Monitoring & Evaluation in the Public Service
RSA Experience

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Introduction

Since 1994, the Public Service reforms focused on:-

• Unifying separate civil services into an integrated public service;

• Restructuring of the public service to reflect demographics of the country;

• Development of the legislative framework for the public service; and

• Enabling implementation of policies and service delivery
Background

- The mandate of institutions responsible for the portfolio of administration:
  - Policy Development (DPSA)
  - Public service training provider (PALAMA)
  - Oversight and investigations (OPSC)
  - Coordination of skills development (PSETA)
  - Information Technology (SITA)
  - Medical Aid (GEMS)
  - Innovation (CPSI)
Reforms of RBM in the Public Service, South Africa

1994
Introduction of Government-Wide M&E System

2004
Affirmation from the ruling party to improve the system of M&E in all spheres of government

2005
Cabinet approves a plan to develop the Government-Wide M&E System across government

2007
The policy framework for the GWME System/Performance Framework approved by Cabinet

2009
Establishment of the Ministry for Performance Monitoring & Evaluation

2009
Establishment of the National Planning Commission

2010
Introduction of Delivery Agreement through RBM Approach
<table>
<thead>
<tr>
<th>Year</th>
<th>Description</th>
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<tbody>
<tr>
<td>1999</td>
<td>M&amp;E known only to handful of government officials who had been exposed to the practice through donor agencies and exposure to M&amp;E in other countries</td>
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<tr>
<td>2010</td>
<td>M&amp;E architecture beginning to approximate those of more developed countries</td>
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</table>

- Ministry for Performance, Monitoring and Evaluation in Presidency (shift in overall M&E system from traditional M&E to Results-based Approach)

- Elevation of M&E to Cabinet Ministerial status sends clear message about importance of M&E to the Government.
1. enshrined in Constitution with M&E principles:
   - Accountability of Public Administration,
   - Transparency to public fostered through provision of timely, accessible and accountable information;

2. Batho Pele “People First” Principles/ Public Service values

3. Legal mandate
Legislative mandate

**Policy Frameworks**
- E-government policy;
- SMS Policy; Government-wide Monitoring & Evaluation Policy;
- Framework on Managing Programme Performance; Discussion Document on “Improving Government Performance; Green Paper on the National Planning Commission

**M&E Mandate**

**Guiding Documents**
- MTSF, POA, SONA, Lekgotla Decisions, Minister’s Budget Speech etc

**HR White Papers:**
- HR Management in the Public Sector
- Affirmative Action
- Employment Policy
- Public Service Training & Education
- Transforming Public Service Delivery

**Public Service Act, 1994**

**Public Service Amendment Act, 2007;**

**Draft Public Service Regulations, 2008**

**DPSA’s Manual on Promotion of Access to Information Act;**

**Public Service Regulations 2001, as amended 2008;**

**State Information Technology Agency (SITA) Act;**

**Draft Single Public Service Bill Related Policies/Acts –**

**Intergovernmental Relations Framework**
Public Sector Management: Background

- Policy strategizing
- Monitoring and Evaluation
- National Planning Framework & Medium Term Strategic Framework (MTSF)
- Development of Programmes
- Public announcement of programmes
- Budgeting
Institutional Framework
Pre 2009: Roles and Responsibilities

Policy Coordination & Advisory Services, Presidency

Monitoring and Evaluation

National Treasury

Department of Provincial & Local Government

Department of Public Service & Administration
PUBLIC ADMINISTRATION

OUTCOME:

An Efficient, Effective and Development Oriented Public Service
Public Administration response to government outcomes

- The election manifesto is an outcomes document which seeks to achieve –

  - An equitable, sustainable and inclusive growth path that brings decent work and sustainable livelihoods; education; health; safe and secure communities; and rural development
Public Administration response to outcomes, cont

• To achieve this outcome, we conjectured what priority outputs were required

• We determined metrics or indicators against the outputs – these to allow us to measure progress towards the realisation of the outcome

• A key task was then to agree on what *activities* should be performed to contribute towards the achievement of the outputs
Developmental state

Public Administration Outcome to be considered in the context of the need to build a developmental state

- A state which is people-centred, people-driven, democratic, pursuing sustainable development based on an inclusive growth path
  - Building strategic planning capacity
  - Strengthening government structures to provide effective and efficient services to the people
  - Combating corruption in the public and private sectors
  - Building a new public sector cadre for effective service to our people
• Attributes of a developmental state

1. **Strategic orientation**: an approach premised on people-centred and people-driven change, and sustained development based on high growth rates, restructuring of the economy and socio-economic inclusion.

2. **Capacity to lead** in the definition of a common national agenda and in mobilising all of society to take part in its implementation. Therefore, such a state should have effective systems of interaction with all social partners.

3. **Organisational capacity**: ensuring that its structures and systems facilitate realisation of a set agenda.

4. **Technical capacity**: the ability to translate broad objectives into programmes and projects and to ensure their implementation. This depends among others on the proper training, orientation and leadership of the public service, and on acquiring and retaining skilled personnel.
Our Approach: Results/Outcome-based

**Long-term Goal (Impact)**
- Long-term, widespread improvement in society

**Outcomes (Medium-term)**
- Effects or behavior changes resulting from program/project outputs

**Outcomes (Short-term)**

**Outputs**
- Products and services to be used to simulate achievement of results

**Activities**
- Utilization of resources to generate products and services

**Inputs**
- Resources committed to programme activities

**Implementation M&E**

**Results-based M&E**

**TIME**
Focus on results or (outcomes & impacts) ensured through implementation of Integrated Results M&E Framework for Public Service

Focus on engagement of various Stakeholders around inputs/outputs into policy monitoring ensured through Participatory M&E Framework

Responsibility for monitoring of implementation of policies lies with line managers

Through reporting (central data collection), compliance monitoring, analysis, reporting, Info Management, data matrix etc

Development of M&E Plans; Result Frameworks, M&E Guidelines, Tools; Stakeholder Info Needs Analysis etc
1. **M&E Policy & Implementation Support**

- Development and implementation of M&E Framework
- Participatory Monitoring & Evaluation
- M&E Capacity Development

2. **M&E Guidelines and Series of M&E Tools**
- Glossary of Key Terms for M&E
- M&E Plans; Results Frameworks; Log Frames
- M&E Principles & Standards

3. **Focus on Engagement of Various Stakeholders**
- Around inputs/outputs into policy development ensured through M&E Participatory Framework
- Stakeholder Information Needs Analysis

4. **Focus on Establishment of M&E Networks, Forum; Training in Consultation with Training Institutions & Academia**
- International Benchmarking Exercises
- M&E Workshops & Conferences
Implementation of Public Service RBM&E System

1. Diagnosis of Existing Information Systems & Business Process Mapping
2. Review of existing programme log frames and their articulation
3. Data Quality Assessment
4. Design and implementation of the data collection and data entry component
5. Design and implementation of the analysis component (BI Tools – data warehouse, dashboards, balanced score cards)
6. Preparation of User & Operation Manual Training
7. Finalization
8. Evaluation of demand & Information Needs (Align with Minister’s Delivery Agreement)
9. Piloting & Reviewing
10. Implementation of Public Service RBM&E System
**M&E Systems & Data Integrity**

- Acquisition of data from various sources;
- Data verification, ensuring accuracy of data collected; updating data; facilitating cleaning of data from other transversal systems such as Persal; Vulindlela, IFMS;
- Control of data, quality & credibility
- Production of monthly, quarterly and annual M&E reports;
- Disseminate information to various stakeholders, Presidency, NT, OPSC, Branches etc

**Evidence-based Performance Reports**

- Maintenance of Matrix of Indicators
- Development and management of Compliance Monitoring System (Basics of Administration)
- Acquisition of statistical software for data analysis
- Manage M&E Information, including repository of M&E Information

**Development and Management of M&E System**
Data Reporting and Evaluation

Centralised to ensure independence and objectivity

- Concept Notes/TOR’s for Evaluations
- Evaluability Assessments, Periodic Reviews,
- Solicit Key Evaluation Questions (guiding documents & through stakeholder information needs analysis);
- Disseminate evaluation findings

- Focus on evaluation methodologies;
- Development of TOR’s for evaluations;
- Development of Key Steps & Standards for Evaluations;
- Linkage with local and international networks and associations on Evaluations

Development and implementation of Multi-Year Evaluation Plan &

User Satisfaction Surveys
Impact Analysis

Evaluation Handbook & Guidelines
Example of Early Warning System: Public Management Watch

**Performance Coverage**

**Performance Areas**

**Performance Indicators**

- Turnover Rate (Professional & Managers)
- Turnover Rate (All Other Personnel)
- Replacement Rate (Professional & Managers)
- Replacement Rate (All Other Personnel)
- Vacancy Rate (All Other Personnel)
- Vacancy Rate (Professional & Managers)
- Vacancy Period (Months)
- Additional Posts (Not on the Establishment)
- Out of Adjustment Salaries
- Vocation Leave Credit
- Sick Leave Credit
- Terminations Backdated
- Period of Backdated Terminations
- Personnel Expenditure
- Expenditure on Goods and Services
- Audit Outcomes (Latest Period)
- Audit Outcomes (Previous Period)
### Example: Monitoring Outputs for Outcome 12

<table>
<thead>
<tr>
<th>Output</th>
<th>Description</th>
</tr>
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<tbody>
<tr>
<td>Output 1</td>
<td>Service Delivery Quality and Access</td>
</tr>
<tr>
<td>Output 2</td>
<td>Human Resource Management and Development</td>
</tr>
<tr>
<td>Output 3</td>
<td>Business processes, systems, decision rights and accountability management</td>
</tr>
<tr>
<td>Output 4</td>
<td>Corruption tackled effectively</td>
</tr>
<tr>
<td>Output 5</td>
<td>Nation Building and Developing a National Identity</td>
</tr>
<tr>
<td>Output 6</td>
<td>Enhancing public participation</td>
</tr>
<tr>
<td>Output 7</td>
<td>Enhancing uniform service standards to all</td>
</tr>
</tbody>
</table>
Example: Performance Assessment Tool
**Example: Performance Assessment Tool...**

<table>
<thead>
<tr>
<th>Focus</th>
<th>Performance Dimension</th>
<th>Weightage</th>
<th>KP Indexes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Common Across Public</td>
<td>Extract from 5 National Priorities</td>
<td>10%</td>
<td>- Delivery Agreement Rating</td>
</tr>
<tr>
<td>Service</td>
<td></td>
<td>10%</td>
<td>- Overall Delivery improvement Support Index</td>
</tr>
<tr>
<td>Department Specific</td>
<td>Public Service Delivery-Efficiency &amp; Effectiveness</td>
<td>20%</td>
<td>- Treasury Strategic KP Is</td>
</tr>
<tr>
<td></td>
<td></td>
<td>20%</td>
<td>- Dept Specific KP Is</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Quality of Service Delivery (Assessment by Minister)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Citizens’ Service Delivery Charter Rating</td>
</tr>
<tr>
<td>Governance &amp; Accountability</td>
<td></td>
<td>10%</td>
<td>- Auditor-General Rating</td>
</tr>
<tr>
<td></td>
<td></td>
<td>10%</td>
<td>- SOPS Rating</td>
</tr>
<tr>
<td>Personal Effectiveness</td>
<td>Transformational and Transactional Leadership Core Management Competencies</td>
<td>10%</td>
<td>- Behavioural Competency Assessment (Assessment by Supervisors, Peers and direct reports)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Climate for Performance</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Employee Satisfaction Index (Assessment by direct reports)</td>
</tr>
</tbody>
</table>
## User Satisfaction Survey: The public sector service value chain

<table>
<thead>
<tr>
<th>Metric</th>
<th>Indicators</th>
<th>Baseline</th>
<th>Targets</th>
<th>Projects</th>
<th>Lead Dept.</th>
</tr>
</thead>
</table>
| Service user satisfaction       | Level of user satisfaction      | 58%      | 75%     | 1. Develop user satisfaction survey methodology and tools  
2. Conduct user satisfaction surveys  
3. Develop and action plans to remedy | Stats SA, DPSA, PSC, GCIS       |

**Employee Engagement** ➔ **Citizen/Client Service Satisfaction** ➔ **Citizen Trust & Confidence in Public Institutions**

**DRIVERS OF PERFORMANCE**

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## Confidence in government

| Service quality of all government Services | Perception that government services are of benefit | Perception that government services meet one's needs |

### Citizens First 4

**CONFIDENCE In Public Service**

- Strong services
- Benefits to citizens
- Equal & ethical treatment
- Strong leadership & management

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Risk areas in public administration

• An efficient, effective public administration is essential for government to deliver quality services in terms of value for money

• Risks that may undermine achieving the outcome include –
  • Quality of Public services in terms of timeliness and value for money
  • HR administration processes
  • Performance by management
  • Poor performance culture
  • Gaps in lower echelon skills levels
  • Bureaucratic decision-making and processes
  • Required delegations not always in place
  • Ineffective and inefficient service delivery processes
  • Ineffective and inefficient back-office systems
  • Corrupt behaviour by public servants and service users
Key overarching actions to deliver the outcome

- Revise Public Service Regulations
- Ensure compliance with regulatory framework
- Speed up implementation of Single Public Service
- Strengthen participatory governance measures
- Strong focus on leadership and HR capacity development.
Concluding remarks

• The Constitution requires that public administration be efficient, effective and developmental, among others

• The public administration outcome guides us in determining outputs and activities that are geared to realising the outcome

• Regular measurement of key indicators provides an independent view of our progress towards the attainment of that outcome

• A focus on outcomes will ensure that we work steadily towards attaining the values and principles of the Constitution
“As government, we did not know the road to MfDR, and did not know how to arrive there, but through benchmarking and networking, we are getting there”
THANK YOU