



The Presidency  
Department of Performance Monitoring and Evaluation

# South Africa's National Evaluation System

**Presentation to Uganda Evaluation Week**

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# Outline

- 1. Establishment of DPME**
- 2. Why evaluation?**
- 3. NEPF and NEP**
- 4. Timeline for developing the system**
- 5. Stage we are at with evaluations?**
- 6. Current status with the evaluation system**
- 7. Use of information by Parliament**
- 8. Conclusions**



# Timeline around DPME

- 2005 Government-wide M&E system document
- 2007 Framework for Programme Performance Information (Treasury)
- 2008 System for data quality (StatsSA)
- 2009 New administration, emphasis on M&E  
Minister of Performance M&E created  
Work starts on developing priority outcomes
- April 2010 DPME created in Presidency, as delivery unit
- 2010 12 outcomes agreed, Minister's performance agreements, delivery agreements, quarterly reports
- 2011 Systems for Management Performance Assessment (MPAT) created with assessment of 103/155 national and provincial departments, monitoring of front-line services developed.
- June/July Study tour to Mexico/Colombia/US
- August Draft National Evaluation Policy Framework.
- October First evaluation starts as pilot for the system
- November National Evaluation Policy Framework approved by Cabinet**



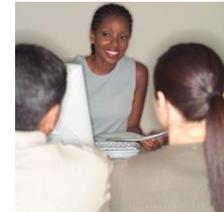
# Why evaluate?



Improving policy or programme **performance** (evaluation for continuous improvement):  
this aims to provide feedback to programme managers.

## Evaluation for improving **accountability**:

where is public spending going? Is this spending making a difference?



## Improving **decision-making**:

Should the intervention be continued? Should how it is implemented be changed? Should increased budget be allocated?

## Evaluation for **generating knowledge** (for learning):

increasing knowledge about what works and what does not with regards to a public policy, programme, function or organization.



# Scope of the Policy Framework approved Nov 2011

- Outlines the approach for the **National Evaluation System**
- Obligatory only for evaluations in the **national evaluation plan** (15 per year in 2013/14), then widen
- **Government wide** – focus on departmental programmes not public entities
- Focus on policies, plans, implementation programmes, projects (not organisations at this stage as MPAT dealing with this)
- **Partnership** between departments and DPME
- Gradually developing **provincial** (2) and **departmental** evaluation plans (3) as evaluation starts to get adopted widely across government
- First **metro** has developed a plan (Tshwane)



# Why a National Evaluation Plan

- Rather than tackling the whole system, focus initially on strategic priorities
- Allows the system to emerge, being tried and tested in practice
- Later when we are all clear it is working well, make system wide



# Progress with National Evaluation Plan evaluations

- **2012/13 National Evaluation Plan** approved June 2012, 2013/14 NEP in November 2012, 2014/15 November 2013
  - 2012/13: 7 evaluations (NSNP moved to 2014/15)
  - 2013/14: 15 evaluations (1 agreed by Cabinet to be dropped)
  - 2014/15: 15 evaluations
- **ECD evaluation** completed June last year and on DPME website, 4 others have final reports and gone to Cabinet been in Parliament in April
- **18 other evaluations** underway from 2012/13 and 2013/14 inc 1 not in NEP – 3 completing in a few weeks, 15 underway
- 15 from **2014/15** TORs mostly developed, procurement started with some – aim for most to be underway by April 2014 – cycle now much earlier (we were at this stage only in May or so in 2013, and September in 2012)



# Priority interventions to evaluate

- **Large** (eg over R500 million)
  - or covering a large proportion of the population, and have not had a major evaluation for 5 years. This figure can diminish with time;
- Linked to **12-14 outcomes (particularly top 5)/NDP**
- Of **strategic importance**, and for which it is important that they succeed.
- **Innovative**, from which learnings are needed – in which case an implementation evaluation should be conducted;
- Of significant **public interest** – eg key front-line services.



# Implication of evaluation being in National Evaluation Plan

- **Approved by Cabinet** and reports will go to Cabinet (with Improvement Plans)
- **Political support** from Cabinet and DPME, including to resolve problems emerging
- **Co-funding** available from DPME (or if necessary DPME will assist with sourcing donor funding)
- Have to **follow national evaluation system** - guidelines, standards, steering committees, training to support
- All evaluations are **partnerships with DPME** who will sit on Steering Committee, provide technical support and quality assurance, and be involved in improvement plan.
- All evaluations **published on DPME (and dept?) website** unless security concerns



# Approach - ensuring evaluations are used

- Key challenge internationally that where evaluations are done, often not used - waste of money
- Key issues to ensure use:
  - Departments must own the evaluation concept and the process and so they must request evaluation (not be imposed on them)
  - There must be a learning focus rather than punitive otherwise departments will just game the system – so punish people not because they make mistakes, but if they don't learn from their mistakes
  - Broad government ownership – so selection by cross-government Evaluation Technical Working Group – based on importance (either by scale or because strategic or innovative)
  - Evaluations must be believed - seen as credible
  - There must be follow-up (so improvement plans)



# Approach – credibility and transparency

## To ensure credibility:

### ➤ Ensure **independence**:

- Independent external service providers undertake the evaluation, reporting to the Steering Committee
- Evaluations implemented as partnership between department(s) and DPME
- Steering Committee makes decisions on evaluation not department

### ➤ Ensure **quality**:

- Design clinic with top national and international evaluators (giving time free)
- Peer reviewers (normally 2) per evaluation
- DPME evaluation director part of whole process
- Have to follow system - evaluation panel, standards, guidelines, training etc
- Quality assessment once completed – must score >3/5. (actuals so far 4.14, 4.45, 3.67, 4.1 3.71)

## To ensure transparency:

- All evaluation reports go to **Cabinet**
- Then evaluations made **public** unless security concerns – media briefing, DPME website, Parliament, publication, communication
- When complete quality assess and go into Evaluation Repository



# Timeline around evaluations

## 2012/13 Plan

2012

January Develop system for National Evaluation Plan .

February Call goes out for evaluations for 2012/13

June First National Evaluation Plan 2012/13 approved by Cabinet with 8 evaluations

July Work starts on TORs for 2012/13 evaluations

October First evaluation from NEP 2012/13 starts  
Other start soon after

2013

May First evaluations complete

## 2013/14 Plan

2012

May Call goes out for evaluations for 2013/14

July 15 evaluations approved

Aug Training of depts and work starts on TORs

Nov Second NEP for 2013/14 approved with 16 evaluations

2013

March TORs for 15 evaluations for 2013/14 being developed

June Most underway

2014

Jan First evaluation complete

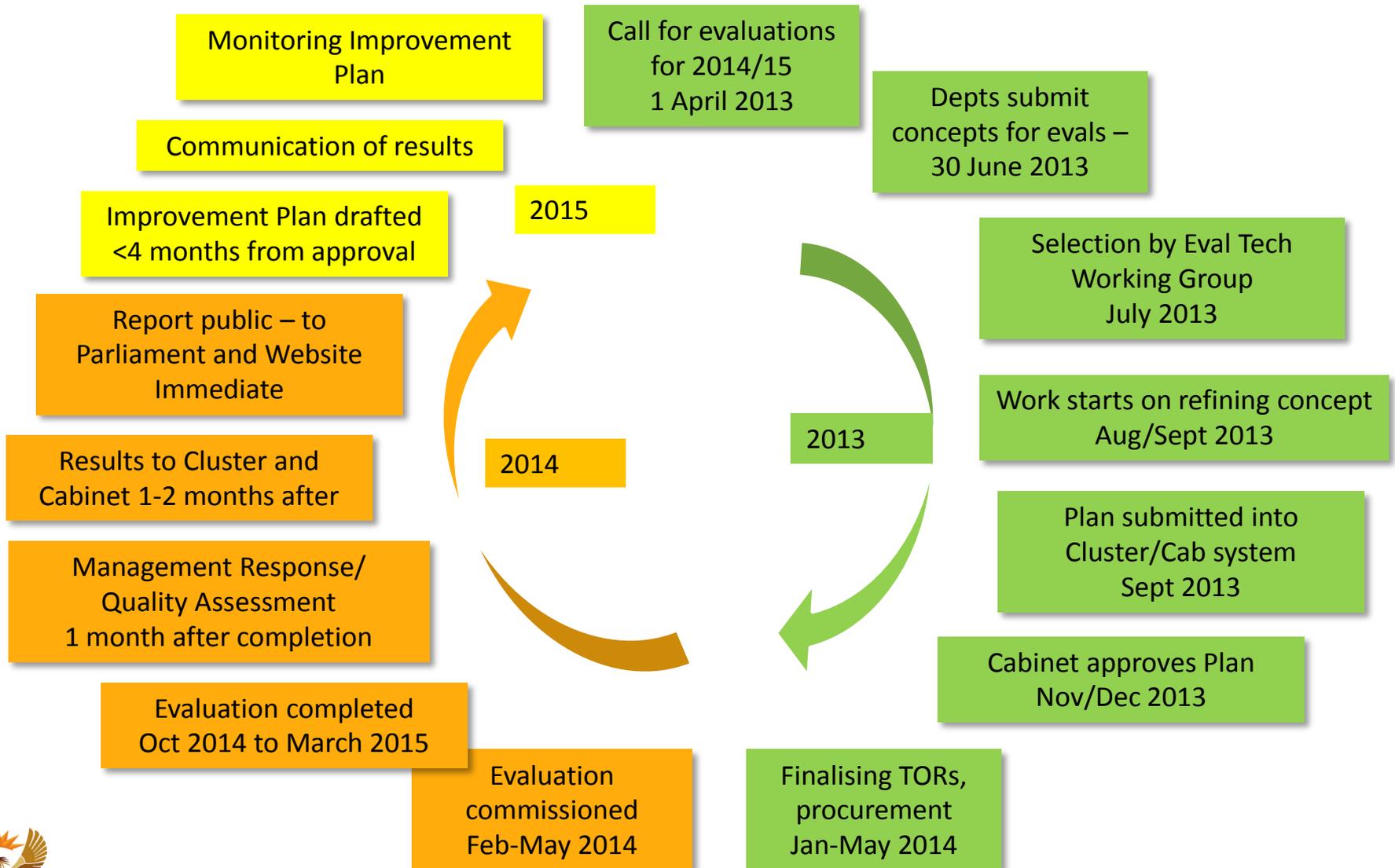
## 2014/15 Plan

Call out

Selection  
NEP approved  
TORs  
Start



# Evaluation process – 2014/15



# Request for management response

RECOMMENDATION FROM THE ECD EVALUATION STEERING GROUP	RECORD OF AGREEMENT OR DISAGREEMENT	REASONS FOR DISAGREEMENT
<p>1. <b>A country strategy for ECD should be developed</b> based on a National Integrated Regulatory framework for ECD, from which each department (DBE, DSD, DoH and if relevant other departments) should develop an implementation programme for their component. A Task Team should be established to produce the Strategy – with clear roles and responsibilities of key players and government departments. The country strategy should be submitted to Cabinet for approval.</p>		
<p>1. <b>The national strategy should</b> include a common definition of ECD; agreed provisioning based on age, stage of development, socio-economic circumstance and needs (including                      15 delivery services to reach poor and vulnerable children, and promoting universal access):</p>		

# Management response

## Management response on ECD Diagnostic Review: RESPONSE FROM DWCPD

RECOMMENDATION FROM THE ECD EVALUATION STEERING GROUP	RECORD OF AGREEMENT OR DISAGREEMENT	REASONS FOR DISAGREEMENT
<b>LEGISLATION AND POLICY FRAMEWORK (INCLUDING STRATEGIES)</b>		
<p>1. <b>A country strategy for ECD should be developed</b> based on a National Integrated Regulatory framework for ECD, from which each department (DBE, DSD, DoH and if relevant other departments) should develop an implementation programme for their component. A Task Team should be established to produce the Strategy – with clear roles and responsibilities of key players and government departments. The country strategy should be submitted to Cabinet for approval including the cost benefit analysis</p>	<p>AGREED SUBJECT TO THE INCLUSION OF THE ROLE OF DWCPD</p> <p>ACKNOWLEDGEMENT OF THE ROLE OF COG TA</p>	<p>NOTE: THE MANDATE OF THE DWCPD IS TO PROMOTE COORDINATE AND MONITOR THE REALISATION OF CHILDREN'S RIGHTS. This is particularly important for ECD. One of the primary reasons for slow progress as diagnosed was lack of coordination and monitoring of the Integrated ECD Plan – not the absence of the Plan.</p> <p>The ECD Plan will be included in the National Plan of Action for Children (NPAC), coordinated by the DWCPD</p> <p>The role of municipalities in relation to ECD to be included.</p>
<p>2. <b>The national strategy should include a common definition of ECD; agreed provisioning based on age, stage of development, socio-economic circumstance and needs (including delivery services to reach poor and vulnerable children, including a full scope of coverage for children with disabilities, and promoting universal access); multidisciplinary and inter-sectoral teams with funding streams &amp; mechanisms in line with a clear set of</b></p>	<p>AGREED</p>	<p>NOTE ROLE OF DWCPD ABOVE</p>

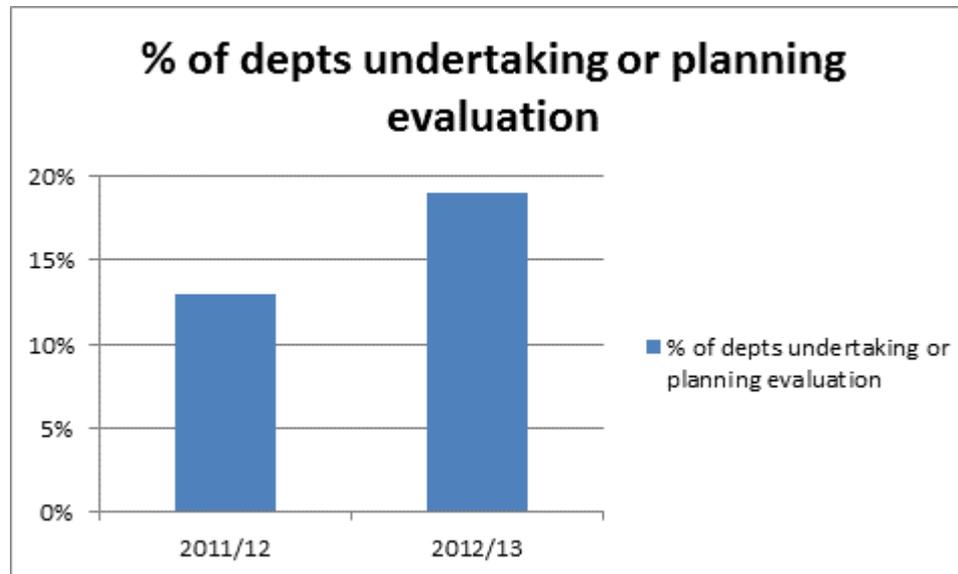
# Improvement plan

Recommendation 1	<b>A country strategy for ECD should be developed</b> from which each department (DBE, DSD, DoH, DWCPD, DPW, DCOG, and relevant other departments) should develop an implementation programme for their component.
Recommendation 2	<b>The national strategy should</b> include a common definition of ECD; agreed provisioning based on age, stage of development, socio-economic circumstance and needs (including delivery services to reach poor and vulnerable children, and promoting universal access); multidisciplinary and inter-sectoral teams with funding streams & mechanisms in line with outcomes and results; specific institutional arrangements of interdepartmental and inter-sectoral cooperation with clear protocols; mechanisms for information sharing <b>A Task Team</b> should be established to produce the Strategy – with clear roles and responsibilities of key players and government departments. The country strategy should be submitted to Cabinet for approval
Improvement Objective 1	<b>A country strategy for ECD</b> is developed to submit to Cabinet and the Children's Act is revised. The strategy should include a common definition of ECD; agreed provisioning based on age, stage of development, socio-economic circumstance and needs (including delivery services to reach poor and vulnerable children, and promoting universal access); multidisciplinary and inter-sectoral teams with funding streams & mechanisms in line with outcomes and results; specific institutional arrangements of interdepartmental and inter-sectoral cooperation with clear protocols; mechanisms for information sharing.

Outputs to achieve the objective	Priority L/M/H	Activity to achieve output	By who? (Person responsible in bold)	By when? (Deadline)	Target	Embedded where	Current situation/ Report
1. An ECD policy framework developed	H	1.1.1 Establish inter-departmental task team as successor to evaluation steering committee, chaired by DSD.	DGs of DBE, DSD, DoH and DWCPD and DPME led by <b>DSD</b>	30 November 2013	Interdepartmental mechanism for coordination of ECD operational by 30 November 2013	APP of DBE, DSD, DoH, WCPD, DPME	NIDECD committee Interdepartmental steering committee for the ECD review.
		1.1.2 Develop project plan for ECD policy development namely White Paper for ECD	<b>DSD</b> , DBE DOH DWCPD	28 February 2013	White Paper on ECD published including norms and standards for differentiated services, provisioning and funding	APP of DBE, DSD, DoH, WCPD, DPME	Segregated policies for children such as White Paper on Social Welfare, Education, Maternal and Child Health White paper 5 for ECD Guidelines for ECD Draft Policy Framework NIPECD)



# Evaluations coming through



- Total of 37 evaluations under National Evaluation System completed, underway or starting (plus 1 other not in NES)
  - 5 evaluations completed
  - 3 will finish in the next few weeks, 15 underway, 15 TORs being developed and calls going out.
- Departments are using evaluation results to inform planning, policy-making and budgeting



# ECD + 2012/13 Plan

Completed  
and public

Completed

Complete in  
few weeks

Delays!

Department	Title of evaluation	Progress
DSD/DBE/DoH	Diagnostic Review of Early Childhood Development	Completed June 2012 Improvement Plan being implemented
Trade and Industry	Implementation/design evaluation of the Business Process Services Programme	Final report approved
Basic Education	Impact Evaluation of Grade R	Final report approved.
Rural Development	Implementation Evaluation of the Recapitalisation and Development Programme	Final report approved
Rural Development	Implementation Evaluation of the Comprehensive Rural Development Programme	Final report approved.
Health	Implementation Evaluation of Nutrition Interventions addressing under 5s	Complete in February 2014
Human Settlements	Implementation Evaluation of the Urban Settlements Development Grant	SP appointed. Complete May 2014
Human Settlements	Implementation Evaluation of the Integrated Residential Development Programme	Underway. Complete August 2014.
Basic Education	Impact Evaluation of the National School Nutrition Programme	Stopped. Reallocated to 2014/15.



# NEP 2013/14

Completing  
by March

Underway

About to  
start

Delays!

Dept	Title of evaluation
Presidency	Implementation Evaluation of Government's Coordination Systems
dti	Evaluation of Export Marketing Investment Assistance Incentive programme (EMIAI)
dti	Evaluation of Support Programme for Industrial Innovation (SPII)
dti	Impact Evaluation of Technology and Human Resources for Industry Programme (THRIP)
Military Veterans	Evaluation of Military Veterans Economic Empowerment and Skills Transferability and Recognition Programme.
DST	Evaluation of National Advanced Manufacturing Technology Strategy
SARS	Impact Evaluation on Tax Compliance Cost of small businesses
COGTA	Impact evaluation of the Community Works Programme (CWP)
DRDLR	Evaluation of the Land Restitution Programme
DAFF	Impact Evaluation CASP
DAFF	Implementation Evaluation of MAFISA
DHS	Baseline for informal settlements targeted for upgrading
DHS	Evaluating interventions by DHS to facilitate access to the city.
DHS	Diagnostic of whether the provision of state-subsidised housing has addressed asset poverty for households and local municipalities
DPME	Impact Evaluation of the Outcomes Approach



# 2014/15

Procurement  
started

TORs  
developed

No TORs  
yet

Delays!

Dept	Evaluation
DEA	Evaluation of the Effectiveness of Environmental Governance in the Mining Sector (EEGM)
DHET	Design Evaluation of the Policy on Community Education and Training Colleges (PCETC)
DHS	Impact Evaluation of the Social Housing Programme (SHP)
DST	Evaluation of the Indigenous Knowledge Systems Policy (IKSP)
DSD	Diagnostic Evaluation/Programme Audit for Violence Against Women and Children (AVAWC)
DSD	Diagnostic Review of Coordination of the Social Sector Expanded Public Works Programme
SAPS	Economic Evaluation of the incremental investment into the SAPS Forensic Services
DAFF/DRDLR	Impact Evaluation of the Ilima Letsema Programme and Irrigation Schemes
DAFF	Impact evaluation of MAFISA (quantitative) – through 3ie
DAFF/DRDLR	Policy Evaluation of Small Farmer Support
DBE	Evaluation of the Funza-Lushaka Bursary Scheme
DBE	Impact evaluation of National School Nutrition Programme
DRDLR	Impact evaluation of Land Restitution Programme – through 3ie
DPME	Impact/implementation evaluation of the MPAT system
DPME	Implementation evaluation of the dept strategic planning and APP system

# Some delays

- Some straightforward
- Others taking longer than planned:
  - We procure most and procure within 2 months - some departments taking over 12 months to procure
  - Challenges with lack of data
  - Departments wanting to really take on board the evaluation and delaying it getting to cluster and Cabinet
  - Internal challenges to departments
- Despite this 38 evaluations in process



# Current use by portfolio committees

- Basic Education PC had presentation on ECD evaluation by DSD/DBE
- Mineral Resources PC had presentation on evaluation system and suggested dept propose 3 evaluations (they didn't)
- Criminal Justice PC asked Dept of Justice to propose evaluation on Integrated Justice System – agreed for 2015/16



# Use of evaluations by Parliament

- **Repository** provides 70 evaluations which can be a source of evidence now
- Stage evaluations will be presented at Portfolio Committees:
  - Once final report approved departments given one month to provide a **management response** to findings and recommendations
  - Once management response received depts develop **improvement plans**
  - After Cabinet considers a **letter sent from DPME to relevant Portfolio Committee** with copy of evaluation suggesting relevant department is asked to come and present to the Committee
- Opportunity for committees to **interrogate** what depts are doing, ask deep questions as to whether programmes having an impact, are effective, efficient, relevant, sustainable
- Next evaluations to portfolio committees March/April 2014
- Meanwhile Committees could request departments to **brief them on progress** with evaluations, their results, and the development and implementation of improvement plans based on the results
- Committees could make suggestions to departments regarding **priority areas for evaluation**. Call will go out in March 2014 for proposals for evaluations for 2015/16 to 2017/18 – Portfolio Committees could be asking departments to evaluate specific policies or programmes (but closing date for submissions 30 June).



# Other support for Parliament

- Briefing of Committee of Chairs on evaluation (twice)
- Briefing of Committee Researchers on evaluation
- Invitation to SCOA to SAMEA Conference on Evaluation
- Organised two study tours for SCOA to US/Canada and Kenya/Uganda
- Discussing possibility of African Parliamentary Forum on M&E (and invitation to AFREA March 2014)
- Involving SCOA Chair in South-South Roundtable on Evidence-Based Policy Making and Implementation November 2013 (unfortunately not given permission)



# Progress with the system (1)

- **>12 Guidelines and templates** - ranging from TORs to Improvement Plans plus 6 draft ones being finalised February
- Very significant ones on Planning Implementation Programmes and Design Evaluation – major focus on improving **programme design**
- **Standards for evaluations** and competences, and standards have guided the quality assessment tool
- 4 courses developed, over 600 government staff **trained** so far
  - 1 more courses being developed and piloted by March
  - Includes course for DGs/DDGs in use of evidence
- **Study tours** organised for SCOA to Canada/US, Kenya/Uganda, unfortunately SCOA Chair not able to come to South-South Roundtable
- **Evaluation panel** developed with 42 organisations which simplifies procurement - major focus on ensuring universities bid. W Cape now using the panel – may become Government-wide Panel
- **Creation of Evaluation Repository** - 70 evaluations quality assessed and on the Evaluation Repository on DPME website.



# Progress with the system (2)

- Gauteng, W Cape provinces have **developed provincial evaluation plans**.
  - DPME working with other provinces – Limpopo, NW, Free State
- **Departmental evaluation plans** for dti, DST, DRDLR
- **Municipal evaluation plans** – Tshwane developed but not focus at present



# Conclusions

- In two years the whole system is now established and **38 evaluations** are completed, underway, or about to start
- **Interest is growing** – more departments getting involved, more provinces, first metro, and more types of evaluation
- Work on **programme planning** and **design evaluation** will potentially have very big impact – will build capacity in departments to undertake
- **Challenges** emerging as the evaluation reports start being finalised and the focus shifts to improvement plans
  - Some gaming by departments as they see critical findings
  - Need close monitoring of development and implementation of improvement plans to ensure that departments do implement the recommendations
- Importance of Parliament's **oversight role** – committees could request departments to present the evaluation results to them, request departments to present improvement plans to them, and request departments to present progress reports against the improvement plans to them
- Important for Committees to consider **requesting evaluations for 2015/16 cycle** – start discussing now



Thank you

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