

- (vi) Three '*mandated central networks*' are also being developed. State sector senior or second tier managers will tackle strategically important issues on a national basis, and
- (vii) SPEaR (Social Policy Evaluation and Research Committee) has been established – this is a coordination hub for government agencies involved in social research and the social research and evaluation sector to improve capability, capacity and outcomes and to ensure that spending is aligned with the Government's social policy priorities.

6. Uganda

The Republic of Uganda is a unitary state with a directly elected executive president (CLGF 2004e). There are four administrative regions, 70 districts, and below that sub-districts, counties, sub-counties, parishes and villages. The local governments are relatively autonomous, but the Ministry of Local Government and the decentralisation secretariat oversee performance, co-ordinate policy and provide support for decentralisation (Hauge 2001).

There are extensive M & E systems in place in Uganda, particularly around the Poverty Eradication Action Plan (PEAP) prepared in 1997. The PEAP sets out the priorities for poverty reduction and subsequent Sector Wide Approaches (SWAPs) and other planning initiatives occur with reference to this overarching framework and its goals. Overall coherence, and subsequent revision and planning activities have been supported by poverty monitoring activities and the central involvement of the Ministry of Finance, Planning and Economic Development (MOFPED). To coordinate poverty related data collection, the Poverty Monitoring and Analysis Unit was established within MOFPED. The unit also coordinated the formulation of the national Poverty Monitoring and Evaluation Strategy by a network of ministries, NGOs, the University and donors. The PMES identified a set of 33 priority indicators for the PEAP and addresses institutional responsibilities for tracking and review of poverty. Moreover, it seeks to draw the linkage between poverty indicators on the one hand and the planning and

operations of ministries and their service delivery chains on the other. Other features of the Ugandan M&E system include:

- Every two years the Poverty Monitoring and Analysis Unit prepares the Poverty Status Report, which outlines progress and forms the basis for revision of the PEAP/PRSP. Annual PRSP Progress Reports are produced, on the basis of the Background to the Budget document.
- There is a regular schedule of surveys undertaken by the Uganda Bureau of Statistics (UBOS) (household income and expenditure surveys - every two years, demographic and health surveys - every five years and censuses - every decade. UBOS also has a district resource database (information about e.g. topography, natural resources and land use).
- The Uganda Participatory Poverty Assessment Process (UPPAP), implemented by Oxfam, adds the perspective of the poor into planning.
- A national service delivery survey to determine client satisfaction with public services has been integrated into UBOS's responsibilities in 2003.
- In 1995, the Medium Term Expenditure Framework (MTEF) began to be used for planning and budgeting (Williamson 2003). At the same time, SWAPs were promoted for strategic planning, Output Oriented Budgeting (OOB) was introduced and decentralisation was increased by delegating the delivery of basic government services to local government. The MTEF forms the link between the PEAP goals and operational planning and management. Sectors are requested to relate plans to the outputs and outcomes that follow from their spending.
- The sector working groups (comprising ministries, technical agencies, NGOs and donors) have biannual meetings and coordinate SWAPs, budget preparation, stakeholder consultations and liaison. Most ministries have research departments and several have established management information systems.
- The Poverty Action Fund (PAF) was created in 1998 to fund poverty priorities within the PEAP. It provides funding for efforts that directly reduce poverty (primary health, primary education, water and sanitation, agricultural extension, and rural roads). Local governments prepare reports for each PAF or other grant.

A PAF monitoring committee, which reviews policies and operations, meets quarterly.

- Expenditure-tracking surveys have been conducted which trace what happens to government funds appropriated for schools and health clinics. They follow the flow of funds from the MOFPED to the sector ministries, to the district offices, and then to schools and health clinics. One of the findings of the first survey was that “while most medical supplies bought by the health ministry did reach health clinics, up to 70 percent of supplies and drugs were appropriated and sold by clinic staff, who had very low salaries” (DBSA 2000). Government transfers to schools are now reported in the media and displayed on public noticeboards in schools and district government centres. A local consulting firm now undertakes the expenditure-tracking surveys.
- There is also involvement of civil society organisations in the national budget process, the sector working groups, monitoring of PAF activity and community-based M&E (to verify expenditures and service delivery).
- Ad hoc government, academic and donor poverty studies and reviews - planning and conduct of such studies was not always well coordinated and the PMES hopes to coordinate these efforts better.
- There have been several training initiatives in M&E and results-oriented management in order to improve clarity of ministerial and departmental goals.

The office of the President and the office of the Prime Minister give support to the Minister of Finance in coordinating policies, projects and M & E activities (Hauge 2001). There is wide consultation during the budget process including involvement of central ministries, parliament, local government, civil society and donors (Williamson 2003). M&E information is used intensively in preparing national plans and in determining budget priorities (Mackay 2006).

Reviews of M&E in Uganda have revealed a negative consequence of the emphasis on M&E. There has been a proliferation of uncoordinated M&E systems and processes (Hauge, 2001 and 2003). There are about 16 separate sectoral monitoring systems and

it is estimated that their management information systems included about 1 000 performance indicators (Hauge, 2003). The government is now working to coordinate M&E activities through the national integrated M&E strategy (NIMES) (Hauge, 2003). In addition, donor organisations (e.g. World Bank) help to sustain M&E activities. Besides the existence of uncoordinated M&E activities and despite the progress in terms of poverty alleviation, there are still areas of poor service delivery, lack of capacity and poor data quality (the latter partially attributed to the proliferation of M&E requirements) (World Bank 2004). Indications are that much of UBOS's data are not effectively utilized (Hauge 2003).

7. South Africa

South Africa is a democratic unitary state with nine provinces (CLGF 2004c) with an executive president. The key institutions for overarching strategic planning are the President's Office and the Cabinet. Several initiatives have been introduced recently to improve co-ordination and integration across sectors and tiers of government:

- (i) Five² "clusters" have been established which group together various departments with the aim of improving coordination and integration around the achievement of governments goals. The Directors-General of the various departments are represented in these clusters. Parallel to these are five Cabinet Committees. They meet every two weeks.
- (ii) The Forum of South African Directors-General (which is chaired by the DG of the President's Office) has also been formed. Policy interpretation is undertaken by the President's Office and priority area supervision is by FOSAD.
- (iii) In addition, the National Planning Framework was introduced in 2001 in order to improve coordination across different tiers and sectors of government.
- (iv) A government wide M&E system is being developed and introduced, driven by the President's Office. The reports to Cabinet regarding the Programme of Action (every two months) form part of the M&E initiative. 'Programme coordination' in terms of establishment of standards, definitions and methodologies is part of the

² 1. International Relations, Peace and Security Cluster; 2. Economic, Investment and Employment Cluster; 3. Governance and Administration Cluster; 4. Justice, Crime Prevention & Security; and 5. Social Cluster.

establishment of the 'National Statistics System' by Statistics South Africa with inputs by government departments, research institutions, NGOs etc. (Kahimbaara 2005)

The President's Office and National Treasury formulated the Medium Term Strategic Framework (2004) which has a 5 year cycle. All planning is supposed to take place with reference to the MTSF. The Medium Term Expenditure Framework is a three year rolling budget and is reviewed annually, while the Programme of Action is formulated annually.

During January, a Cabinet meeting (Lekgotla) is held during which the annual Cluster reports are submitted and reviewed. Government's strategic priorities are defined and these are translated into the Programme of Action (PoA). The following month the budget is introduced based on the submissions of departments and provinces during the previous year. Progress on the PoA is reported every two months to Cabinet. The Presidency and the FOSAD are responsible for updating the MTSF before the July Lekgotla, during which progress on the PoA is assessed and the MTSF for the next phase adopted. The following month, departments and provinces submit their strategic priorities (for the February budget) to National Treasury based on the MTSF and MTEF. At the end of the year departments and provinces submit their year-end reports and FOSAD meets to prepare for the January Lekgotla by reviewing the PoA, developing the next year's PoA and thinking about the longer term priorities of the MTSF. An outline of the planning process is presented in Figure 2.

At local level, municipalities prepare Integrated Development Plans every five years which are reviewed annually. These are intended to achieve a balance or integration of social, economic and environmental issues.

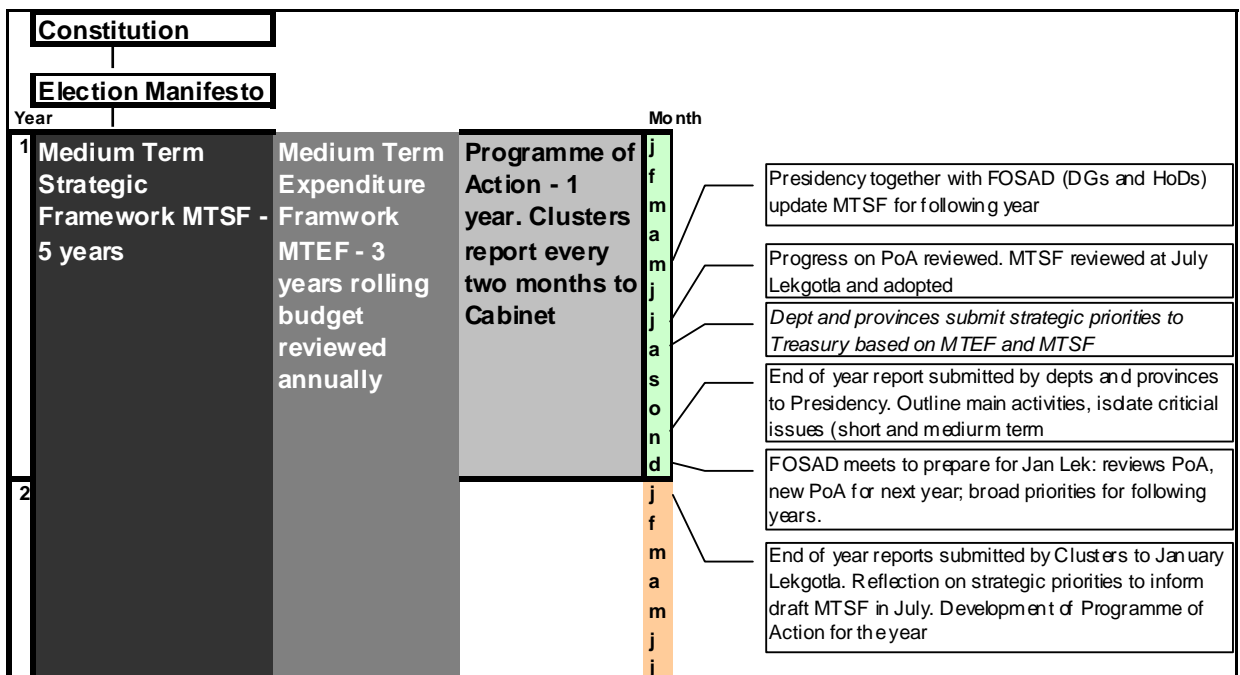


Figure 2. Schematic of the National Planning Framework of South Africa (based on Chikane, 2005).

Despite the effective setting up and working of these co-ordinating bodies and system, there are some shortcomings. A stark example concerns the co-ordination and implementation of the environmental pillar of sustainable development.

Firstly, there is little or no mention of *environmental* sustainability in the ten year review, the MTSF, the Manifesto or the PoA and there are no goals or targets relating to this in the PoA except those that relate to international agreements or protocols to which South Africa is a signatory³. However, the Millenium Development Goals relating to the environment are included in early drafts of the government wide M&E system. In some instances, the Integrated Development Plans, developed by municipalities, more explicitly refer to environmental sustainability.

³ Currently South Africa is a party to more than forty international environmental treaties, including the United Nations Framework Convention on Climate Change (UNFCCC), ratified on August 29, 1997, and the Kyoto Protocol ratified on July 31, 2002. However, under both the Convention and the Protocol, South Africa is recognized as a "developing country". Should the Protocol come into effect, South Africa would

Secondly, the institutional framework for ensuring environmental sustainability is weak. For example, none of the Clusters specifically addresses issues of environmental sustainability and conservation, although Cabinet has given responsibility for co-ordinating 'sustainable development' to the International Relations, Peace and Security (IRPS) Cluster, under the lead of the Department of Environmental Affairs and Tourism (DEAT) which is represented in this cluster. However, neither the Department of Agriculture nor the Department of Water Affairs and Forestry, key departments in pursuing environmental sustainability and the achievement of many Millennium Development Goals, are represented in the IRPS cluster (IISD, 2004). The national DEAT was mandated to coordinate, through the IRPS Cluster, efforts towards successful implementation of the "Johannesburg Plan of Implementation Response Strategy 2003⁴" (the plan by which it is hoped to establish a National Strategy for Sustainable Development⁵ (NSSD)). A sustainable development task team, whose secretariat is resident in DEAT, was established to advise the IRPS cluster on sustainable development implementation. The task team has representation from those departments that are not part of the IRPS cluster and other stakeholders may engage with the task team. In addition, a Committee on Environmental Coordination has been established under the National Environmental Management Act (1997) to "promote the integration and coordination of environmental functions by the relevant organs of state" (IISD, 2004). The Committee is chaired by DEAT and has representation of nine national departments and all provinces.

Thirdly, the strategies referred to in government documents as being central to its sustainable development strategy are the Integrated Sustainable Rural Development

not be required to actively reduce greenhouse gas emissions (mainly carbon dioxide, hydrofluorocarbons, and nitrous oxides). <http://www.eia.doe.gov/cabs/safrenv.html>.

⁴ The World Summit on Sustainable Development in 2002 produced a 54-page agreement called the Johannesburg Plan of Implementation. This sets out new commitments and priorities for action on sustainable development in areas such as poverty eradication, health, trade, education, science and technology, regional concerns, natural resources and institutional arrangements.

⁵ Agenda 21 (1992) called on countries to develop NSSD, this was affirmed at a UN Special Session in 1997, and at the 2002 World Summit on Sustainable Development, which also urged for countries to 'begin their implementation by 2005'.

Strategy, the Urban Development Strategy and the Human Resource Development Strategy which are three strategies within the broader Anti-Poverty Strategy. However, there is little or no mention of environmental sustainability in these strategies.

Finally, monitoring and reporting of sustainability issues also happens in a dispersed (or holistic?) manner by looking at the “entire sector and not a particular policy” (Manale 2004). A National Environmental Indicators program was initiated at the end of 2000. By 2002, 102 environmental indicators were defined for national state of the environment reporting. A number of reports are produced which reflect on environmental issues, namely:

- State of the Environment Reports are produced nationally for all nine provinces, and some municipalities,
- The Minister is required by the National Environmental Management Act to produce an Annual Performance Report on Sustainable Development in terms of meeting the government’s commitment to Agenda 21 (Section 26),
- The Act also requires every national department which exercises functions which may affect the environment and every province to prepare an annual Environmental Implementation Plan which is reported to the Minister annually, and
- South Africa CSD-12 Country Report which includes South Africa’s national status report focusing on water, sanitation and human settlement.

Discussion and synthesis of information on approaches to M&E

There are a wide range of approaches to M&E in general and public sector M&E in particular. Current thinking on best practice favours results-based M&E (RB M&E). While the different approaches to RB M&E use different terminology and define different ‘steps’, government focussed RB M&E includes, in some form, the following stages;

1. Government establishes its high level priority goals for the next budget year, 5 years or 10 years etc.;
2. Government establishes specific targets / outcomes which it wishes to achieve within specific timeframes;

3. Government or ministries or departments establish policies, programmes and projects which according to evidence, conceptual or logical models or empirical data will help to achieve the desired outcomes;
4. Government and departments establish indicators which link the activities and inputs to outcomes which can be measured. Input and output indicators are also tracked. Indicators have appropriate measuring frequencies defined;
5. Indicator data are collected and analysed and compared to previous levels of achievement and to the established targets; and
6. Feedback is given to policy makers and implementers.

Of relevance in comparing M&E systems themselves are:

- Whether the M&E systems are being or were implemented (or initiated) as government-wide, sectoral or case-study initiatives,
- What frameworks and 'methodologies' were adopted (if any explicitly) for various stages,
- How (or if) goals, objectives and priorities were defined (who set them, which methods were used, if and how it was documented),
- Whether a limited number (or many) priority high level goals and indicators were selected; and
- How (or if) goals were linked to outcomes, actions and indicators.

Given the wide range of ways of tackling the above stages of M&E, there are, in addition, many aspects which are dependent on, influenced by or intimately linked to the level of development, model of government and mode of administration adopted. Of further interest therefore in terms of how the M&E systems are operationalised are:

- Whether the government had a centralised or decentralised approach to M&E related activities (e.g. setting goals);
- How (or if) vertical (national - local) and horizontal (across departments) integration of goals and policies was achieved;

- Whether departmental performance was linked to budget allocations (and how); and
- Whether individual monetary incentives (e.g. of departmental heads) was linked to departmental performance (and how).

The literature on M&E often mentions a lack of clearly specified goals as a short-coming of M&E activities or initiatives and emphasises that there should be a small number of priorities defined. The literature, however, has little to say about methodologies for defining goals, nor how various governments established their overall and priority goals. Clearly, goal setting is a strongly political process and speaks directly to the values which a society espouses. However policy makers also need to engage with data and information to determine priorities and how to address them. Given the complexity of developmental problems, the process of marrying values and information (packaged data) into a coherent set of priority objectives, is not a simple one. It is possible that the lack of specific literature on goal-setting methods is because the process of setting goals is so much a part of what government does (for example, in the South Africa Cabinet 'lekgotlas' during which goals are established) that it does not seem relevant to refer to any method or approach followed.

The examples above show a range of approaches to setting priorities and managing them in terms of devolution of control and M&E structures and processes. A central theme emerges around decentralisation and devolution of power (strongly promoted by organisations such as the World Bank). In contrast examples of successful M&E initiatives and / or successful responses to government priorities seem to be associated with strongly centralised governments, often led by the department responsible for financial control. Examples of strongly centrally controlled and promoted M&E approaches include Chile and Australia (up until 1997). In contrast, the emphasis in Uganda has been on decentralisation, although the Ministry of Finance, Planning and Economic Development has also played a central role in coordination. The consequence of decentralisation coupled with the emphasis on M&E in Uganda, led to a proliferation of M&E systems. The emphasis recently in Australia and New Zealand on

'smaller' governments has meant that many M&E sections have been downsized or lost (Mackay 2006).

Brazil and Chile have used a whole-of-government approach to setting objectives and creating a system of performance indicators, while others (e.g. Colombia) have combined this with rigorous impact evaluations; others, such as Australia, the United States and the United Kingdom, have used a wider range of M&E methods: including performance indicators, rapid reviews, impact evaluations and performance audits and Uganda has yet to integrate its separate M&E systems (Hauge 2003, Lahey 2005, Shand 2005, Mackay 2006). Poorer countries emphasise the regular collection of performance indicators to measure the millennium development goals (MDGs) (Mackay 2006).

Mackay (2006) finds that a common error is to "over-engineer" M&E systems, particular in the area of setting up performance indicators. He cites the example of Colombia's M&E system which had 940 performance indicators by 2002: this number was viewed as unwieldy and was reduced to around 300 (Castro, 2005). It was estimated that the Ugandan management information systems had 1 000 performance indicators, requiring about 300,000 data entries per year (Hauge, 2003).

Mackay (2006) summarises the following lessons around building national M&E systems. Many of these suggestions echo the work of other M&E practitioners, such as Kusek and Rist (2004).

- Substantive government demand is a prerequisite for successful institutionalization . No amount of policing a system can provide the same benefits as a system in which contributors believe they have a stake to ensure quality. Likewise the best measure of success will be the level of utilization. Many countries have legislated to entrench a culture of M&E but have also found severe limitations to this route.
- Role of incentives. This remains a controversial issue with strong feelings being expressed on both sides, particularly when monetary incentives are involved. Many

authors promote the use of other benefits particularly benefits which arise directly from being in possession of quality information.

- Key role of a powerful 'champion'. While it is obvious that one cannot deliver what one cannot monitor and one cannot monitor what one cannot measure, a culture of embracing the value of frank information requires keen leadership, in the face of competing demands on resources and time.
- Start with a diagnosis of existing M&E. A careful assessment of current flows of information as well as attitudes that surround these can help diagnose a process which is seen to be supportive by those who will be responsible for operationalising the system.
- Many successful M&E systems have been centrally driven, in the hands of one capable ministry
- Build reliable departmental data systems. It is another obvious truth that a system will be as credible as its data. A good system should only collect data that will be used.
- Danger of over-engineering the system. Over zealous adoption of a multitude of indicators can lead to M&E systems being ineffective, burdensome and discredited.
- Role of structural arrangements to ensure M&E objectivity and quality. While a quality M&E system aims to be primarily a tool for learning, rather than one to ensure compliance, the system needs to be built in a way which ensures data integrity and builds in links with appropriate stakeholders and roleplayers.
- Building an effective M&E capability is a long-haul effort, requiring patience.

Conclusion

Monitoring and evaluation is only meaningful and potentially effective in the context of a defined set of objectives that are articulated and embraced by participants. A crucial step in building an effective M&E facility is that of building a jointly owned, clearly defined framework of goals and objectives, to which appropriate indicators can be attached. Such a framework can be a powerful tool for promoting co-operation across

diverse functions and spheres of operation. The development of such a framework should ideally accommodate the following features:

Goals/ Objectives	Clarification Prioritisation Ability to handle conflicting goals Ability to handle different priorities at different levels
Monitoring	Differentiate between process and outcome Enhance transparency
Evaluation	Co-ordination of different levels of input Co-ordination of different levels of output Timeous information Consequences (intended or perverse)
People	Promote ownership of the M&E function Promote effective decision making
Data	Clarify where data is lacking Promote a culture of data awareness/ appreciation

A Monitoring & Evaluation framework will ultimately make transparent a set of cascading objectives that co-exist within the different spheres and functions/ departments of government. It is possible (although not necessary) to attach specific levels of priority or even weights to these objectives.

It would appear, from the literature surveyed, that there is not much attention paid to the approach used to define and articulate public sector goals; nor on how the goals are linked in practice to activities and the business of monitoring and evaluation.

In other (than public sector) decision-making contexts, numerous methods for goal setting exist, which are often part of a broader approach to problem-solving or strategic management. Examples include SWOT analyses, the logical framework (or logframe) approach and group-based multi-criteria decision analysis (MCDA). These approaches normally include some form of workshop 'brainstorming' session. For example, in both the logframe and group-based MCDA processes, so-called 'post-it' sessions are often held (see Belton and Stewart, 2002). In response to a set of directed questions from the facilitator, participants write down ideas on 'post-its' which are then stuck on a wall and grouped into like themes. Examples of question might be "what should the

priorities for government policy be in the next five years” or “what are the main problems facing the country at the moment” (although some practitioners prefer not to frame questions around problems). The responses to these questions can be structured into what are variously referred to as ‘objectives trees’⁶, ‘problem trees’ or ‘value trees’ which link high level objectives to criteria, actions, indicators and possibly targets, depending on the approach to ‘tree’ formation.

The following in this series of working papers explores the use of multi-criteria decision analysis, and in particular, value trees, as a framework for goal setting and prioritisation in the public sector.

⁶ World Bank, 1999: “The relationships among project objectives and the need for performance information can be also be clarified by graphically depicting the overall program logic and performance expectations in an objectives tree. The tree begins with the overarching development objectives of a project (consistent with the objectives of the Country Assistance Strategy), lists the lower-level outputs through which these objectives are achieved, and shows the specific inputs required to undertake project activities. Using an objectives tree to represent a project's goals helps verify the logic of project design and confirm that the right indicators were defined to measure performance.”

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