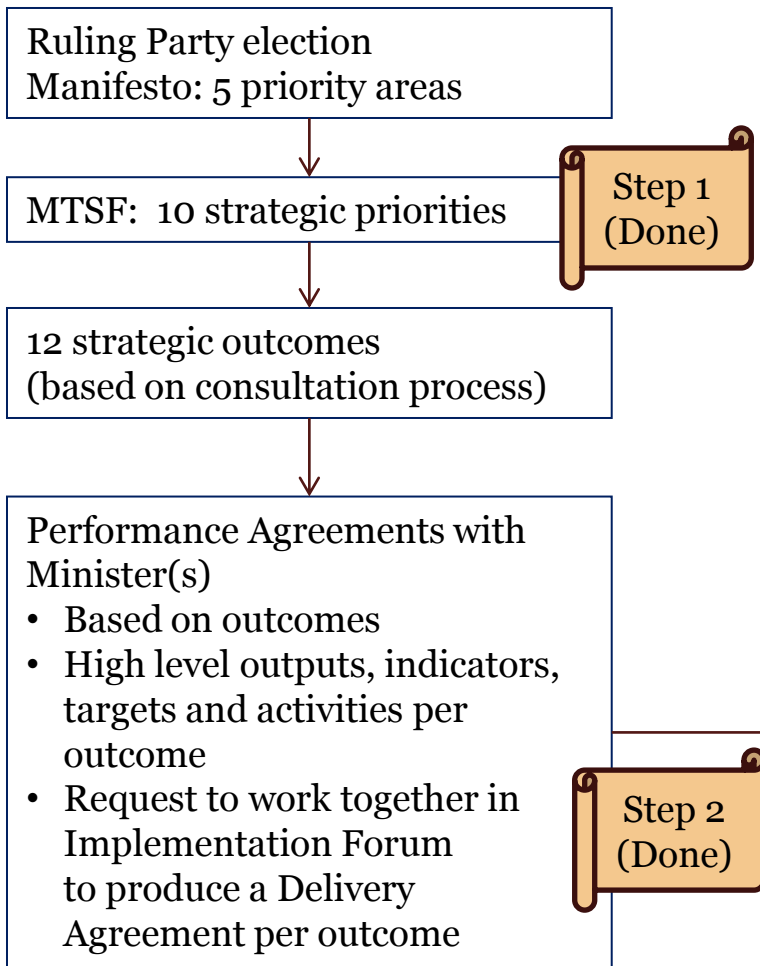


4. Making more efficient and effective use of limited resources through introducing more systematic monitoring and evaluation:
  - Identifying suitable indicators related to the outcomes and regularly measuring and monitoring them
  - Carrying out periodic evaluations of the impact of government's work on the outcomes
  - Using the results of monitoring and evaluation to:
    - promote evidence-based policy making
    - continuously improve government programmes

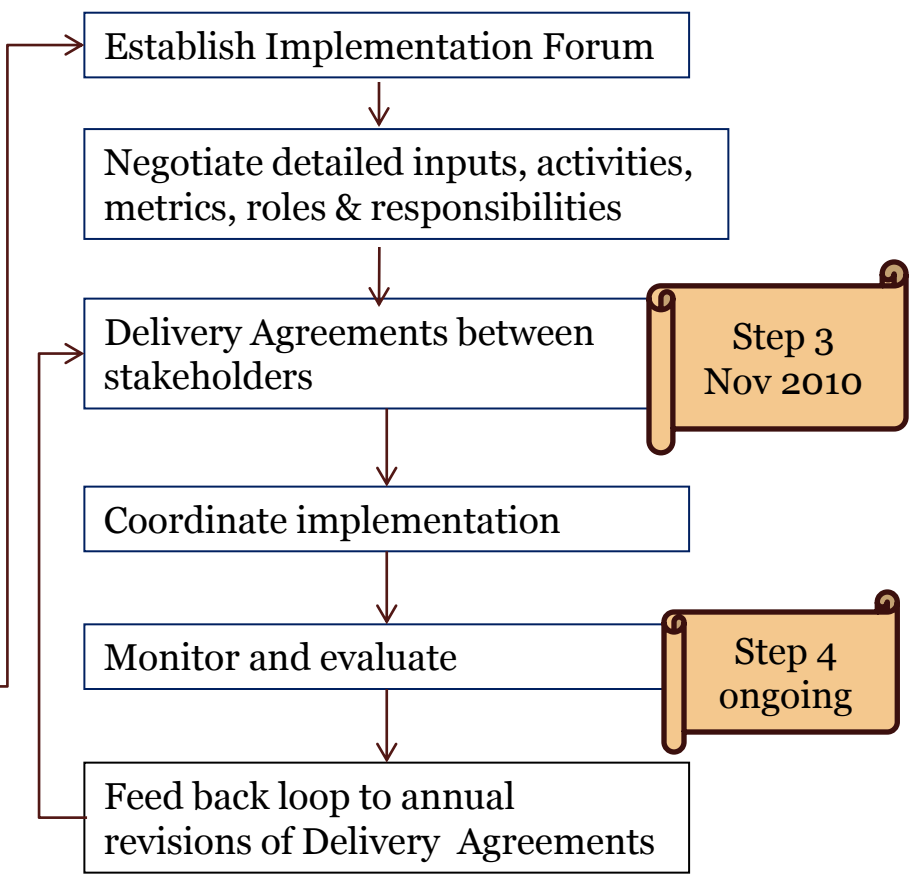


# The process

## Development of high level outcomes, outputs, activities and metrics



## Develop and implement detailed inputs, outputs, activities, metrics and roles and responsibilities



# The 12 outcomes

1. **BASIC EDUCATION:** Quality basic education
2. **HEALTH:** A long and healthy life for all South Africans
3. **SAFETY:** All people in South Africa are and feel safe
4. **EMPLOYMENT:** Decent employment through inclusive economic growth
5. **SKILLS:** Skilled and capable workforce to support an inclusive growth path
6. **ECONOMIC INFRASTRUCTURE:** An efficient, competitive and responsive economic infrastructure network
7. **RURAL DEVELOPMENT:** Vibrant, equitable, sustainable rural communities contributing towards food security for all
8. **INTEGRATED HUMAN SETTLEMENTS:** Sustainable human settlements and improved quality of household life
9. **LOCAL GOVERNMENT:** Responsive, accountable, effective and efficient Local Government system
10. **ENVIRONMENT:** Protect and enhance our environmental assets and natural resources
11. **INTERNAL AND EXTERNAL RELATIONS:** Create a better South Africa, a better Africa and a better world
12. **PUBLIC SERVICE:** An efficient, effective and development oriented public service and an empowered, fair and inclusive citizenship



# Performance Agreements (President – Ministers)

## **The President entered into Performance Agreements with all Ministers.**

- No legal framework for PAs between members of the executive, but President can exercise his prerogative
- Are a management tool for the President to provide Ministers with indication of key issues which he would like them to focus on, and his expectations of their performance in this regard
- For Ministers who are largely concerned with one outcome (e.g. Basic Education or Health), the performance agreement is based on the high level outputs and metrics associated with that outcome
- For Ministers who contribute to a number of outcomes, performance agreements are based on the agreed high-level outcomes, outputs , indicators and targets for those outcomes
- For Ministers whose direct contribution to the 12 outcomes is limited, performance agreements reflect their departments' strategic plans
- President will only enter into PAs with Ministers, and not with Deputy Ministers, Premiers, MECs or Mayors



# Delivery Agreements

**A Delivery Agreements is a charter between all the key stakeholders who need to work together to achieve the outcome.**

- Performance Agreements between President and outcome coordinating Ministers requested them to work with other key stakeholders to develop detailed Delivery Agreements for each outcome
  - Delivery Agreements describe outputs, sub-outputs, measurable indicators, targets and key activities, identify required inputs and clarify roles and responsibilities of each key body which contributes to the achievement of the outcome
- National Treasury guidelines for strategic plans indicate that departments' strategic plans and APPs must reflect commitments to delivery agreements – will be monitored by the Auditor General and should also be monitored by Parliament



# Monitoring of implementation of the Delivery Agreements

**The objective is to institutionalise regular monitoring of implementation of the Delivery Agreements, at the highest level.**

- POA contains the Delivery Agreements
  - Aim is to increase strategic focus in comparison to former POA
  - Coordinating departments capture progress against Delivery Agreements on POA
- Implementation Forums (structures such as clusters and Minmeecs):
  - Monitor implementation of the Delivery Agreements and unblock blockages
  - Prepare quarterly progress reports for Cabinet, focusing on key areas of progress and challenges requiring unblocking
  - DPME provides Cabinet with independent assessments of progress and challenges



## Overall successes with the delivery agreements

- For the first time, we have inter-departmental and intergovernmental plans (the delivery agreements) for key cross-cutting outcomes
- Process of producing delivery agreements resulted in a higher level of understanding of the challenges which other departments face, and how the work of the different departments affects each other
- Quarterly reports provide Cabinet with strategic agenda
  - Ensures that Cabinet regularly focuses on assessing progress with the achievement of the key priorities of government
- Emphasis on measuring results is working as a catalyst for change in government
  - Some departments are embracing the approach and focusing on measurable results and improving their data



# Challenges with the delivery agreements

- Difficult to keep Delivery Agreements short and strategic, tendency to be too long and detailed with too many indicators – not strategic and difficult to manage
  - Everybody would like their work to be included in the priority focus areas
  
- Lack of culture of coordination - ‘everybody else must change their plans to fit around my plans’
  
- Culture of public service – focus on activities than achieving outcomes
  - Tendency to produce process-indicators rather than indicators which measure actual improvements at output or outcome level
  
- Legal frameworks tend to favour the silo approach - focus on the accountability of individual ministers and accounting officers to Parliament





- Information management systems to produce required data not yet fully in place in many departments
  
- Challenges in the translation of the delivery agreements into implementation programmes in individual departments – links between collective planning and departmental planning
  
- Difficult to find balance between coordination and leadership by the centre on the one hand, and ensuring ownership by line function departments on the other hand – without real ownership there is a tendency to carry out M&E for compliance purposes only
  - Setting of low targets, reporting on processes rather than results, production of the reports delegated to low levels in the organisation, lack of top management focus on implementation, monitoring and reporting
  - Varying levels of ownership of process



## Focus areas for improvements

- Refinements of the Delivery Agreements – process currently under way:
  - Core set of measurable indicators defined for outputs, with targets
  - Data sources specified and data availability clarified
  - Key activities logically connected to outputs and indicators – best known way to achieve outputs
  - Milestones for key activities defined, enabling proper programming and project planning
  - Implications for aligning departmental Strategic and Annual Performance Plans understood and reflected
  
- Improve functioning of Implementation Forums
  
- Improve quality of reporting
  - Focus on more limited set of strategic indicators
  - Report on both activities and any changes to strategic indicators



# Management performance monitoring

- Management performance monitoring of departments is a sub-output in the outcome 12 Delivery Agreement
  - Focus is on assessing state of management practices
  
- DPME is monitoring departments' performance in terms of a range of aspects of governance and administration on behalf of FOSAD, and providing FOSAD with regular reports
  
- DPME has worked with National Treasury, DPSA, PALAMA, Office of the Public Service Commission, Office of the Auditor General and Offices of the Premier to introduce a credible and objective tool and methodology for assessing the management performance of departments
  - Collates existing management legislation and regulations into a single framework of standards and indicators of good management practice
  - Draws on data produced by existing monitoring and performance management systems



# Objectives of management performance monitoring

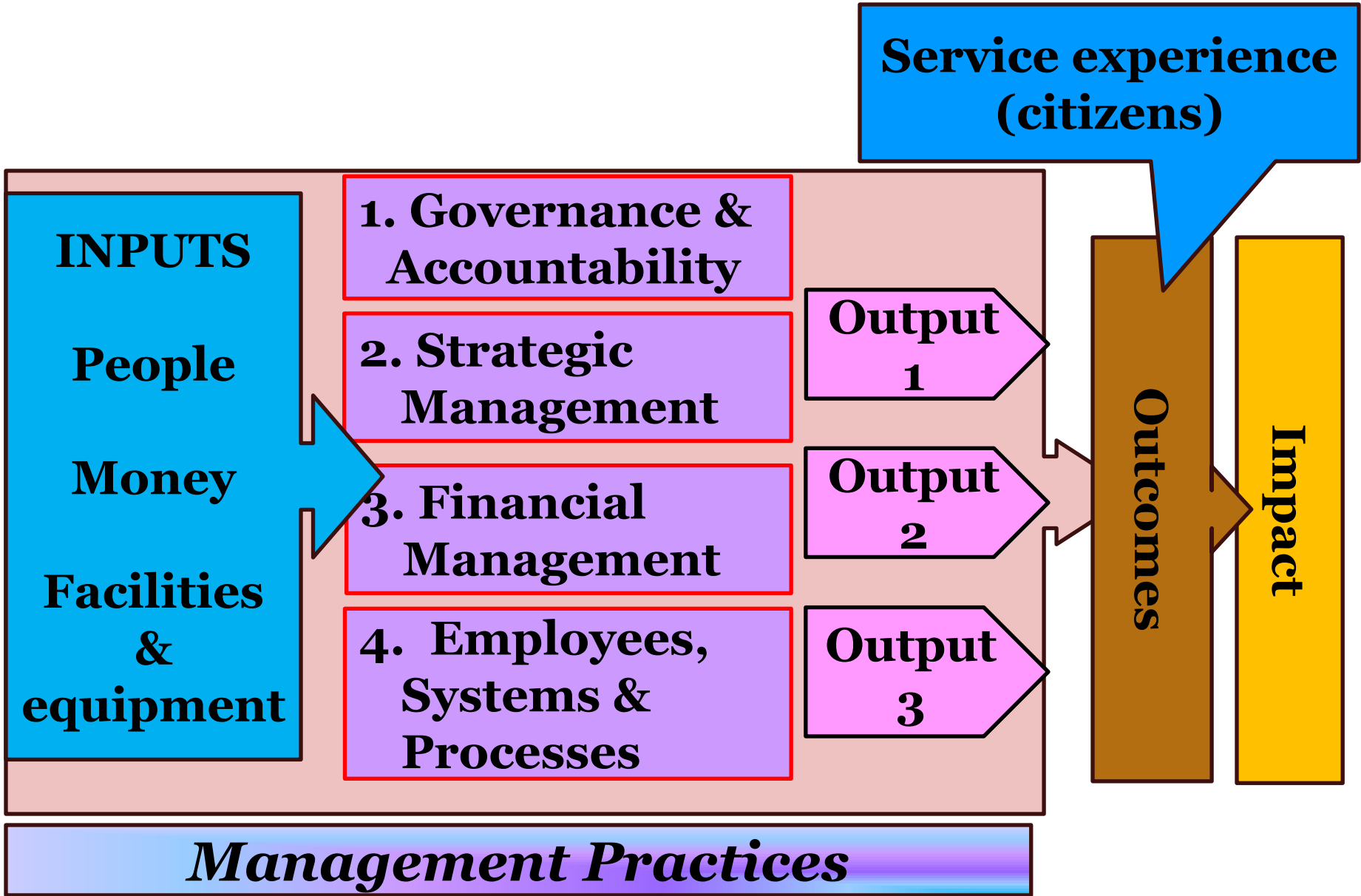
- Enables managers to test their own management practices against others and identify management practice improvements that will enable to improve service delivery
- Provides a basis for ongoing learning about improved management practices
- Catalyses improvements in management
- Enables the targeting of supporting programmes and interventions
- Establishes the baseline management performance of institutions against management benchmarks
- Enables tracking of improvements against the baseline performance



# Implementation of management performance monitoring

- Does not include assessment of policy and programme results
- Does not include assessments of the performance of individuals
- Programme is being implemented jointly with the provinces
  - DPME is leading performance assessments of national departments using the tool, Offices of the Premier are undertaking performance assessments of provincial departments, Offices of the Premier and provincial DCOG will assess municipalities
- Assessments started in November 2011
- Aim to take first set of results to Cabinet and Provincial Executive Councils in March or April 2012





## **Strategic Management**

- Strategic Planning
- Programme Management
- Monitoring & Evaluation

## **Governance & Accountability**

- Service Delivery Improvement
- Management Structures
- Accountability
- Ethics
- Internal Audit
- Risk Management
- Delegations

## **Management Performance Areas**

## **Human Resource and Systems Management**

- HR Strategy and Planning
- HR Practices and Administration
- Management of Performance
- Employee Relations
- IT systems

## **Financial Management**

- **Supply Chain Management**
- Asset management
- Revenue Management
- Compensation to employees
- General
- Goods and Services
- Transfer Payments
- Liability Management

## Assessment process

1. Presidency/Office of the Premier draws on secondary data (produced by existing tools, the Auditor General, the OPSC, etc) to produce an initial overall assessment
2. Department carries out self-assessment using standard questionnaire, validation buy Internal Audit and HoD
3. Presidency/ Office of the Premier/ Provincial Treasury conduct validation of self assessment against evidence
4. Subject matter experts check assessments
5. Engagement between the assessment team and leadership of the department to discuss results
6. Department develops improvement plan to address area of weakness
7. Presidency/Office of the Premier monitor implementation of improvement plan





## Link to individual performance management system

**Proposals are being developed to link the results of the performance assessments of departments with the performance assessments of Heads of Department.**

- Anomaly in current system: sometimes a Head of Department scores highly while the department is performing poorly
- DPME and DPSA have been working on proposals to link performance assessment of Heads of Department to results of performance assessments of their departments
  - Plan to take these to Cabinet early in 2012
- Will provide incentive for HoDs to focus on improving operational performance of their departments



## Monitoring of frontline service delivery

- Focus on monitoring of experience of citizens when obtaining services
- Is also one of the sub-outputs in the Outcome 12 Delivery Agreement
- Commitment from the Executive to focus on frontline service delivery monitoring – President and Ministers are visiting institutions such as hospitals, schools, police stations and municipalities on an ongoing basis
- Executive monitoring is complemented by monitoring by officials of the Presidency and the Offices of the Premier
- DPME and Offices of the Premier have collaborated to establish a joint frontline service delivery monitoring programme



# Components of frontline service delivery monitoring

- Programme comprises of three components:
  - Sub-programme 1: Surprise visits by officials in DPME and the Offices of the Premier to service delivery points to assess the state of frontline service delivery
  - Sub-programme 2: Engaging with civil society to develop a structured approach for citizen-based monitoring of frontline service delivery
  - Sub- programme 3: Management of the Presidential Hotline as an effective service delivery monitoring and accountability instrument
- Data from these sources as well as other sources such as the Public Service Commission and DPSA will be used to assess the state of front-line service delivery and make recommendations for improvements



## Visits by officials to service delivery points

- Focus is on government's five key priority areas and improvement targets set out in the Outcome 12 Delivery Agreement
  
- Pilot phase July – December 2011
  - Develop and test instruments (questionnaires and checklists) and approach
  - Training of officials in DPME and the Offices of the Premier
  - 122 monitoring visits conducted in 5 provinces – Gauteng, Limpopo, Mpumalanga, Free State and Northern Cape
  
- Initial selected service sites are Home Affairs Offices, SASSA offices, Police Stations, Health Facilities, Drivers License Centres and, in some provinces, Schools and Courts



# Aims of frontline service delivery monitoring visits

- Not intended to be a comprehensive and statistically representative sample
- Check whether:
  - service delivery standards are in place and being monitored
  - basic minimum management systems and practices are in place
  - basic information is available for users of the service
  - Government is meeting the expectations of the citizens
- Engagement with management before and after the visits
- Catalyse improvements
- Assist DPME and Offices of the Premier to identify where improvement initiatives should be targeted
- Enable DPME and Offices of the Premier and/or other relevant line function departments to facilitate or put in place interventions to address identified weaknesses
- Identify and give recognition to good front line service delivery practice
- Inform evaluations of government performance and performance of departments
- Outputs are reports on quality of frontline service delivery (provided to management of relevant departments and municipalities and political principals)



# Approach to frontline service delivery monitoring visits

- Focus is on monitoring generic quality norms in all facilities
  - Location and access
  - Visibility and signage
  - Queue management and waiting times
  - Dignified treatment
  - Cleanliness and comfort
  - Safety
  - Opening and closing times
  - Complaints and compliment systems
  - Selected sector specific standards (for example police response time for calls to assistance)
  
- Monitoring results based on interviews with community users at the service site, interviews with staff as well as the observations of the monitors



## Initial findings

- Community users have been very appreciative of the presence of officials from the Presidency and the Offices of the Premier at service delivery sites
  
- General problems found during the pilot phase:
  - Internal signage to indicate to users exactly where they should go for the service they require is often lacking
  - Long waiting times are common
  - Very little evidence of active queue management, inappropriately trained security guards are often deployed as queue managers
  - Complaints and compliments systems are usually under-utilised
  - General lack of a visible presence of managers at the front-line of the service facilities
  - Wide-spread severe neglect of facilities management and basic maintenance
  
- DPME and Offices of the Premier currently focusing on discussing site-specific findings from the initial visits are discussed with office supervisors and presented to national and provincial management structures



# Plans for frontline service delivery visits in 2012

- First reports to Cabinet and Provincial Executive Councils in February 2012
- DPME and Offices of the Premier to monitor implementation of improvement plans
- Encourage all provinces to participate in the programme
- Questionnaires, check-lists and reporting formats being improved
- Putting in place mechanisms for quality assurance of the monitoring visits
- Starting from April 2012, new round of visits will be undertaken
- Will follow up on previous monitoring visits undertaken by Office of the Public Service Commission, to assess whether OPSC recommendations have been implemented
- Increase collaboration and coordination with DPSA
- Develop case studies and make available to DPSA, PALAMA and GCIS for training of frontline service delivery staff and managers





## Citizen-based monitoring

- DPME working on plan for citizens to monitor selected frontline service delivery against agreed standards
  - Government has responsibility to ensure citizens are aware and informed of the quality of service they can expect
  - All service delivery departments and municipalities should be setting and communicating service delivery standards for all their services. DPSA has produced detailed guidelines in this regard
  - Citizens have responsibility to both hold government accountable and responsibility to work with government to ensure good practices are highlighted and poor quality services are identified and communicated to service points



- DPME studying experience of other countries where governments have worked with NGOs and CBOs to facilitate citizen-based monitoring
  
- DPME is also taking into account existing models being used in SA, such as the Community Advocacy and Monitoring project of the South African Social Security Agency and the Black Sash
  
- Role of DPME, in partnership with other departments, will be to work with civil society to:
  - Develop the monitoring instruments
  - Agree on the process of receiving analysed reports and agree on how the information will be used for dialogue between citizens and government regarding improvements



# Presidential Hotline

- Management of Presidential Hotline was transferred to DPME from 1 October 2011
- Important source of information for government-wide performance monitoring and evaluation, and for monitoring impact of government on citizens
- Enables government to track what are the important issues for citizens
- Enables government to track its responsiveness to the concerns of citizens
- Data collected from the interactions with citizens is an asset that can be effectively used for a number of policy, programming and monitoring purposes



- Cases received via email, letters, other sources are received and logged by the hotline office located at Union Buildings
  
- Calls are routed to call agents located at SITA
  - Some calls are referred by the call agents to staff at DPME
  - Some calls are referred by the call agents to national and provincial departments, municipalities, and public entities for resolution and response
  
- Call volumes exceed by a large margin the number of calls that can be accepted/ answered leading to call throttling
  
- DPME carried out a review of the functioning of the Hotline in October 2010 and is currently implementing an improvement programme:
  - Reduce throttling
  - Reduce call costs
  - Improve responsiveness, particularly by municipalities
  - More analysis of data to inform service delivery improvement initiatives
  - Investigate ways of making the hotline operate more smartly



- Hotline statistics:
  - 120 393 cases logged September 2009 to December 2011
  - 20 call centre agents at SITA (2 shifts of 10 agents per shift)
  - Average 14 000 calls per month answered, average 450 calls per day
  
- Responsiveness has improved from 39% in November 2009 to 79% in November 2011
  - National department responsiveness rate is generally better than the combined province and municipality responsiveness rate ( 83.5% and 43.1% on average respectively in November 2011)
  
- DPME reports to FOSAD and Presidents Coordinating Council on progress with case resolution per national department and per provincial department
  
- DPME has obtained increased budget for hotline from 2012/13 onwards, which will enable the hiring of additional call centre agents to reduce call throttling



## Top 10 service delivery complaints from the hotline

1. Employment related (e.g. job opportunities, problems at work)
2. Housing and accommodation (availability, list issues, quality issues)
3. Crime and other legal issues
4. Social grants
5. Information about government products and services (information not covered by other categories)
6. Citizenship (all Home Affairs related issues)
7. Electricity (including connection and billing issues)
8. Education and training (e.g. bursaries, entry into educational institutions)
9. Water for household use (e.g. accessibility, quality)
10. Health issues (related to public health services)



# Promoting good M&E practice in Government

- DPME has established and is coordinating sectoral data forums based on the outcomes
  - Aim is to improve data collection in departments to enable evidence-based reporting on progress with the implementation of the Delivery Agreements for the outcomes
  
- DPME has also established a national forum for the heads of M&E in national departments and a provincial forum for the heads of M&E from the Premier's Offices
  - Share information and good practices
  - Collaboration on shared initiatives
  
- DPME worked with PALAMA on curriculum development for M&E







# M&E tools, practice notes and guidelines

- As custodian for M&E in government, DPME is in process of putting in place range of monitoring and evaluation tools, practice notes, and guidelines, e.g.
  - Outcomes:
    - Guide to outcomes approach
    - Terms of Reference and guide for Implementation Forums
    - Delivery Agreement template
    - Quarterly reporting template
    - Process for effecting refinements to delivery agreements
  - Evaluation – to be put in place by March 2012



- M&E systems coordination and support
  - The role of Premiers' Offices in Government-wide Monitoring and Evaluation
  - Contents focus of Offices of the Premier in M&E
  - Organisational arrangements for M&E units in Offices of the Premier (in process)
  - Improving the operation of M&E in the Offices of the Premier
  
- Management performance assessment
  - Process for implementing Management Performance Assessment Tool (MPAT) in national departments
  - Policy framework for Management Performance Assessment
  - Guidelines for Management Performance Assessment
  - MPAT self-assessment tool
  
- Front-line service delivery monitoring
  - Monitoring visit guidelines
  - Frontline service delivery monitoring questionnaire



## Providing support to delivery institutions

**The Department is monitoring implementation of improvement plans and where necessary facilitating and supporting improvements in service delivery in areas visited by the President.**

- Dipaleseng, Mpumalanga
- Bekkersdal, Gauteng
- Hermanstad, Gauteng
- Madelakufa, Gauteng
- Sweetwaters, Gauteng
- Mthatha, Eastern Cape
- Mosselbay, Western Cape
- Struisbaai, Western Cape
- Umzimkulu, Kwazulu Natal



# Revised Strategic Plan

- DPME submitted its five year strategic plan to Parliament in 2011
  
- DPME will be submitting a revised five year strategic plan and annual performance plan in February
  - Reflect the recently acquired mandate for the Presidential Hotline
  - Place more emphasis on evaluations (focus has been on monitoring)
  - Refinement of outputs, indicators and targets for the department



# Thank you

Go to <http://www.thepresidency-dpme.gov.za/> for DPME documents

