DPME Guideline No 2.1.2

Terms of Reference for Implementation Forums

THE PRESIDENCY
REPUBLIC OF SOUTH AFRICA

DEPARTMENT: PERFORMANCE MONITORING AND EVALUATION

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Addressed to	Minister and Director General, Outcomes Coordinating Departments
	All departments involved in outcome implementation forums
Purpose	The purpose of this guideline is to provide terms of reference and guidance on the operation of outcome implementation forums
Reference documents	1. This guideline draws from the Policy Position on the Outcomes Approach (Improving Government Performance: Our Approach, 2009).
	2. Links to guideline 2.1.3 on *Guide to Outcome Quarterly Reports*
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1 Background

1.1 Implementation Forums oversee the implementation of specific outcomes. They bring together the main stakeholders, who have a role to play, and need to ensure that effective coordination and problem solving is happening and that the Delivery Agreement is being achieved.

1.2 Implementation Forums are usually either MinMECs or Clusters. At some meetings the MinMEC or Cluster will focus on the outcome, and sometimes it will focus on other issues. When the MinMEC or Cluster is focusing on the outcome it is then functioning as an Implementation Forum. The Technical MinMEC or Cluster we refer to as the Technical Implementation Forum, and the meeting of ministers and MECs as the Minister's Implementation Forum. The outcome coordinating arrangements and relationships between structures is explained in Annexure 1.

1.3 As forums that oversee implementation, Technical Implementation Forums and relevant substructures should meet at least once a month to review planned actions, while Ministerial Implementation Forums meetings focusing on the outcomes should occur at least every 3 months (at least 4 times a year), linked to reporting to Cabinet Committees on the Government Programme of Action (PoA).

1.4 In order to synchronise the quarterly reports with the financial year used by national and provincial government, the quarterly reports from the Implementation Forums to the Cabinet Committees should follow the following cycle for submission of reports:
- In August covering the months April, May and June
- In November covering the months of July, August and September
- In February covering the months of October, November and December
- In May covering the months of January, February and March.

1.5 The main aim of monitoring and reporting on progress with implementing the Delivery Agreements is to enter into a cycle of continuous improvement. Monitoring of the progress reports should highlight areas where implementation is weak, where the activities and outputs are not contributing to the outcome as planned, and should prompt an evaluation of why things are the way they are and propose actions regarding what is needed to improve performance. This in turn

should result in interventions to improve implementation or in periodic revisions to the activities in the Delivery Agreements, so that government gets better at achieving the outcomes and outputs over time.

2 Purpose and Roles of the Implementation Forum

2.1 The **purpose** of the Implementation Forum is to develop the Delivery Agreement, ensure effective implementation and monitoring of the Delivery Agreement, unblock blockages where these manifest themselves and periodically agree on revisions to the activities in the Delivery Agreement, by all involved parties.

2.2 The **roles** of the Implementation Forum are to:
- Develop, review and refine the Delivery Agreement(s) for the outcome;
- Coordinate and secure mutually supporting actions amongst all members to fast-track delivery on the outputs and activities related to the outcome;
- Ongoing monitoring of, and reporting on, implementation of the Delivery Agreement
- Identify and resolve emerging bottlenecks (organisational, legislative, policy, financial) which impact on the implementation of the outcome and which hamper effective service delivery;
- Where needed, identify special working groups or specialized pieces of work, to address specific bottlenecks (or emerging opportunities);
- If the Implementation Forum is a MinMEC or a related structure, refer issues of a crosscutting nature including legislation and high-level policy issues to the relevant cluster;
- Submit quarterly progress reports to the relevant Cabinet Committee;
- Refer issues requiring resolution to the relevant Cabinet Committee;
- Decide on communication more widely with the sector to facilitate implementation, wider support and buy-in;
- On an annual (or as and when required) basis, review and revise where necessary the activities in the Delivery Agreement, linking to the budget process from the following financial year.

2.3 The Technical Implementation Forum is responsible for preparing the content and reports for the Minister's Implementation Forum. In addition it is likely to need to convene special working groups related to the outputs.

3 Composition of the Implementation Forum

3.1 This will depend on which type of structure is being used as the Implementation Forum.

Ministers' Implementation Forum
The Ministers' Implementation Forum provides political oversight of the outcome and will consist of the following permanent members, viz:

a) The Coordinating Minister(s) (Co-chairpersons);
b) Other key Ministers identified in the Delivery Agreement1;
c) Directors General or their representatives;
d) Outcome Facilitator from the Presidency;
e) Other organizations/ institutions identified in the Delivery Agreement, or who need to be involved to address a specific issue may be invited to attend the Implementation Forum meetings.

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[1] By key Ministers it is meant Ministers who have a substantial role in the Delivery Agreement. In cases where Ministries have a minor role and few commitments in the Delivery Agreement, the Ministers need not attend although written updates should be sent to the Ministers' Implementation Forum via a representative.

If a MinMEC:
    f)   The Members of the Executive Councils (MECs) responsible for the Delivery Agreement in their respective provinces and their Heads of Department.

Technical Implementation Forum
The following are permanent members of the Technical Implementation Forum:

a)   Director-Generals of the coordinating Departments (Co-chairpersons);
b)   Director-General (or their representatives) of other key departments identified in the Delivery Agreement[2];
c)   Outcome Facilitator from the Presidency.
If a MinTech:
d)   Head of Departments responsible for outputs related to outcome X in the provinces

3.2   The Chairperson of the Technical Implementation Forum may invite any department/organisation/ stakeholders or any other persons to attend Technical Implementation Forum meetings as and when the need arises to assist in supporting the Technical Implementation Forum.

4   Functions of the Chairperson

4.1   The Coordinating Minister(s) will convene, act as the Chairperson(s) and determine the agenda for the Minister's Implementation Forum meetings in consultation with the Chair of the Technical Implementation Forum, building on issues emerging from the monitoring reports, and feedback from DPME. **A suggested agenda is in Annexure 2.**
4.2   In some instances joint Implementation Forum meetings (between two or more Implementation Forums) may be required to discuss cross-cutting issues impacting on the outcome.

5   Documentation of the Implementation Forum

5.1   The following criteria will apply for the submission of documentation to the Implementation Forum:
- Implementation Forum agenda items must be supported by a submission in a standard format/ template not exceeding one page;
- Where supporting documentation in addition to the one pager is to be submitted the document should not exceed 10 pages and should comply with the format used to compile Cabinet Memoranda;
- PowerPoint presentations could also accompany the one page submission and should be limited to not more than 10 slides;
- The distribution of Implementation Forum documentation during meetings will not be allowed;
- Classification of Implementation Forum documents will be the responsibility of departments, provinces and municipalities on the basis of the principles and requirements as contained in the Minimum Information Security Standards (MISS).

6   Implementation of Resolutions of the Implementation Forum meetings

6.1   The following criteria will apply with regard to the implementation of Implementation Forum resolutions:

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[2] By key departments it is meant departments who have a substantial role in the Delivery Agreement. In cases where departments have a minor role and few commitments in the Delivery Agreement, the Director General need not attend although written updates should be sent to the Ministers' Implementation Forum via a representative.

Step 1:   The secretariat will draft the Implementation Forum Action Minutes within 7 days after the meeting.

Step 2:   Copies of the draft minutes will be submitted to all Implementation Forum members.

Step 3:   Accompanying the Implementation Forum resolutions will be a standard format letter requesting the relevant party to indicate what follow-up actions it will take to implement a resolution.

Step 4:   One page progress reports will be requested from Implementation Forum members and stakeholders on the Implementation of Forum resolutions one week before Technical Implementation Forum meetings. These reports will be submitted to the Technical Implementation Forum for noting/discussion.

6.2   A transcription of the minutes of Implementation Forum meetings will be compiled for purposes of enquiries related to resolutions taken and provided to members.

7   Scheduling of Implementation Forum meetings

7.1   The following criteria will apply with regard to the scheduling of Implementation Forum meetings:

- Minister's Implementation Forum and Technical Implementation Forum meetings will be convened at least **4 times per annum**. Technical Implementation Forums and its substructures may meet more often;
- The Secretariat of Implementation Forum meetings will determine a schedule containing dates for Forum meetings and this should be circulated at least 6 months in advance. Minister's Implementation Forum meetings should take place at least a week before Cabinet Committee meetings in order to ensure that reports reach the Cabinet Office 7 days before Cabinet Committees sit to reflect on progress reports;
- Implementation Forum meetings must take place as scheduled and should not be cancelled unless there are exceptional circumstances; and
- Only the Chairperson may cancel or postpone a meeting. If this situation arises it is proposed that the meetings be reconvened within seven days after the scheduled date.

8   Role of the Implementation Forum Secretariat

8.1   The Department of the Coordinating Minister or one of the Coordinating Ministers (where an outcome has more than one coordinating Minister) is responsible for providing the secretariat for the Implementation Forums. **Annexure 3** has suggested roles for the secretariat. The DPME outcome facilitator is available to support with respect to substantive matters in the preparation for Forum meetings, as well as the reports for these meetings.

Signed

Dr Sean Phillips
Director General
The Presidency: Performance Monitoring and Evaluation

Date: 29 March 2013

Annex 1: Outcome coordinating arrangements

Figure 1 below illustrates the relationships between the coordination structures. The coordination arrangements for the outcomes are shown on the left hand side. The Technical Implementation Forums can be either technical MinMECs or FOSAD clusters or FOSAD cluster substructures. The Technical Implementation Forums will report into the Implementation Forums, which straddle the administrative and executive level. The Implementation Forums in turn report into the relevant Cabinet Committees.

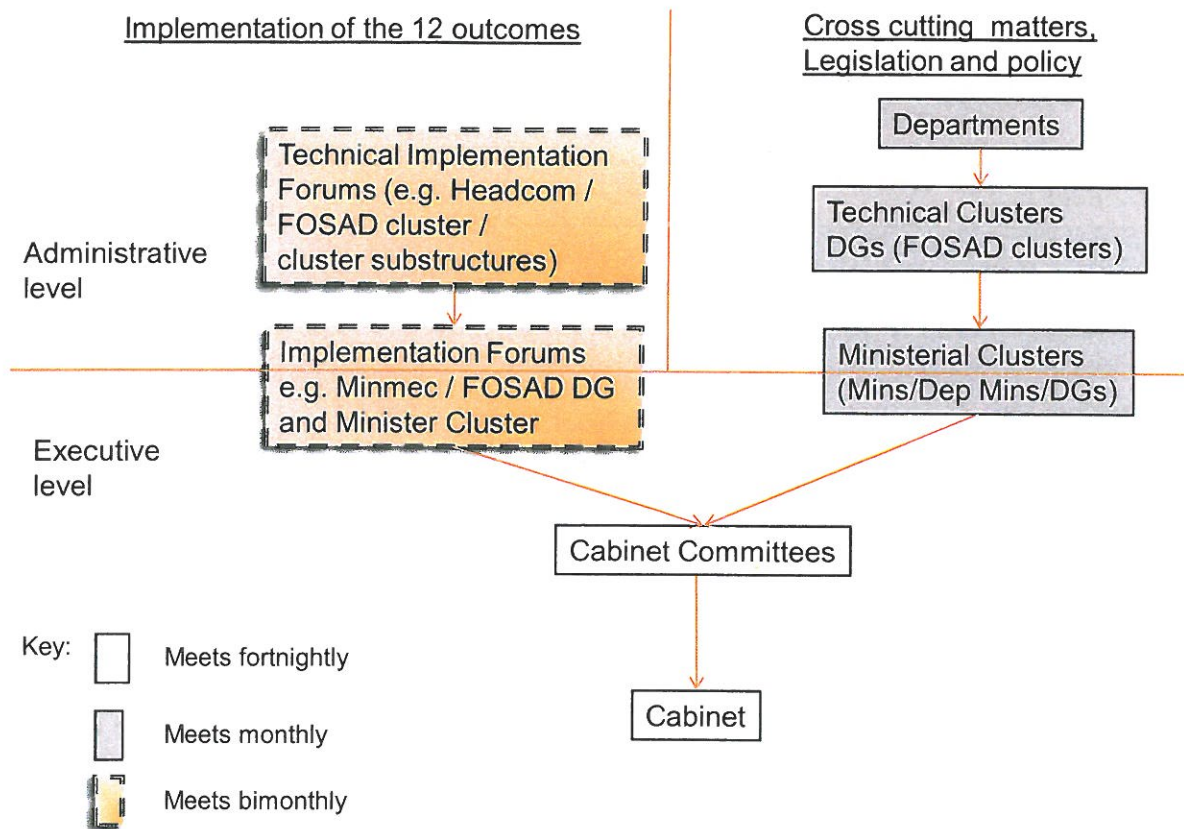### Figure 1 Relationships between Structures

Table 1 below shows the various coordinating structures per outcome. For the basic education outcome for example, the Technical MinMEC will serve as the Technical Implementation Forum, which will report into the MinMEC, as the Implementation Forum. The Minister of Basic Education will in turn provide reports on the outcome from the MinMEC to the Social Protection and Human Development Cabinet Committee. For the outcome related to crime, alternate meetings of the JCPS FOSAD Cluster will serve as the Technical Implementation Forum, which will report into an Implementation Forum consisting of the Ministers and DGs of the departments in the JCPS cluster. This in turn will provide reports on the outcome to the JCPS Cabinet Committee. A key point to note from the table is that these new proposals are based on integration with the existing MinMEC and FOSAD cluster systems so as to avoid creating duplicate structures with similar functions, to retain the advantages of the current systems, and to keep additional meetings to a minimum.

Table 1: Coordinating structures and outcomes*

	Coordinating Structure	Technical Implementation Forum	FOSAD Cluster	Implementation Forum	Cabinet Committee
	Level	Administrative	Administrative	Executive and administrative	Executive
	Agenda	Agenda: implementation of outcome	Agenda: General coordination	Agenda: implementation of outcomes	As before, with addition of outcome reports
1	Education	Headcom	Human Development	MinMec	Social Protection and HD
2	Health	Headcom	Human Development	MinMec	Social Protection and HD
3	Security	JCPS Cluster / substructure	JCPS	JCPS	JCPS
4	Skills	Headcom	Human Development	MinMec	Social / economic
5	Employment	Economic Cluster / substructure	Economic	Economic	Economic Sectors and Infrastructure Development
6	Infrastructure	Infrastructure Cluster / substructure	Infrastructure	Infrastructure	Economic Sectors and Infrastructure Development
7	Rural	Headcom	Social Protection / Economic	Expanded MinMEC	Social / economic
8	H. Settlements	Headcom	Social Protection	Expanded MinMEC	Social Protection and HD
9	Local gov't	Headcom	G&A	Expanded MinMEC	G&A
10	Environment	Headcom	Economic / Infrastructure	Expanded MinMEC	Economic Sectors and Infrastructure Development
11	International	ICTS Cluster / substructure	ICTS	ICTS	ICTS
12	Public service	G&A Cluster / substructure	G&A	G&A	G&A

Key:

▢ Integration with MinMEC system

▢ Continuity with existing cluster system

* There will be flexibility and diversity in the membership and functioning of the Implementation Forums and Technical Implementation Forums. Some of the work of the Forums may be carried out by various types of substructures. All departments and other spheres which have a substantial contribution to make to an outcome should participate in the Forums or their substructures.

Annex 2:   Suggested standard agenda for an Implementation Forum meeting

Item	Issue	Responsible
1	**Introduction**	
1.1	Welcome	Chair
1.2	Change to agenda and apologies	Chair
1.3	Approval of minutes of meeting of....	Chair
1.4	Report on progress on actions decided on by previous Implementation Forum meetings (a written summary should be prepared by the Secretariat so that items completed don't need to be discussed – see example format below)	Chair
2	**Development/refining of the Delivery Agreement**	
2.1	Any further developments on the Delivery Agreement	DG
3	**Quarterly report**	
3.1	Progress report including report on PoA and narrative report on issues arising	DG
4	**Addressing key issues arising from the quarterly report (ensuring that remedial measures have been identified and responsibilities assigned)**	
4.1	Issue 1	Minister/DG
4.2	Issue 2	Minister/DG
	Etc	
5	**Confirmation of decisions**	
5.1	Decisions by Implementation Forum	Chair
5.2	Decisions needed by Cabinet	Chair
	Date of next meeting	

Possible format for report on progress on decisions made

Item	Action	By whom	By when	Progress as at 15 Oct 2010
Meeting of x Sept 2010				
9.1	Meet Dept X to discuss Y	DG A	X Oct 2010	Meeting happened and DG B agreed to take responsibility
Meeting of x Oct 2010				
6.3	etc			

If a one page progress report is submitted this can be attached as an annex.

Annex 3:   Roles of Secretariat

The Department of the Coordinating Minister is responsible for providing the secretariat for the Implementation Forum with support available from DPME, and will be responsible for:

- Preparing draft **agendas** for Technical Implementation and Minister's Implementation Forum meetings;
- Structuring the Implementation Forum agenda in accordance with key outputs identified for the outcome;
- Compile **quarterly progress reports** as per the guidelines in Practice Note 2.1.3 for submission to the relevant Cabinet Committee;
- Ensuring that the following timeframes for the submission and distribution of Technical Implementation and Implementation Forum documentation are met:
    - Submission of Implementation Forum documentation 10 working days before the meetings;
    - The Implementation Forum agenda and documentation is finalised 7 working days prior to meetings and distributed at least 5 working days before Implementation Forum meetings.
- Submitting the draft agenda to Technical Implementation Forum members for comments and consideration;
- Sending invitations and coordinating attendance of members of the Implementation and Technical Implementation Forum;
- Logistical arrangements (e.g. venues, equipment and catering for meetings);
- Preparing a budget for Implementation Forum meetings at the end of the preceding financial year;
- Ensuring that processes relating to protocol and security are followed.