SOUTH AFRICAN COUNCIL FOR EDUCATORS
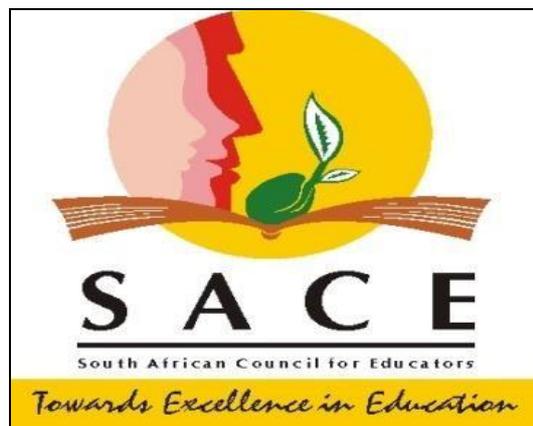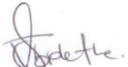
PLANNING, MONITORING & EVALUATION AND REPORTING POLICY FRAMEWORK 2022-2024

Contents

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ACRONYMS

AC: Audit Committee

APP: Annual Performance Plan

ASS: Annual School Survey

CEO: Chief Executive Officer

DBE: Department of Basic Education

DPME: Department of Planning, Monitoring and Evaluation

DPSA: Department of Public Service and Administration

eQPRS: electronic Quarterly Performance Reporting System

FMPPI: Framework for Managing Programme Performance Information

IA: Internal Audit

MOs: Measurable Objectives

MOV: Means of Verification

MTEF: Medium Term Expenditure Framework

MTSF: Medium Term Strategic Framework

NDP: National Development Plan

NPC: National Planning Commission

NT: National Treasury

PFMA: Public Finance Management Act

PI: Performance Information

PME: Planning Monitoring and Evaluation

PMER: Planning Monitoring, Evaluation and Reporting

PMERR: Planning Monitoring & Evaluation Reporting and Research

QPR: Quarterly Performance Reports

SACE: South African Council for Educators

SO: Strategic Objective

SONA: State of the Nation Address

Stats SA: Statistics South Africa

1. INTRODUCTION

The public sector reforms of the democratic dispensation in South Africa, particularly about the management of public finances have highlighted the need to focus on the management of performance information. In South Africa, the Constitution of 1996 and the PFMA of 1999 place emphasis on accountability and the need for efficient, effective and transparent management of the performance of government institutions. The South African Council for Educators' development of Planning Monitoring Evaluation and Reporting (PMER) Framework 2022-2024 responds to these legislative and policy requirements.

However, it must be stated with great emphasis that although the PMER Framework 2022-2024 seeks to respond to the legislative and policy requirements on the management of performance information, it is not merely a compliance document. It is a living document that seeks to assist the Organisation to manage performance more effectively which will result in improved service delivery. At the same time, it is meant to enable stakeholders to hold it accountable. This PMER framework also seeks to consolidate the progress made in implementing the Audit Action Plan on performance information. Through this document, the process to be followed in carrying out PMER functions in the Organisation and the responsibilities of role players are outlined.

1.1. The importance of measuring performance in the public sector

The service delivery challenges facing the state after about 28 years of democracy in South Africa have highlighted the need for government to use reasonable methods to monitor and evaluate the performance of public institutions and bodies. It is clear from the policy documents that the importance of measuring performance is therefore generic for the public sector. Amongst others, measuring performance is important because:

- Performance information indicates how well an organisation is doing in meeting its aims and objectives, and which policies and processes are working;
- It facilitates accountability by focusing the attention of the public and oversight bodies on whether public institutions are delivering value for money;
- It can inform and enhance the budget allocation process by highlighting programmes that are not doing well and those that are meeting the set objectives; and
- Through measuring performance service delivery can be improved but enabling managers to pursue results-based management systems.

1.2. Purpose of the PMER Framework

The purpose of the PMER Framework 2022-2024 is to:

- Outline the strategic planning process that must be undertaken to improve planning in the organisation;
- Integrate and align M&E activities in the Organisation by specifying the roles and responsibilities for managing performance information;
- Outline the procedures to be followed in the process of documenting and recording and reporting performance information;
- Promote accountability and transparency by providing stakeholders including the
- Executing Authority, the Provincial Legislature, Office of the Premier, National Organisation of Planning, Monitoring and Evaluation, and the public with timely, accessible, and accurate performance information; and
- Provide for the process of identifying, collecting, collating, and verifying performance information.

2. POLICY IMPERATIVES 2020-2025

The Medium-Term Strategic Framework 2019-2024 espouses five priorities of government adopted from the electoral mandate. In 2010 government translated these priority areas into a set of 12 outcomes which were subsequently revised to 14 outcomes and a few crucial outputs whose achievement will place the country on a new developmental path. These outcomes reflect the desired development impact that government seeks to achieve.

Significantly, the adoption of the Outcomes Approach in 2010 has ensured that public institutions pay more attention to systematic monitoring and evaluation of whether their programmes or intervention are successful. The Outcomes Approach was designed to ensure that government focuses on achieving the expected real improvements in the life of South Africans. It is expected that the implementation of this approach will assist the government track progress being made in the implementation of public programmes, collecting evidence about what is or not working, and most importantly improving planning and implementation. SACE is mandated to drive and ensure the implementation of outcome 1 in the National and provincial landscape. This outcome aims to improve the quality of basic education. The outputs are as follows:

- Improved quality of teaching and learning through the development, supply and effective utilisation of teachers
- Improved the quality of teaching and learning through the provision of Infrastructure and learning materials
- Regular annual national assessments to track improvements in the quality of teaching and learning (ANA)
- Improved Grade R and planning for the extension of ECD
- A credible, outcomes-focused planning and accountability system (building the capacity of the state to intervene and support quality education
- Partnership for a Strong Education System

The Organisation also contributes to Outcome 12: An efficient, effective and development-oriented public service and an empowered, fair, and inclusive citizenship. The SACE Strategic Plan 2020/2025 and the Annual Performance Plans seek to give expression to the outlined policy imperatives of government. Managing the performance of the Organisation will essentially strive to periodically establish progress on the contribution to the policy priorities and improve the design and implementation of programmes and projects based on the results of the performance reviews.

Priority 3 education, skills, and health, according to the Department of Basic Education's 25 Year Review, 99 per cent of 7 to 15-year-olds were attending educational institutions in 2017 (an increase from about 96 per cent in 2002). Among 16- to 18-year-olds, the participation rate decreases to 86 per cent, indicating a reversal in gains made in reaching universal access for learners aged 7 to 15, with some dropping out and others taking longer to reach Grade 12. While South Africa lags other countries in terms of the quality of education, recent standardised international assessments show that levels of learning in South African schools have been improving. The challenge is to sustain these improvements and reduce the dropout rate, to ensure higher flows into, and successful completion of, further education and training (FET).

School education is guided by the National Education Policy Act and the South African Schools Act. Continuing curriculum innovation is necessary to ensure relevance and responsiveness to the learner, employer, and social requirements in a changing social and technological environment. It is important to ensure that curriculum shifts do not negatively affect the recent steady improvement in education quality by creating confusion and spreading resources more thinly. A strong focus on early literacy and numeracy remains critical, but there is also a need to build South Africa's capacity to develop curriculum responses adequately and quickly to changing environments where

necessary. As per the previous MTSF 2014-2019, the priority remains to have capable and committed teachers in place. Funding has increased above inflation but is inadequate to keep up with demographic and cost (especially personnel cost) changes. As a result, provincial education funding has shrunk in terms of real purchasing power. This is resulting in vacant posts and increased class sizes. If these trends in funding and costs are not dealt with, recent gains in the school system will be reversed.

3. LEGISLATIVE AND POLICY CONTEXT

The focus on monitoring and evaluation of performance in the South African public sector has developed significantly over the past years both in legislative and policy positions and in the implementation of the M&E mechanisms.

(a) Constitution of the Republic of South Africa 1996

A number of sections in the Constitution refer to monitoring and evaluation of performance in the public sector. Most importantly creates a mechanism for holding the government accountable. Section 92 of the Constitution states that "members of the Cabinet are accountable collectively and individually to Parliament for the exercise of their powers and the performance of their functions, and that they must provide Parliament with full and regular reports concerning matters under their control".

(b) The Public Finance Management Act of 1999

Section 27(4) of the PFMA makes provision for the development of measurable objectives which must be included in the annual budgets of national and provincial institutions. While Section 40 (3) (a) and 55 (2) (a) makes provision for the reporting of performance against predetermined objectives in institutions' Annual Reports.

The PFMA promotes reporting against predetermined measurable objectives which are outlined in short and medium terms plans.

Section 38 (d) of the PFMA states that the Accounting Officer has the responsibility to manage, safeguard and maintain assets and manage the liabilities of the Department or entity, and Section 38 (a) (iv) and (c) (iii) makes a provision for systems for properly evaluating all major capital projects before a final decision on the project and manage available working capital efficiently and economically.

(c) Treasury Regulations, 2005

The Treasury Regulations outline the requirements for the development and submission of Strategic Plans as well as, related quarterly performance reporting. In addition,

National Treasury Instruction Note 33 of 2011 regulates the development of Strategic and Annual Performance Plans according to the Framework for Strategic Plans and Annual Performance Plans (2010). The Treasury regulations regulate the requirements for the development of strategic and annual performance plans and the reporting thereof.

(d) Policy Framework for the on Government-Wide Monitoring and Evaluation Systems

In 2007 government produced a Policy Framework for the Government-Wide Monitoring and Evaluation Systems. This framework was essentially the first policy on government-wide monitoring and evaluation in South Africa. It aimed to provide an integrated, encompassing framework for M&E principles, practices, and standards to be used throughout government, and function as an apex-level information system that draws from the component systems in the framework to deliver useful M&E products for its users.

(e) Framework for Performance Information Management (2007)

National Treasury's 2007 Framework for Management of Programme Performance Information stresses the need for Organisations to put in place processes to ensure that performance information is used in planning, budgeting2, and management in the Organisation. This would include (a) the setting of ex-ante performance standards and targets; (b) reviewing progress and taking managerial action and (3) evaluation of programme performance. It also suggests processes to ensure that performance information management responsibilities are included in the performance agreements of line managers.

(f) The Green Paper: Improving Government Performance (2009)

The Green Paper on Improving Government Performance (2009) provides the framework for the activities of the Organisation of Performance Monitoring and Evaluation. The Green Paper on Improving Government Performance was developed to translate Government's electoral mandate into a clear set of outcomes and output measures. It is envisaged that these outcomes and output measures will assist Government in delivering on the 12 outcomes identified as priorities. The Paper complements the Green Paper on National Strategic Planning and together envisages reforms that will facilitate improvements towards achieving a development state.

(g) Budget Prioritisation Framework

Government plans are implemented at different levels across the three spheres of government (national, provincial, and local) and a large number of public entities and State-owned Companies. The Budget Prioritisation Framework aims to guide all spheres of Government and all Government entities to refine plans and develop budget proposals. The Budget Prioritisation Framework's objective is to establish the strategic framework for decision-making on budget priorities that are required to advance the goals of the NDP. It seeks to establish a systematic basis for making strategic choices among competing priorities and limited resources, to better optimise the budget as a key lever for driving the NDP.

(h) Statistics Act 6 of 1999

The Statistics Act advances the planning, production, analysis, documentation, storage, dissemination, and use of official and other statistics. The purpose of official statistics is to assist organs of state, businesses, other organisations or the public in planning, decision making, and monitoring or assessment of policies.

The use of official statistics strengthens the quality of government and institutional short- and medium-term plans.

(i) Revised Framework for Strategic and Annual Performance Plans

The revised framework for strategic and annual performance plans 2019, replaces the framework that has been utilized by the national and provincial government and was published by the national treasury in 2010.

The disparate and diffused nature of planning has resulted in a complex plethora of plans, legislation and structures. This fragmented planning landscape has led to sub-optimal outcomes and asymmetrical impacts of government policies and programmes and sub-optimal returns on the resources allocated to them. The imperative of institutionalising planning for development in government has been fully recognised and resultant planning reform to thus the Integrated Planning Framework Act". (Revised strategic and annual performance plans framework 2019)

The purpose of the Revised Framework for Strategic and Annual Performance Plans is to provide the principles for short- and medium-term planning for government institutions, outline the alignment of various institutional plans to the high-level government long and medium-term plans, as well as institutional processes for the different types of plans. This Framework applies to all National Departments, Provincial Departments, and

government components as listed in Schedule 1, Schedule 2 and Schedule 3A of the Public Service Act (PSA) (1994) respectively, constitutional institutions as provided in the Constitution of the Republic of South Africa (1996) and public entities listed in Parts A and C of Schedule 3 of the Public Finance Management Act (PFMA) (1999).

(j) Guidelines on the preparation of quarterly reports for public entities and constitutional institutions

Public entities are required to report quarterly to their Executive Authority. Treasury Regulation 5.3.1 requires the accounting officer of a constitutional institution to establish procedures for quarterly reporting to the executive authority to facilitate effective performance monitoring, evaluation and corrective action. Treasury Regulations 29.3.1 and 30.2.1 state that the accounting authority of a public entity must establish procedures for quarterly reporting to the executive authority to facilitate effective performance monitoring, evaluation and corrective action. These guidelines are aimed at improving transparency and enhancing oversight over the financial and non-financial performance of constitutional institutions and public entities.

(k) Electronic Quarterly Performance Reporting System (eQPRS) Manual: National Public Entities

National Departments, Provincial Departments and public entities have in the past compiled and submitted Quarterly Performance Reports manually using MS Excel-based reporting models. The manual reporting tools for National Departments, Provincial Departments and public entities have limited capabilities, are cumbersome to Departments and do not adequately support the oversight of performance information. In response to these challenges and in the quest to constantly improve monitoring and reporting practices, the DPME has developed an Electronic Quarterly Performance Reporting System (eQPRS) for reporting by all national and Provincial institutions of government. The eQPRS applies to National Departments, Provincial Departments, Constitutional Institutions, Government Components, and 3A and 3C Public Entities. The eQPRS is an online system that allows users to access, report, provide oversight and use reported information with ease.

(l) National Evaluation Policy Framework

The importance of using evaluation processes to generate evidence that can shape policy and practice is critical to the support provided to the government to achieve its

development priorities as set out in the National Development Plan (NDP). Since the adoption of the National Policy Framework (NEPF) in 2011 the Department of Planning, Monitoring and Evaluation (DPME), as the custodian of evaluations in the country, has continuously promoted evaluation as an effective decision-making tool that works across all levels and sectors of government, in different contexts and for all citizens.

The Policy framework provides the basis for a minimum system of evaluation across government to guide and promote relevance, efficiency, and quality in evaluation processes. It seeks to ensure that credible evidence (including comprehensive sex, age and disability disaggregated data) from evaluations is used in planning, budgeting, monitoring and organisational reviews to improve performance and is supported by several guidelines which support the various steps for undertaking evaluation in line with the National Evaluation System.

(m) The 2007 Policy Framework for Government-wide Monitoring and Evaluation

This document is the overarching policy framework for monitoring and evaluation in the South African Government. It sketches the policy context for supporting frameworks, such as National Treasury's Framework for Managing Programme Performance Information and Statistics South Africa's South African Statistics Quality Assurance Framework. It is further supplemented by an outline of the legislative mandates of the various stakeholders charged with its implementation. It also provides a section on principles that will guide future implementation initiatives. This Policy Framework applies to all entities in the national, provincial, and local spheres of government.

Monitoring and evaluation is, however, extremely complex, multidisciplinary and skill intensive. Government-wide monitoring and evaluation even more so, since it requires detailed knowledge both across and within sectors, and interactions between planning, budgeting and implementation. The picture is complicated even further when the machinery of government is decentralised, with powers and functions being distributed across three spheres of government. It is precisely this complicated intergovernmental structure with diffused powers and functions which requires strong M&E systems to promote coordination and prevent fragmentation.

(n) Annual Report Framework issued by the National Treasury

Annual reports are an integral part of public entities' reporting. The achievements, performance information, outlook, financial position, and human resources information of public entities for each reporting period are reported in the annual report. The

information reported on in the annual report includes the actual achievements for the reporting period in relation to the planned targets and budgets as published in the strategic plan, annual performance plan and budget documents. Annual reports are tabled in Parliament/Legislatures and it is available to the general public. The publishing of financial and non-financial information of public entities is essential for accountability and, transparency and to improve trust and confidence in government service delivery. The reported information must be accurate and balanced, reporting both the successes and explaining the shortcomings.

(o) Protection of Personal Information Act

The purpose of the Act is to protect personal information, to strike a balance between the right to privacy and the need for the free flow of, and access to information, and to regulate how personal information is processed. The basis of the POPI Act is that organisations need to conduct themselves responsibly. Organisations should not only be responsible but should be seen to be responsible corporate citizens. Part of this responsibility is to protect the information inside the organisation, to be responsible when it comes to the process of storing and sharing personal information. Personal information is to be seen as precious goods and the act requires organisations to exercise control over these precious goods. Ignorance of the law is no excuse and companies need to update IT systems and start training and educating staff since early action is essential.

The Act applies to other than a natural person; it, therefore, includes companies or any other legally recognised organisation. All organisations are seen as data subjects and are afforded the same right of protection. The Act applies to anyone who keeps any type of records relating to the personal information of anyone unless those records are subject to other legislation which protects such information more stringently. It, therefore, sets the minimum standards for the protection of personal information. It regulates the "processing" of personal information. "Processing" includes collecting, receiving, recording, organising, retrieving, or using such information; or disseminating, distributing, or making such personal information available.

4. DEFINITION OF CONCEPTS

CONCEPT	DEFINITION
Planning Documents	
Strategic Plan (SP)	A Strategic Plan provide information about the SACE's programmes and projects, that are aimed at contributing towards the achievement of government priorities and the realization of the mandate of SACE. The Strategic Plan is a five-year plan that reflects the intended impact and outcomes that are set for SACE and that will be measured, evaluated and reported at Parliament and to the public in general.
Annual Performance Plan (APP)	An Annual Performance Plan (APP) contains the outputs, output indicators and targets that SACE seeks to achieve in the coming financial year in line with the Strategic Plan. The APP also include two-year projections in line with the Medium-Term Expenditure Framework (MTEF) period. These projects reflect on the applicable annual and quarterly performance targets for the financial year.
Annual Operational Plan	An Annual Operational Plan (AOP) reflects on the activities that will be implemented for each output and output indicator as outlined in the APP. However, the AOP can also include operational outputs that are not included in the APP. Within SACE, AOP can be developed for Divisions and Provinces.
Planning Concepts	
Performance Information	Planning information helps SACE to reflect on how it has performed in achieving the results. Plaining information includes planning, budgeting, implementation, monitoring, reporting and evaluation processes, which are key to effective management of SACE. Furthermore, performance information is important as it enhances transparency, accountability and oversight of the organisation.
Pathway of Change	Pathway of change is a map that shows the linkages between an intervention and the outcome. It reflects on the results chain through a map illustrating the pathways that lead to the achievement of the outcome and the impact.
Impact	The impact is the change that is desired. It reflects on the change in conditions after intervention and shows the results of achieving a specific outcome. For example, reducing poverty and creating jobs.
Outcome(s)	Outcomes reflect the results that are aimed to be achieved in the medium term. It could be related to specific consequences to beneficiaries, institutional and behavioural changes are observed as a result of the interventions delivered by SACE. The achievement of these outcomes reflects on the performance of SACE.
Outputs	Outputs are what has been produced and delivered. They are the building blocks towards the desired outcomes.
Activities	Activities are the actions or processes that involve using the inputs to produce the desired output. It is what will be done to produce the ultimate outputs.

CONCEPT	DEFINITION
Inputs	Refers to all the resources contributing to the production and delivery of outputs, including finances, personnel and buildings, i.e. what we use to do the work
Target	A target is a level an institution would like to achieve and must be time-bound and achievable. Furthermore, targets must be SMART.
SMART	Is an acronym that is used to define the set of criteria for selecting performance targets: **S**-specific; **M**-measurable; **A**-achievable; **R**-relevant; **T**-time-bound.
Baseline	The current level of performance that the institution aims to improve. It is the starting point from which progress will be measured.
Assumptions	Assumptions are factors that are accepted as true and certain to happen without proof.
Risks	Risks are the potentially unwanted outcomes that may adversely affect the achievement of the planned results or service delivery.
Indicator	An indicator is a predetermined signal that a specific point in a process has been reached or the result achieved. It should include a unit of measurement that specifies what is to be measured along a scale or dimension but does not indicate the direction or change. In addition, indicators can be qualitative or quantitative measures.
Technical Indicator Description (TID)	The description of impact, outcome and output indicators and targets to outline data collection processes, gathering of a portfolio of evidence, the acceptable level of performance at the beginning of the planning cycle.

(a) **Planning**

Integrated Planning Framework Act (IPFA), provides for the functions of the Department responsible for Planning, Monitoring and Evaluation; to establish an institutional framework for a new predictable planning paradigm and discipline within and across all spheres of government; to support effective monitoring and evaluation of government programmes aimed at improved service delivery and positive impact on society, to provide for the continued existence of the National Planning Commission; and promote better coordination, collaboration and alignment of Planning, Monitoring and Evaluation between and across the national, provincial and local spheres of government, and including public entities. Planning tools enables the institutions to conceptualise the strategic focus, plan for results and identify enablers towards achieving the intended results.

The following planning tools, among others, may be used in the different stages of the planning process:

Planning tools for the Situational or Diagnostic Analysis

a) Scenario planning
b) SWOT and PESTEL
c) Fishbone
d) Problem and Solution tree analysis

Planning tool for the development of Strategic Plans, Annual Performance Plans and Annual Operational Plans

a) Theory of change
b) Log-frame
c) Balanced scorecard
d) Activity-based costing
e) Project management tools

Planning Concepts
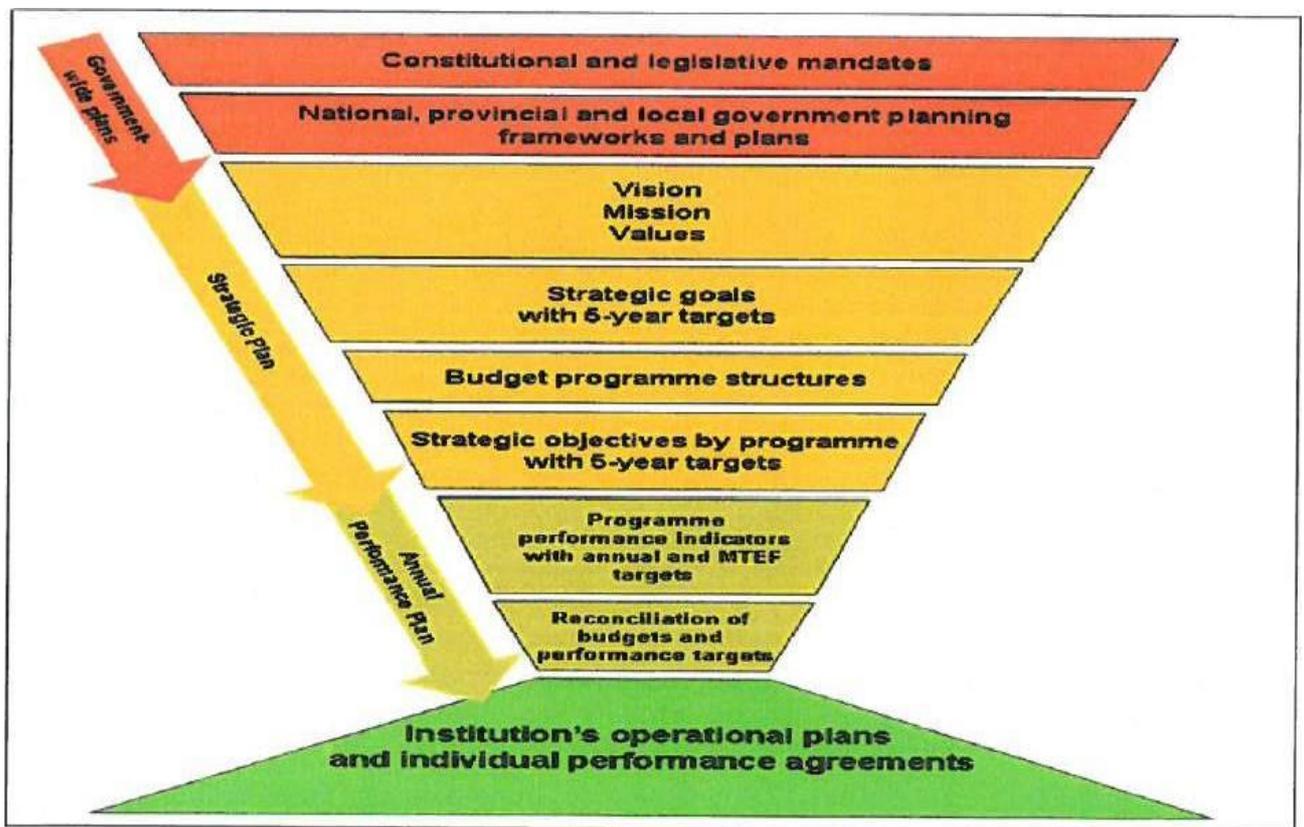
(b) Annual Operational Planning

An Annual Operational Plan outlines the activities and budgets for each of the outputs and output indicators reflected in the Annual Performance Plan. Annual Operational Planning is crucial in the hierarchy of institutional planning as it is the mechanism within which institutions plan for the achievement of activities that contribute to the Annual Performance Plan outputs. In addition, Annual Operational Plans include operational outputs, which are not reflected in the Annual Performance Plan.

The contents of the Annual Operational Plan should be informed by the Strategic and Annual Performance Planning processes using the relevant planning tools. Annual Operational Plans must be developed at an institutional level and should be used as a management tool to inform performance agreements. Within SACE, AOP can be developed for Divisions and Provinces.

(c) Evaluation

Evaluations seek to provide an objective view through rigorous research methods to inform conclusions about performance, reasons for performance and nonperformance, and to suggest recommendations for improvement.

The National Evaluation Policy Framework (2011) provides the basis for a minimum system of evaluation across government. Its main purpose is to promote quality evaluations which can be used for learning to improve the effectiveness and impact of government, by reflecting on what is working and what is not working and revising interventions accordingly. It seeks to ensure that credible and objective evidence from the evaluation is used in planning, budgeting, organisational improvement, policy review, as well as ongoing programme and project management, to improve performance. It provides a common language for evaluation in the public service.

Evaluation is the systematic assessment of the operation and/or outcomes of a program or policy, compared to a set of explicit or implicit standards, as a means of contributing to the improvement of the program or policy. More practically, evaluation is a time-bound exercise carried out periodically that seeks to provide useful and credible information about the usefulness and success of an intervention.

Types of evaluations that can be undertaken at the different stages of the planning and implementation cycle

Type of Evaluation	Description	Stage in cycle	Use of Evaluation Findings
Diagnostic evaluation	Defines the problem, the root causes of the problem, and options that can be considered	Diagnosis is undertaken before planning an intervention to inform the design of an intervention.	The diagnostic evaluation is used to assess the underlying problem, the root causes, and options/solutions.
Design evaluation	Reviews the strength of the design of an intervention.	Preferably a quick review after the design is completed but before implementation, to allow time to make improvements to the intervention.	TO improve the design of intervention before implementation to strengthen the likelihood of the intervention achieving its intended results.
Implementation evaluation	Assesses whether the theory of change underlying the intervention is being achieved, whether the outputs are being achieved, whether the outcomes are likely to be achieved and whether the assumptions underlying the design of the intervention hold.	During the implementation of an intervention.	Findings can be used to determine how the design and operation of an intervention should be improved to achieve the intended results.
Impact evaluation	Undertaken at the end of a phase of the implementation of a plan to assess whether the intended outcomes and impacts of the intervention are being achieved. Impact evaluation should be designed at the beginning of an intervention, including a baseline, and the planned results.	After a minimum of five years of implementation of an intervention.	This will provide a source of evidence for decisions related to the improvement, continuation, or discontinuation of the intervention, and/or other policy and budget allocation decisions.
Economic evaluation	Undertaken to assess costs-benefits or cost-effectiveness of the intervention will often be combined with a diagnostic (to compare options), or impact (to compare cost-benefits Of	At any stage during the implementation of an intervention.	Findings are used to determine whether an intervention requires improvement or discontinuation based on evidence on the relationship between an intervention's results and

	different models in lamented evaluations.		the costs associated with those results.
Synthesis evaluation	Undertaken when several evaluations have been concluded for a sector. These evaluations review where the results of several evaluations and research evidence can be used to generate a performance view of the sector.	Any stage of an intervention, particularly diagnostic before the redesign of the new policy, or legislation	Findings often used from a range of programme evaluations as a review of a sector

(d) Monitoring and Reporting

It refers to the continuous process of examining the delivery of programme outputs to intended beneficiaries, which is carried out during the execution of a programme to immediately correct any deviation from operational objectives. The activities pertaining to collecting performance data, producing the performance reports and performance reviews are the main examples of performance monitoring that is undertaken in the Organisation must be planned and conducted continuously by collecting data on specified indicators, verifying and storing the data, and analysing and reporting findings. These monitoring findings must be utilised to provide management, oversight institutions and the public with information on the extent of actual progress in implementation in relation to the plan.

Reporting is a vital component of the monitoring process and must be undertaken with the intent to use the findings to inform management and oversight decision making. Reporting entails tracking progress against a plan and it improves accountability for delivering on the priorities of the government and provides focus on the use of allocated budgets by institutions. It also provides an opportunity for institutions to indicate measures that will be taken to ensure that the implementation of plans remains on track.

The institutions' Performance Information Management policy or Planning, Monitoring and Evaluation framework should outline institutional processes for management and use of credible Monitoring and Evaluation (M&E) findings and recommendations.

In terms of the Revised Draft Framework for Strategic and Annual Performance Plans, monitoring and reporting must be done against the Strategic Plans, Annual Performance Plans and Annual Operational Plans. An integral part of monitoring is the practice of regular and ad hoc reviews. Regular reviews must be undertaken against the Strategic Plan such as Mid-term reviews (two and a half years) and End-term reviews (on the fifth year before the new administration). Ad-hoc reviews should be conducted against Implementation Programmes, policies, projects, systems and other special

interventions. The findings of these reviews must be used to inform the design or improvements of plans during the short- and medium-term planning processes.

5. ORGANISATIONAL PERFORMANCE MONITORING

5.1. Performance Monitoring Documents and Processes

Following the development of all plans, plans are to be implemented. Implementation of plans must be monitored to measure progress towards the achievement of planned targets so that monitoring findings can be used to improve performance, future planning and budgeting. Monitoring must be planned and conducted continuously by collecting data on specified indicators, verifying, storing the data, analysing and reporting the findings.

The measurement and reporting of performance results in improved performance. The DPME Framework indicates that monitoring and reporting of performance information provide management, oversight institutions and the public with information about the extent to which implementation of the plan has progressed. To improve transparency concerning financial and non–financial performance, Treasury Regulation 5.3.1 and 29.3.1, 30.2.1 indicate that the Accounting Officer of an institution must establish procedures for quarterly reporting to the Executive Authority to facilitate effective performance monitoring, evaluation and corrective action. To this effect, the Policy Framework for the Government-wide Monitoring and Evaluation System requires that all government institutions establish a monitoring and evaluation system. This system is described as: "A set of institutional structures, management processes, standards, strategies, plans, indicators, information systems, reporting lines and accountability relationships which enable government institutions to discharge their monitoring and evaluation functions effectively."

The National Treasury Framework for Managing Programme Performance Information (2007) further requires Departments to publish administrative and performance information. Departments need to develop policies and procedures to publish performance information, which includes the tabled Annual Reports for each financial year.

National Departments, Provincial Departments and Schedule 3A (national) and 3C (provincial) public entities have in the past compiled and submitted Quarterly Performance Reports (QPR) manually using MS Excel-based reporting models. The manual reporting tools for national Departments, Provincial Departments and schedule 3A (national) and 3C (provincial) public entities have limited capabilities, are cumbersome to Departments and do not adequately support the oversight of performance information. In response to these challenges and in the quest to constantly improve monitoring and reporting practices, the Department of Planning, Monitoring and Evaluation (DPME) has developed an Electronic Quarterly Performance

Reporting System (eQPRS) for reporting by all national and provincial institutions of government.

QPR Guidelines will be provided to national Departments, Provincial Departments, and Schedule 3A (national) and 3C (provincial) public entities on an annual basis to guide performance reporting for the financial year. SACE PMER Framework 22-2024 provides for performance monitoring against the Strategic Plan and the APP through the Scorecard system. SACE's monitoring and evaluation system is such an established system, which provides for the quarterly performance monitoring and reporting on the delivery of the Strategy. The performance reported on the Quarterly Performance Report is assessed based on the guidelines provided for in the approved Standard Operating Procedure, which is a supplementary document to this document. The following are the performance monitoring reports that will be produced:

PERFORMANCE MONITORING REPORTS	PURPOSE
Quarterly Performance Report	The DPME Framework states that quarterly reporting, also called in-year performance reporting, aims to monitor the progress towards achieving targets every quarter. The quarterly performance report should detail the actual achievements of targets as set in the APP, including the highlights on under/non-achievement of targets. If there is under/non-achievement reported, reasons for such must be indicated together with the corrective measures to ensure that such targets will be achieved before the end of the financial year. The Scorecard completion guide is a tool that will be used internally to score on targets that are reported.
eQPRS	The eQPRS is an online system that allows users to access, report, provide oversight and use reported information with ease. The eQPRS applies to national Departments, Provincial Departments, and Schedule 3A (national) and 3C (provincial) public entities. The PMERR will in each quarter circulate the quarterly performance report template to reporting Divisions, which after being populated, the information will be used by PMERR to complete the eQPRS. The eQPRS will be submitted online to DPME, Treasury, and DBE as stipulated in the DPME guidelines.
AOP	All Divisions and Provinces are to report on the performance of their respective DOPs and POPs to enable the produce the Scorecard for the AOP – Divisions and that of the AOP – Provinces. In the completion of the DOP and POP Scorecards, Divisions and Provinces must indicate actual achievements of targets as set in the Plan including the highlights on under/non-achievement of targets. If there is under/non-achievement reported, reasons for such must be indicated together with the corrective measures to ensure that such targets will be achieved before the end of the financial year.

PERFORMANCE MONITORING REPORTS	PURPOSE
Quarterly Missed Targets Report	This is a report that shall be produced at the end of each quarter after the finalisation of the APP and AOP Scorecard processes. This report will highlight any missed targets and interventions to improve performance. These reports will serve as quarterly service delivery improvement plans.
Annual Report	In terms of Section 55 (1) (d) of the PFMA, the Accounting Authority for a Public Entity must submit their audited Annual Report within five (5) months after the end of the financial year. Furthermore, Treasury Regulation 28.2.2 stipulates that the particulars of the public entity's strategic objectives and outcomes as identified and agreed on with the Executive Authority must be included in the Annual Report, including key performance measures and indicators for assessing the entity's actual performance against targets. Annual Reports are key reporting instruments for institutions to not only report performance, but also budget spent. As such, Annual Reports must contain non-financial service delivery information and financial statements, as well as the audit report.

5.2. Submission Dates

SUBMISSION	DEADLINE
Quarterly Performance Report	Every financial year, a total of five (5) Performance Reports are to be prepared in compliance with prescripts, as follows: • First-quarter report - 30 July for the period of 1 April to 30 June each year; • Second-quarter report - 30 October for the period 1 July to 30 September; • Third-quarter report - 30 January for the period 1 October to 31 December; • Fourth-quarter report - 30 April for the period 1 January to 31 March; and • Annual report – 30 May for the period of 1 April to 31 March.
eQPRS	APP Configuration • Opening: May • Closing: June (Budget programme Structure, Performance indicators and Performance Targets) Q1: Quarter ending 30 June • Opening: 01 July • Closing: 31 July (Q1-Actual performance) Audited Annual Output • Opening: 01 September • Closing: 30 September (2020/21 Audited Annual Performance Report) Q2: Quarter ending 30 September • Opening: 01 October • Closing: 31 October (Q2-Actual Performance) Q3: Quarter ending 31 December • Opening: 01 January • Closing: 31 January (Q3- Actual Performance) Q4: Quarter ending 31 March • Opening: 01 April • Closing: 30 April (Q4 -Actual Performance) Pre-Audited Annual Reporting • Opening: 01 May • Closing: 31 May (Actual Pre-Audited Annual reporting)
AOP Scorecard	Every financial year, a total of five (5) AOPs (DOPs and POPs Scorecard Reports) are to be prepared, as follows:

SUBMISSION	DEADLINE
	• First-quarter Scorecard - 16 August for the period of 1 April to 30 June each year, • Second-quarter Scorecard - 15 November for the period 1 July to 30 September; • Third-quarter Scorecard - 15 February for the period 1 October to 31 December; • Fourth-quarter Scorecard - 15 May for the period 1 January to 31 March; and • Annual Scorecard – 15 June for the period 1 April to 30 March.
Annual Report	Per legislative prescripts, the following submissions are to be made: • The Annual Performance Report will be submitted on the 30 May of each year; The draft Annual Report to be submitted to the Auditor – General for auditing on 15 July of each year; • The final audited Annual Report to be submitted to the Department of Basic Education, National Treasury, Parliament and any other stakeholder.

5.3. Performance monitoring flows

The following is the Quarterly Performance Report process flow:

PROCESSES	TIMEFRAME[1]
• Signal the commencement of the new quarter to Programmes and Provinces. • Develop and circulate quarterly scorecard and performance report templates and completion guidelines for population by Divisions and Provinces • Communicate the submission deadline and supporting evidence to divisions and provinces following the end of the previous quarter.	April/July/October/January
•	
• Submit completed scorecard and quarterly performance report supporting evidence as directed by PMER. • Ensure that the scorecards are completed as per the scorecard completion guide, that the supporting evidence accompanies the scorecard and quarterly performance report submission deadlines are met	July/October/January/April
• Assess the scorecard and quarterly performance report against the supporting evidence and finalise the preliminary scorecard report. • Communicate the preliminary assessed scorecard results to Divisions and Provinces as the consultation.	July/October/January/April

PROCESSES	TIMEFRAME[1]
• Finalises scorecards and quarterly performance reports the following engagement with Divisions and Provinces and submits the finalised scorecard to internal audit for vetting and opinion. • Finalises scorecard following settling with internal audit, Divisions and Provinces and tables the finalised scorecard and quarterly performance report to all Committees.	
• Complete the eQPRS with the information on the approved quarterly performance report • Entity Coordinator to submit the eQPRS to PMERR Manager as the delegated person for approval appointed by the chairperson. • The PMERR Manager approves the eQPRS and submits it to NT and DPME with uploaded signed off certificate (covering letter) and quarterly performance report. • The Sign off on performance information and attachment of the approval certificate/letter is submitted to DBE.	July/October/January/April
• Communicate to the organisation final quarterly performance and produce for the CEO's noting a report on the underperforming targets (corrective action report	May/August/November/February

The following is the AOP Scorecard process flow:

PROCESSES	TIMEFRAME
• Signal the commencement of the new quarter to the Divisions and Provinces. • Develop and circulate quarterly DOPS and POPS scorecard templates for populations by Divisions and Provinces. • Communicate the submission deadline of completed scorecards and supporting evidence to Divisions and Provinces.	Five (5) working days before the end of the quarter
• Submit completed scorecard and supporting evidence as directed by PMER. • Ensure that the scorecards are completed in full as per prescribed guidelines, that the supporting evidence accompanies the scorecard and submission deadlines are met.	Two (2) weeks post the quarter-end
• Assess the scorecards against the supporting evidence and finalise preliminary scorecard reports. • Communicate the preliminary assessed scorecard results with Divisions and Provinces as part of the consultation. • Finalises scorecards following settling with Divisions and Provinces	Two (2) weeks after the submission by Divisions and Provinces.
• Finalised Scorecards for facilitation of approval. • Communicate the approved scorecards results to the Divisions and Provinces	Two (2) after the process of assessing scorecards and settling disputes with Divisions and Provinces.

Mentioned AOP Scorecard process shall be completed within six (6) weeks after the end of each quarter.

The following is the Annual Report Scorecard process flow:

PROCESSES	TIMEFRAME
• Signal the commencement of the Annual report production process to Divisions and Provinces. • Develop and circulate Annual report templates for populations by Divisions and Provinces.	March- April
• Ensure that the Annual report templates are not only submitted as per the submission deadlines but completed in full at the right quality and that the data integrity is intact.	April
• Finalise unaudited annual scorecard report and first draft unaudited Annual report. • Submit unaudited annual scorecard report and first draft unaudited Annual report to IA for vetting and assurance. • Table to unaudited annual scorecard report and first draft unaudited Annual report to all committees and governing body for approval. • Submit approved unaudited annual scorecard report to the Department of Basic Education, the national treasury, and external audit (May). • Submit approved unaudited annual scorecard report to the external auditors).	April-June
• Finalise draft Annual report and table to all committees and EXCO for approval. • Submit approved final Annual report to DBE, Auditor – General, Parliament and National Treasury.	July-August
• Facilitate the tabling of the approved final draft Annual report to parliament	As determined by Parliament
• Publish the tabled Annual report across its communication platform.	Following tabling in Parliament

6. ASSESSMENT OF THE STRATEGIC PLAN

The DPME Framework states that a study is required to conduct systematic assessments of programmes or policies, their design, implementation, and results, to determine their relevance, efficiency, effectiveness, impact and sustainability relating to government spending priorities and use of public resources. Since the act of embarking on evaluations is new within government, the DMPE plays a leading role in defining the standards, processes and techniques of planning and conducting evaluations. The DMPE's National Evaluation Policy Framework support government institutions in embarking on evaluation activities.

Evaluation is essential to ensure that corrective measures are identified, and interventions put in place to improve the impact of implemented programmes and processes. The interventions obtained via evaluation are critical to evaluate past actions, build on areas of value and use the information to realign strategic, tactical, and operational outcomes. The Policy Framework for the Government-wide Monitoring and Evaluation System describes evaluation as a time-bound and periodic exercise that seeks to provide credible and useful information to answer specific questions to guide decision-making by staff, managers, and decision-makers. The evaluation may assess the relevance, efficiency, effectiveness, impact, and sustainability.

One of the goals of the Government-wide Monitoring and Evaluation System is to promote sectorial and thematic evaluations aimed at measuring the impact of government activities towards improving the lives of all citizens. Towards this goal, institutions are encouraged to evaluate their programmes regularly, provide guidance on the general approach to be adopted when conducting evaluations and provide for the publication of the results of evaluations against the goals where the impact is measured.

According to the DPME Framework, two (2) assessments must be conducted for an organisation: a mid-term assessment and an end-term assessment. A mid-term These assessments will be done against the current strategic plan. The results from a mid-term help to assess the relevance of the intervention, progress made towards meeting the set targets, its relevance and useful and provides an opportunity to make necessary changes to ensure that the intended set results. The end-term assesses whether the strategic plan outcomes were achieved, how they were achieved or not achieved.

7. ROLES AND RESPONSIBILITIES

Official	Responsibility
Member of the Executive Council	Is accountable to parliament which has to be provided with full and regular reports regarding matters under the organisation's control. The Executive Authority needs to ensure that the organisation has the appropriate performance information systems in place to fulfil its accountability reporting responsibility. They should also oversee such systems to ensure that they are functioning optimally and comply with the Framework on Managing Programme Performance Information and other related standards and guidelines. The Executive Authority's role is prescribed by section 133 Of the Constitution and section 5.1 of the National Treasury Framework for Managing Programme Performance Information.
Accounting Officer/CEO	Is responsible for establishing and maintaining the systems to manage performance information. The accounting officer must ensure that performance information systems are integrated within existing management processes and systems (i.e. that there is a link between planning, budgeting and performance monitoring and evaluation processes for example). In the integration of performance information systems with management processes and systems
Programme Manager/ Senior Managers	Responsible for overseeing performance in their respective programmes/sub-programmes. This will include overseeing that the systems and processes are established and maintained in the collection of performance information and evidence of performance, as well as signing off on progress reports that are sent to PMERR, to confirm accuracy (i.e., verification). They are required to analyse and use performance information for improving programme and project

	management design as well as to act promptly upon monitoring and evaluation findings where corrective action is required.
Line Managers and other Officials	Responsible for establishing and maintaining the performance information systems and processes within their areas of authority. Other officials are responsible for capturing, collating, and checking performance data related to their activities. The integrity of the institution's overall performance information depends on how conscientiously these officials fulfil these responsibilities.
Internal Audit	
Planning	The IA will provide assurance regarding compliance with the processes of developing a Strategic Plan, APP and AOP as per prescript. IA will also provide consultative expertise assisting management with alignment and ensuring implementation of the SMART principle when developing planning documents.
Reporting on quarterly performance of the APP	The IA will provide assurance regarding the accuracy, validity, completeness, and reliability of the reported quarterly performance information. The internal audit will provide reasonable assurance through the sampling of quarterly reported information. The Internal Audit Division will subsequently issue an audit report.
Production of the Annual Report	The IA will provide assurance regarding the accuracy, validity, completeness, and reliability of the reported annual performance report in preparation for the external audit.

8. INSTITUTIONAL ARRANGEMENT FOR PMER

Although the Organisation has been carrying out performance monitoring activities in the past and all managers are responsible for PMER in the immediate working environment, it has largely been uncoordinated and not integrated. In 2019 the Organisation decided to establish a division responsible for Planning, Monitoring and Evaluation Reporting and Research (PMERR). PMERR is the primary structure that is responsible for overall function and institutionalising M&E in the Organisation. In the outer years, it will develop a plan for institutionalising M&E in the Organisation.

8.1. Functions of PMER

The key functions of the PMER Division are to:

- Coordinate and support the strategic planning processes of the Organisation; Monitor and evaluate the performance of the Organisation against policy and mandated directives, report on findings and provide recommendations; Develop and institutionalize Planning, M&E and Reporting framework for the Organisation;

- Develop tools and methodologies to support the Monitoring and Evaluation of policies, programs and projects; and

- Conduct impact assessment of Organisational policy initiatives and implemented programs.

In the 2022-2024 financial years the Division will carry out the following activities to ensure that the Organisation plan, monitor, evaluate and report performance.

Review the Planning, M&E and Reporting Framework for the financial years which will form the basis upon which PMER is to be conducted within the Organisation.
Mid-Term assessment of the 2020-2025 strategic plan, according to the DPME Framework
Develop an Annual Performance plan in line with the current strategic plan to ensure alignment and in-year reporting.
Create standardised input templates for reporting purposes to ensure that similar data format is captured throughout the Organisation. This will improve the monitoring process in that similar data will improve the comparison and analysis processes.
Analyse data for quarterly and annual preparation of the quarterly performance reports.
Verify all performance reports and collate a portfolio of evidence for all Organisational outputs.
Support quality performance reporting by conducting workshops on programme planning and report to all programmes.
Monitor selected programmes in the Organisation.
Compile PMER policies, process guides and other information guides to build capacity for monitoring and evaluation within the Organisation as and when required.
Make recommendations to all, Committees as required to improve PMER functions and operations within the Organisation.
Migrate from the manual submission of the quarterly reports to electronic.

8.2. Other Organisational PMER Institutions

The Organisation also has institutional structures that have an inherent role for monitoring and evaluating programme performance. In particular, the Organisational Executive Committee (EXCO), Senior Management Committee (Senior MANCO), Extended Management Committee (Extended MANCO) play an important institutional role in the planning and performance management of the organisation.

- Executive Committee: It comprises with the Chairpersons of the seven committees, the CEO, CFO, two heads of divisions and the Chairperson of the council. The committee is responsible for adopting recommendations made by the other committees. The other role is to hold the other committees and employees accountable especially on issues of performance. The committee looks at the reported outputs of the quarter and plans to ensure that the organisation is on track with the planned activities.

- Organisational Senior Management Committee: It comprises of all Senior Managers in the Organisational and convenes twice monthly. The mandate of this committee is to determine the strategic direction of the Organisation, approve policy and related Organisational wide issues, and review organisational performance. The Senior MANCO meetings will monitor the Organisational performance through analysis of quarterly reports by the PMERR Division; make decisions based on the performance analysis and recommendations on corrective actions.

- Extended Management Committee: It comprises of all managers in the Organisation and convenes monthly. The role of this forum is primarily to review organisational performance, thrush out administrative decisions and plan for the next financial year. PMERR will make a presentation to Extended MANCO on the analysis of performance; recommend measures to be implemented and support its planning activities.

- Managing of performance information is the responsibility of each programme within the Organisation, as they must provide feedback and early indications of progress or lack thereof in the achievement of intended results and the attainment of goals and objectives. Inherent in this task is the responsibility of the programmes to compile progress reports in line with Organisational Annual Performance Plans and the Annual Operational Plans. The monitoring of programme performance will be conducted quarterly during the Extended MANCO Meetings.

- Council Meeting: The CEO will keep the Member of the Council informed on progress regarding Organisational performance every quarter. High-level strategic outputs will be considered, challenges and trends in the monitoring process indicated and recommendations on corrective steps will be made to the Council. The Council will guide further interventions necessary to improve organisational performance.

9. DISSEMINATION OF PERFORMANCE INFORMATION

Apart from the internal use of performance information and its reviews, it is also generated to enable oversight bodies and the public to know how well the Organisation is doing and hold it accountable. Accordingly, once the internal processes are completed and performance reports are finalised such information will be made available through the website of the Organisation and other means to be determined by the Division of Communication.

10. PROCESS OF REVIEW

The framework will be reviewed when there is a policy shift in the organisation or within the government sector including DBE and DPME. However, the framework lifespan will be three (3) years.

11. ENFORCEMENT OF THE FRAMEWORK

The CEO has the ultimate responsibility of ensuring that this Framework is enforced and serve as a guide for managing performance information for SACE.

12. CONCLUSION

The Planning Monitoring & Evaluation and Reporting Framework 2022-2024 of the SACE, represents the document that outlines how the organisation will carry out PMER. In the future, the framework will be improved to cover other essential areas such as the information management systems, capacity building issues, and how to institutionalise M&E in the Organisation.

ANNEXURE A

13. LEGISLATED ACTIVITIES

ACTIVITY	DEADLINE	SECTION/REGULATION
Submit first draft Strategic Plan	31-Oct	Revised Framework on Strategic Plans and Annual Performance Plans/ Treasury Regulation 30.1.1
Final draft Strategic Plan	March	Revised Framework on Strategic Plans and Annual Performance Plans/ Treasury Regulation 30.1.1
Table final draft Strategic Plan to Parliament	March	Revised Framework on Strategic Plans and Annual Performance Plans/ Treasury Regulation 26.1
Submit First draft Annual Performance Plan	31-Oct	Revised Framework on Strategic Plans and Annual Performance Plans/ Treasury Regulation 26.1
Submit final Annual Performance Plan	31 January	Revised Framework on Strategic Plans and Annual Performance Plans/ Treasury Regulation 26.1
Tabling final draft Annual Performance Plan to Parliament	March	Revised Framework on Strategic Plans and Annual Performance Plans
Submit Quarter 1 eQPRS	30-Jul	Department of Planning, Monitoring and Evaluation Electronic Quarterly Performance Reporting System (eQPRS) Manual: National Public Entities PFMA, Section 55 (1)(d)
Submit Quarter 2 eQPRS	30-Oct	Revised Framework on Strategic Plans and Annual Performance Plans/ Treasury Regulation 26.1Department of Planning, Monitoring and Evaluation Electronic Quarterly Performance Reporting System (eQPRS) Manual: National Public Entities
Submit Quarter 3 eQPRS	30-Jan	Department of Planning, Monitoring and Evaluation Electronic Quarterly Performance Reporting System (eQPRS) Manual: National Public Entities PFMA, Section 55 (1)(d)
Submit Q4 eQPRS	30-Apr	Department of Planning, Monitoring and Evaluation Electronic Quarterly Performance Reporting System (eQPRS) Manual: National Public Entities Treasury Regulation 26.1
Submit unaudited draft Annual Performance Report	30-May	Revised Framework on Strategic Plans and Annual Performance Plans/ Treasury Regulation 26.1, Public Entities AR Guidelines published by NT.
Submit performance information to External Auditors	30-May	PFMA, Sec 54(1) Framework for Managing Programme Performance Information (2007) Para 6.2
Submit Audited Annual Report to Minister, National Treasury and Parliament	31-Aug	PFMA, Sec 40(1)(d)/ Sec 55(1)(d) Revised Framework on Strategic Plans and Annual Performance Plans
The tabling of Audited Annual Report to Parliament	31-Aug	PFMA, Sec 65(1)(a)/ Sec 55(3) Revised Framework on Strategic Plans and Annual Performance Plans (within 1 month after the Accounting Officer received the audit report)
Submit copies of published Annual Report to National Treasury/Ministry/Parliament	30-Aug	PFMA, Sec 55(1)(d) Revised Framework on Strategic Plans and Annual Performance Plans