



# THE NATIONAL EVALUATION SEMINAR

## Findings from M&E, planning & budgeting studies in Benin, South Africa and Uganda

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planning, monitoring  
& evaluation

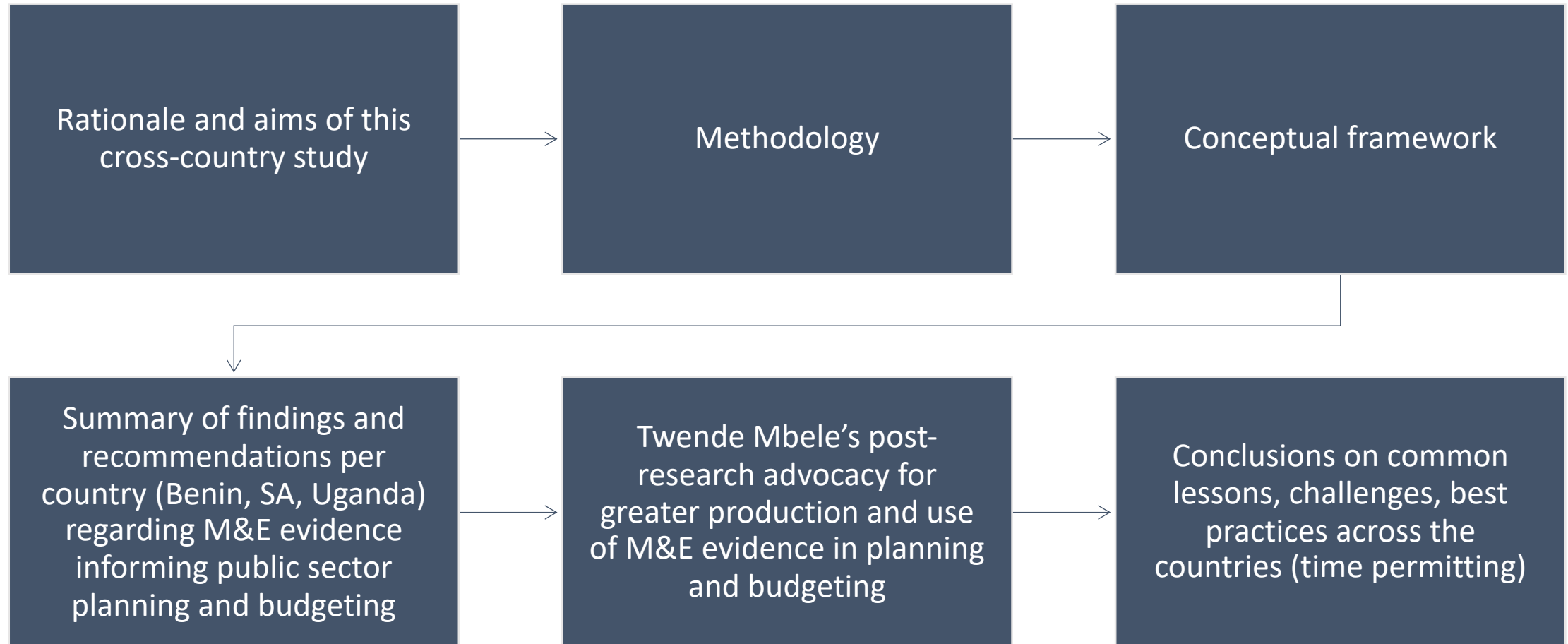
Department:  
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REPUBLIC OF SOUTH AFRICA



**TWENDE MBELE**



# Outline of presentation



# 1. Rationale and aims of this cross-country study

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May 2022, TM Management Committee adopts M&E, planning and budgeting as a key focus area for 2022/23-2023/24

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Needed a scientific baseline on where TM countries are in terms of M and E informing public sector planning and budgeting

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This is the basis of a well-informed advocacy + capacity building campaign to facilitate greater use of M&E evidence in planning and budgeting cycles of our 6 core countries

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Each applied research study had to be supplemented by a technical Guideline mapping out key interventions to bridge gap between M&E evidence production and use in planning and budgeting

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If no gaps existed in a country, key lessons could be extrapolated to the other peer countries, serving as a model case study

# 2. Methodology

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Review of literature on core concepts of the applied study (generation of conceptual framework)



Review of grey literature regarding each country's M&E, planning and budgeting frameworks and systems (respectively)



Distribution of survey questionnaires to targeted sample (i.e. civil servants with M&E, planning and budgeting functions) in sampled national departments



Key informant interviews targeted at civil servants with M&E, planning and budgeting functions)

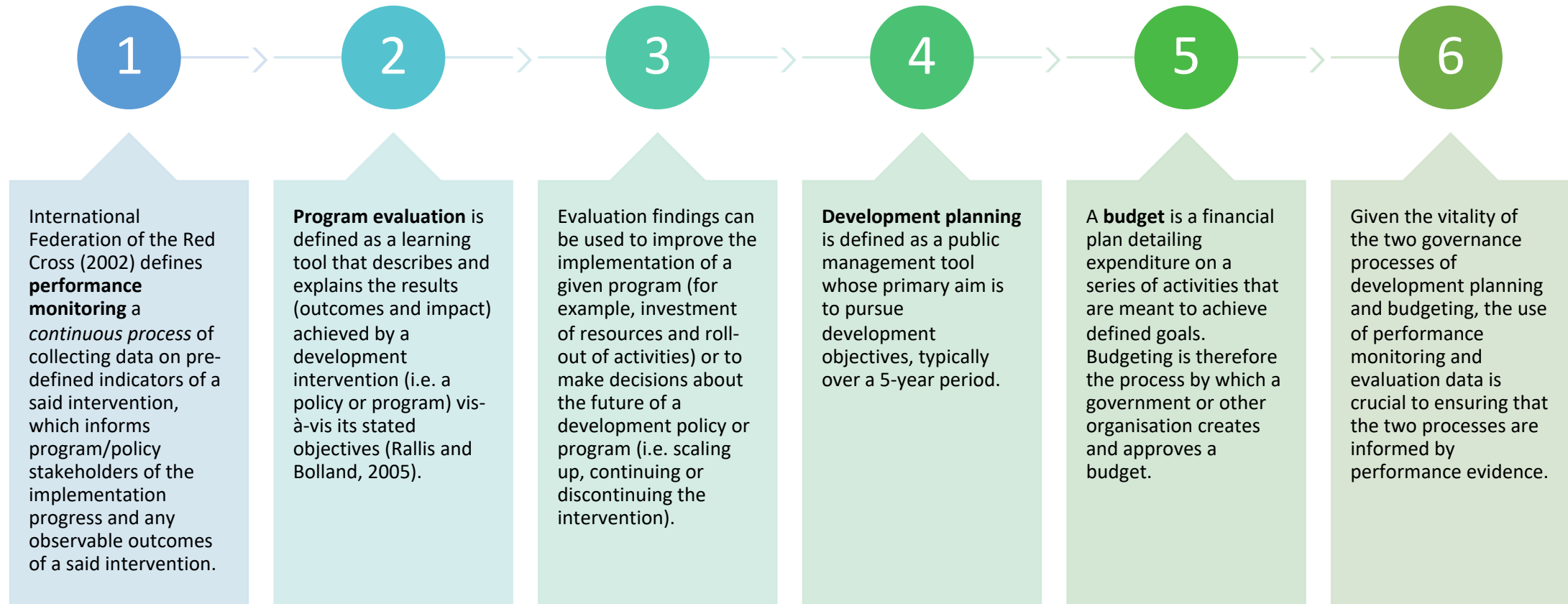


Sampling of Departments (specifically those with M&E, budgeting and planning mandates, sector ministries/Departments)



Steering committee composed of the sampled Ministries provided technical advise and quality assurance throughout

# 3. Conceptual framework



## 4. Case study countries

- The following countries undertook the applied research study:

1. Benin
2. Ghana
3. Kenya
4. South Africa
5. Uganda



# 4.1 Findings from Benin:

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- In terms of public sector M&E, Benin has an M&E policy, Evaluation Methodological Guideline, and a public sector institution that coordinates the national M&E system (Ministry of Development & Coordination of Government Action)
- To ensure uptake of evaluative results, Govt ministries hold **evaluation dissemination workshops** whereby all intervention stakeholders (including decision-makers) participate.
- Evaluation **recommendations are shared formally** with affected ministries
- Despite all these efforts, Benin experiences a cultural challenge whereby M&E evidence is not rarely available when intervention decisions need to be taken



# Key obstacles to greater use of evaluation results in Benin:



# Recommendations on facilitating greater M&E evidence-use in planning and budgeting (Benin)

Passing the Bill on evaluation of public policies will ensure greater use of evaluations in planning and budgeting, enforced by Parliament

The need to translate evaluation recommendations into operational action plans

Allocate a set percentage of intervention budget for evaluation

Build the evaluation capacity of senior managers who oversee public policies/programs/projects across Ministries

Raise awareness on importance of evaluations in informing relevant and responsive plans and budgets

Set up post-evaluation committees that will oversee the implementation of evaluation results

# 4.2 Findings from South Africa (see 2023 Report)

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- Since 1994 the South African government made numerous efforts to institutionalise the use of evidence in governance, including how departments develop their medium-term and annual plans, as well as their resource allocations.
- Some of these efforts include:
  - government-wide monitoring and evaluation policy framework (2007);*
  - the establishment of the Department of Planning Monitoring and Evaluation (DPME);
  - and the **National Evaluation Policy Framework (2011, amended 2019)** have focused on strengthening monitoring and evaluation specifically.
- There have been structural attempts at building systems designed to facilitate supply and use of evaluations within government.



# Planning and budgeting frameworks in SA



Planning and budgeting processes are well established and institutionalised within government.



Different frameworks such as the revised **Framework for Strategic Plans and Annual Performance Plans (FSPAP)** provide guidance for departments to develop evidence-informed plans.



**Public Finance Management Act (1999)** and National Treasury developed systems and processes to support departments to develop budget proposals that are informed by analysis of previous performance (financial and non-financial), macro-economic realities, socio-economic conditions, etc.

# M&E evidence in planning and budgeting

- 7 of 10 sampled Departments admitted to not having sufficient capacity for performance monitoring
- Monitoring staff are often responsible for monitoring all programmes in a department and, in cases of concurrent functions, monitoring staff might also be coordinating the monitoring of national indicators across nine provinces.
- 6 of 10 sampled departments reported having a budget for M&E, but this has declined in the post-COVID economic climate
- Despite institutional efforts to align planning and monitoring and evaluation, respondents indicated that in practice the **three functions often operated in silos (reducing influence of M&E reports in planning)**





Some respondents were of the view that planning in their departments was to a great extent informed by M&E evidence, while others indicated that M&E was used to a limited extent.



The National Treasury has adopted **evidence informed approach to budgeting**.



Different guidelines and frameworks are explicit about the use of previous financial and non-financial performance data in budget preparation to determine baselines and targets.



In addition, performance and financial data are used in assessing departments progress in implementing their budgets and during the audit phase.

# Factors influencing M&E use



**Politics and Leadership:** Where leaders demand and use evidence to make decisions, it creates a conducive environment for generating and utilising M&E.



**Compliance culture:** A culture of doing M&E for compliance, rather than learning and improvement, hinders the effective use of M&E evidence.



**Extensive reporting demands:** Departments must meet significant upward reporting to DPME, DPSA, NT, etc, little time for learning.



**Lack of Technical Capacity:** In some departments M&E staff lack the necessary expertise and skills for effective monitoring and evaluation, especially for planning and budgeting purposes

# Recommendations for greater M&E evidence-use in SA (see 2023 Guideline)



M&E evidence producers need to produce relevant evidence in relevant planning and budgeting structures (i.e. Ministerial Committee on the Budget)



Better alignment of planning and budgeting timelines is necessary to improve the use of M&E findings in both planning and budgeting.



DPME should continue to strengthen the quality of evaluations and encourage departments to carry out different types of evaluations (i.e. economic evaluations usable by budget stakeholders).



DPME should take the lead in popularising the 2023 Guideline for enhancing use of M&E evidence in planning and budgeting processes for government departments.



DPME should support the implementation of the guideline by familiarising departments with its contents (dissemination and other advocacy interventions on the Guideline i.e. in Cabinet etc).



Target political and public admin leadership, highlighting the value of M&E evidence for policymaking, planning and implementation (MTSF, APPs) and budgeting (budget preparation, implementation and review).

# 4.3 Uganda findings and lessons

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- Uganda M&E system is anchored by an **M&E Policy (2011)**, under Office of Prime Minister's custodianship
- Since the adoption of the NDP 3 (2020/21-2024/25), Government shifted towards Programme-based Planning and Budgeting, as opposed to sector-based planning and budgeting
- Ministry of Finance and Economic Development (MOFPED) and Uganda Bureau of Statistics (UBOS) established a national standard indicator framework for all 18 NDP 3 Programmes, making M and E of Programmes more standardized
- An APEX Platform (led by Office of the President and consisting of OPM, Ministry of Finance and Econ Dev & NPA) ensures inter-ministerial dialogue on decision-making = great platform for M&E evidence-use



# Key M&E mechanisms in Uganda with potential to inform government planning and budgeting

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**Barazas** (community-based assessments of the performance of government programmes)

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The **National Annual Performance Report (NAPR)** appraises the performance and expenditure of government across programmes, could inform annual plans and budgets

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**Programme Working Groups** constituted by officials from various Ministries, Departments and Agencies are a good platform for the utilization of M&E evidence for appraising programmes and their expenditures

# Key challenges to greater use of M&E evidence in planning and budgeting (Uganda)



Inadequate M&E capacity (including resource allocation for M&E)



Inadequate appreciation of the importance of M&E for policymaking, planning and budgeting at among senior leaders/managers



Lack of digital knowledge management (databases) to store and make M&E reports accessible to decision-makers in planning and budgeting structures

# Recommendations for enhancing use of M&E findings in planning and budgeting



Cultivate a culture of appreciating the value and utility of M&E reports among political and bureaucratic leadership through targeted 5-year advocacy interventions



Capacitate M&E units across MDAs (technically and financially), especially now that Ministry of Public Service has made it mandatory for all MDAs to have M&E units



M&E units in MDAs to be well versed in the intra-institutional planning and budgeting cycles, OR, be well versed on the cycles of the new Programme-Based Planning and Budgeting system



Enhance M&E data quality and timeliness for the planning and budgeting cycle (UBOS data quality standards to be adhered to)



Establish digital M&E reports repositories that are accessible to all MDAs



Parliament and oversight Executive institutions (NPA, MOFPED and NPA) should demand that MDAs demonstrate use of performance data in their plans & budgets.



Amended M&E policy could reflect these critical recommendations and be more instructive on useful M&E



Parliament to pass legislation to this effect?

# THE NATIONAL EVALUATION SEMINAR

End  
Thank you



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