



A practical approach to program evaluation planning in the complex and changing landscape of government

Jenny Crisp
Development Officer
Department of Agriculture and Food Western Australia
Date: 21st September 2016





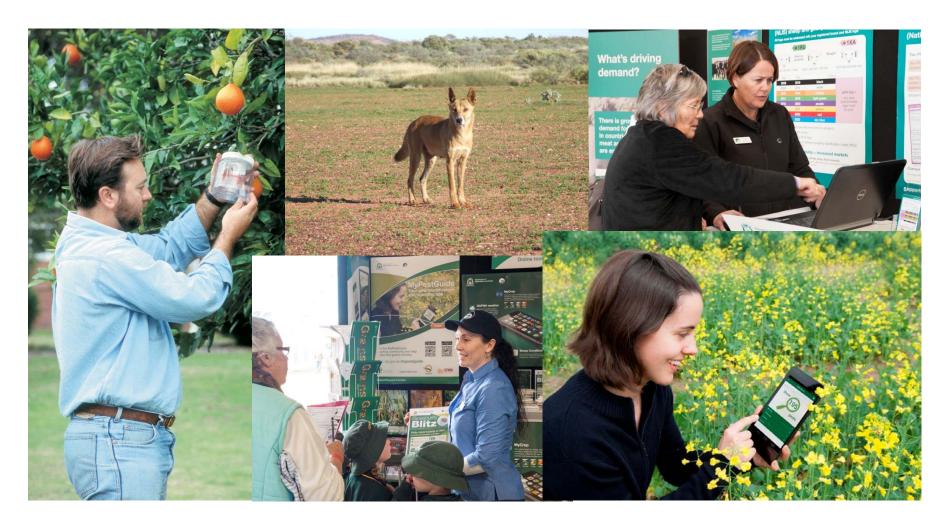


- Program (project): Boosting Biosecurity Defences (BBD)
- 3.5-year \$20 million project
- Currently mid-way through
- Led by the Department of Agriculture and Food WA, supported by the State Government's Royalties for Regions program















Aim: To increase the protection of WA's agriculture sector from pests and diseases through improved management of biosecurity risks, and to gain or maintain access to valuable international markets:

- Enhanced surveillance / early detection
- Improved preparedness to respond to incursions
- Support for community to address biosecurity threats.
- Increased awareness and compliance with new legislation
- Adoption of new technology







- Develop an evaluation framework for BBD
- Purpose of framework To provide a structure and process to test that the right measures are in place to allow BBD to explore the extent to which it has, by the end of the project, met its expected outcomes
- Project already underway
- MOU with performance measures and milestones
- Focus on end-of-project outcomes and impact
- (Still not 100% finalised)







The information in the evaluation framework will:

 Provide the BBD Steering Committee with a level of confidence in how BBD is managing their outcome evaluation



- Underpin the BBD final project closure report
- Provide a mechanism for shared understanding around the expected outcomes – team and other stakeholders







Complexities impacting evaluation review

Complexities	Resulting in	
BBD 'project' has the complexity of a program; wide-ranging geography and content of subprojects; diverse suite of outcomes generally not directly linked to each other.	Requires level of expertise; Time-consuming.	
Multiple (11) subprojects and associated subproject managers and staff to be brought together in expectation and capacity for evaluation.	Requires level of expertise; Time-consuming.	
Resourcing of project management function (which includes evaluation at BBD level) insufficient for project of this size and complexity.	Delay in evaluation framework development	
Initial BBD Business Case did not include a program logic; nor did project and subproject plans.	Starting from scratch in terms of developing and clarifying logic; Lack of shared understanding of project/subproject logic.	

Supporting your success







Complexities impacting evaluation review

Complexities	Resulting in	
Project reports to two government departments with different reporting requirements and systems.	Need to be clear on any differing reporting requirements ahead of time to ensure necessary data is captured.	
Diversity of origin of subproject content in terms of organisational management within DAFWA.	As above	
Downsizing of DAFWA in first 6-months meant unexpected turnover of staff (project manager, number of sub-project managers and staff, other DAFWA support staff).	Lack of continuity in detailed planning; Lack of shared understanding of project/subproject logic.	
State public sector freeze in December 2015 meant positions made vacant by redundancies or other were not able to be filled in a timely manner; some took longer than 6 months.	As above.	







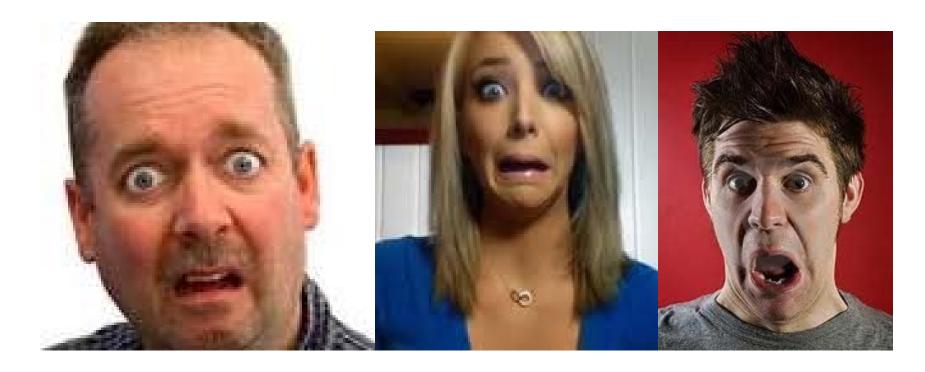
Complexities impacting evaluation review

Complexities	Resulting in
Start of BBD coincided with a new project management system, new record keeping system, new finance system and new IT systems being implemented at DAFWA.	Project staff not really in mood for reviewing their logic and measures.
Level of governance required for BBD (RfR \$) very high (by DAFWA).	As above.









All of which make the evaluation planning landscape difficult

BUT.....many of the factors might well be the reality of the future!

Supporting your success





- Step 1 Documentation of strategic level logic
- Step 2 Review of subproject logic
- **Step 3 Measures review**
- **Step 4 Indicators of success check**
- **Step 5 Initiation of continuity statements**







Step 1 – Documentation of strategic level logic

- Not a detailed, cause-effect logic analysis
- Visual representation of how BBD delivers to DAFWAs investment priorities
- Key documents reviewed:
 - Agrifood 2025+ Initiative
 - DAFWA Strategic plan 2014–17
 - BBD Business case
 - BBD MOU

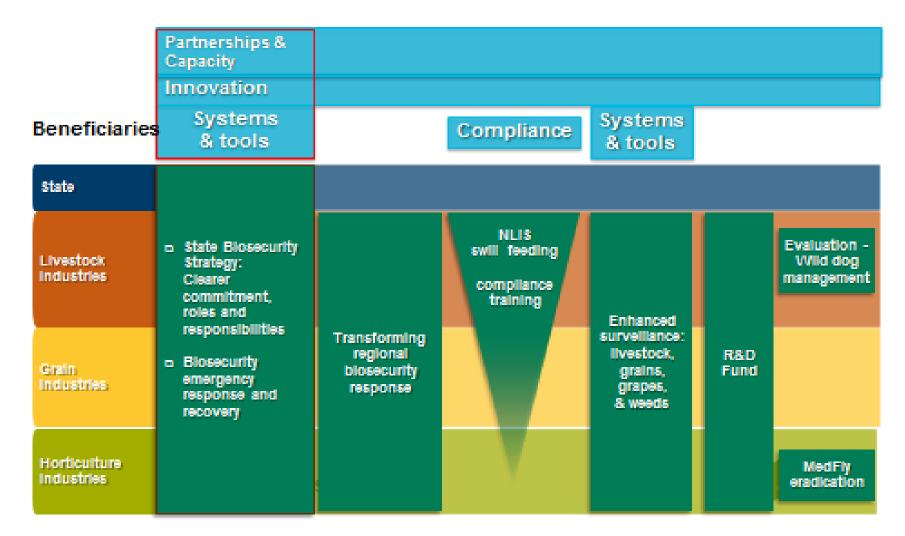


Agrifood 2025+ The Agrifood 2025+ initiative aims to double the value of the sector by 2025. Initiative The DAFWA Strategic plan 2014-17 outlines where our department will invest resources for the first three years of the Agrifood 2025+ vision, based on the Minister's priorities. Growing people 4.7 Agrifood businesses and the broader community Growing productivity understanding their roles in biosecurity, land, water and **Growing markets** Growing profitability 2.6 Management tools that ensure productivity is not animal welfare management. 1.6 Biosecurity status and 3.7 Decision making tools that enable businesses, DAFWA Strategic plan unduly constrained by pests, weeds or diseases. 4.8 Agrifood businesses, community and government being arrangements that provide communities and government to optimise their 2014-17 investment 2.7 Management and decision making tools that enable able to manage biosecurity, land, water and animal welfare competitive advantage in target nvestment in biosecurity, land, water and animal priorities relevant to growth in the face of a changing and more variable markets. welfare management. B&R BBD climate. (NB BBD project is not just about increasing capacity of people; it is about building organisational and state capacity - in terms of people, systems, policies, procedures, plans, linkages, relationships, rehearsal and more) One outcome statement To enhance partnerships and capacity, innovation, systems and tools, and compliance to strengthen (boost) the WA state biosecurity systems to protect the future of agriculture. encompassing BBD MOU outcomes (D Cousins) Increased producer and ommunity surveillance for Increased knowledge Increased capacity in Improvement in significant agricultural government, industry and awareness and ncreased knowledge and More effective of the costs, benefits Eradication of fruit fly BBD Outcomes as pests and diseases community to respond and compliance with new innovative solutions to management of and impacts of a suite from Carnarvon by end stated in MOU supporting disease or pest recover from incursions of regulations under the better manage pests and regionally significant of control measures on of 2017. investigation, pest emergency pests and BAM Act by landholders diseases. pests and diseases. wild dog predation and management or market diseases. and livestock owners. livestock production. access. 2. E-surveillance . E-Surveillance 5. Ag weed 6. Building WA's 10. Piloting new 7. Awareness and 9. Regional for pests and for pests and surveillance in the 1. State 4. Early capacity to respond 11. Evaluation compliance with 8. Biosecurity biosecurity techniques to BBD subprojects diseases in the diseases in the south west to Biosecurity detection of and recover form of wild dog new biosecurity R&D fund response to control and WA grains WA grape protect industry Strategy **EADs** emergency pest and measures legislation declared pests eradicate fruit fly industry industry profitability disease incidents





Beneficiaries and key areas of benefit across industries





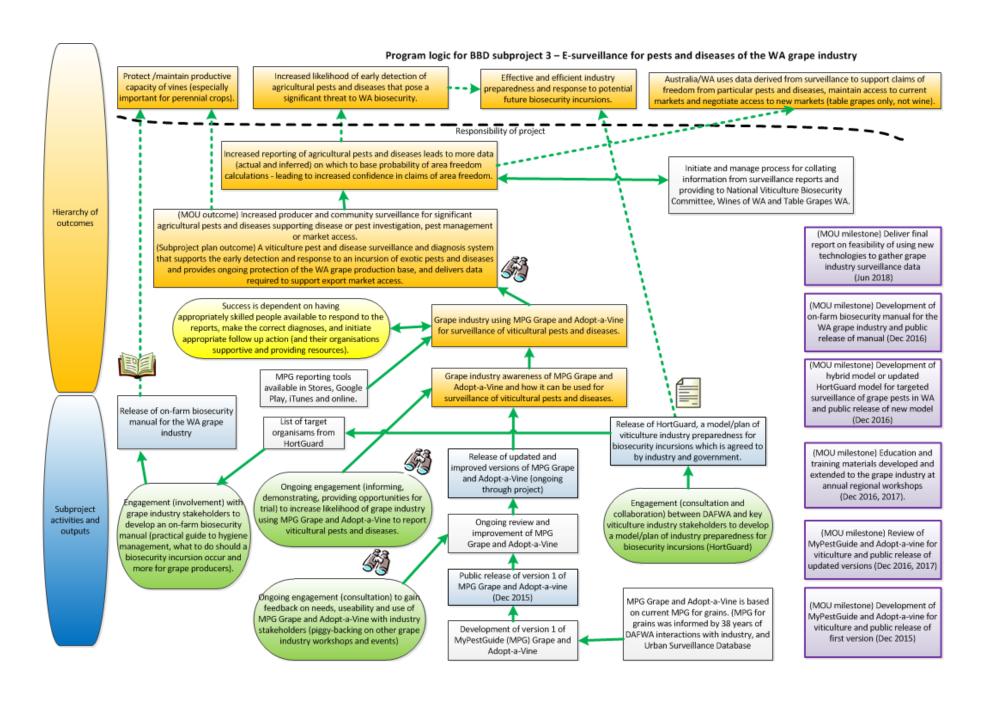




Step 2 – Review of subproject logic

- Critical to enable the review of measures
- All about detail
- Desktop document review of:
 - BBD MOU
 - BBD Business Case
 - BBD Subproject plans
 - Clarity (DAFWA internal project management system)
 - BBD engagement framework
- Development of draft logic diagram (using Visio)
- Meetings with the subproject manager / other team members to discuss, further clarity and finally confirm the logic
- Documentation of logic diagram (which becomes part of subproject evaluation plan)









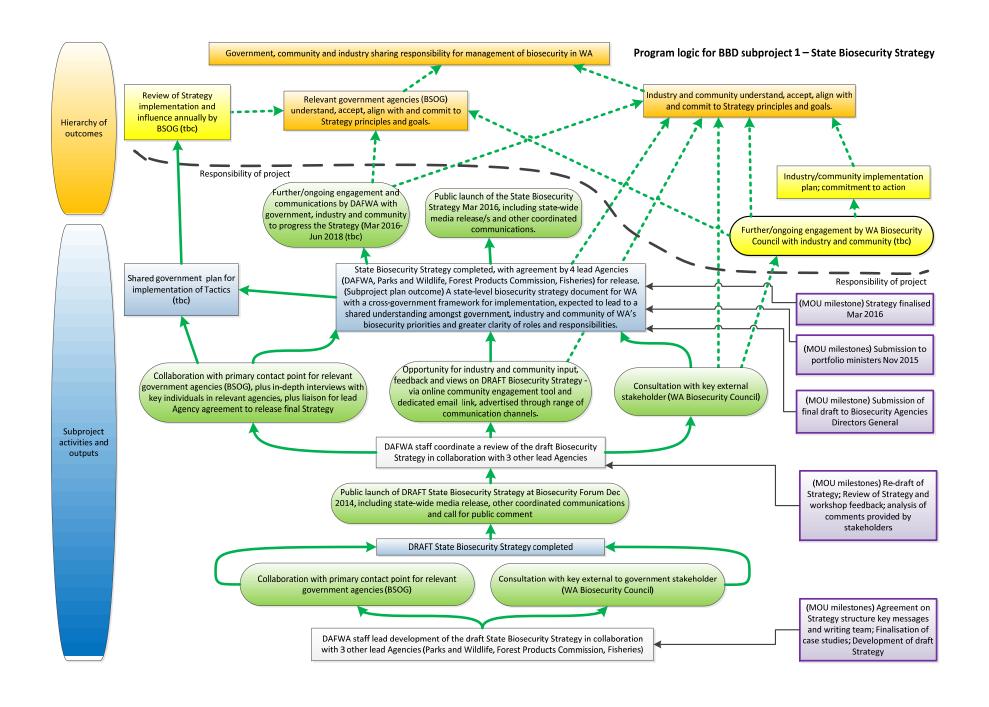
Consistent features in logic diagrams across wide spread of subprojects

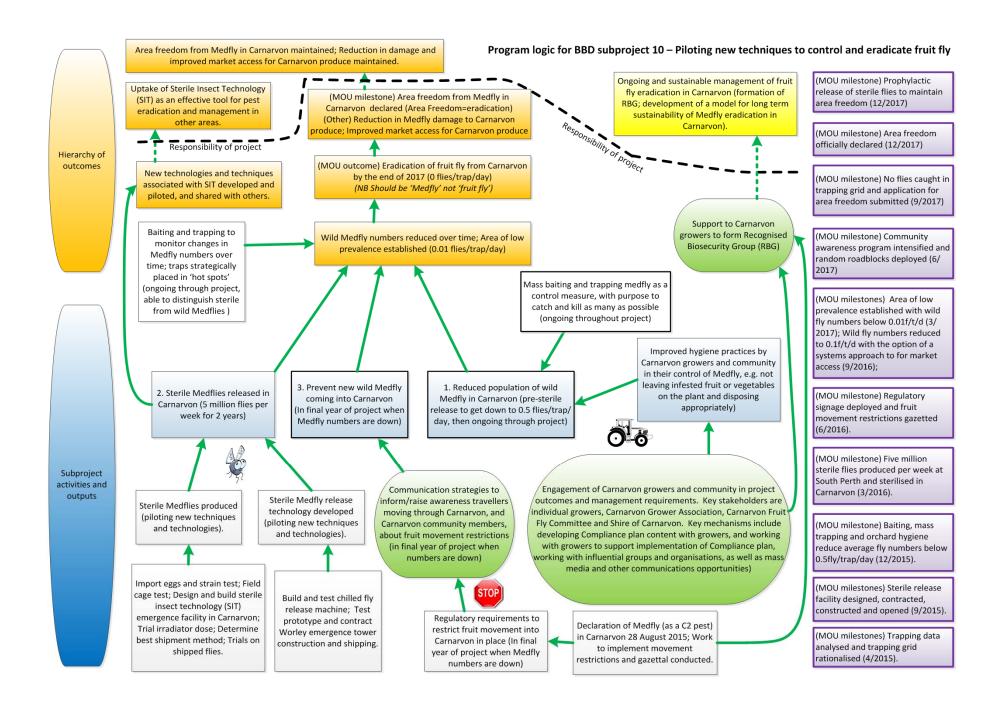
- Colour coded boxes
 - Outputs and activities (blue) to hierarchy of outcomes (orange)
 - Engagement elements (green)
- Presents logic around recognisable planning elements and sources
- 'Active' words around engagement activities
 - Inform, consult, involve, collaborate or empower (representing increasing levels of impact expected to result from engagement)
 - Reflects IAP2 Public Participation Spectrum and BBD engagement framework elements

Clarity around responsibility for delivery (and evaluation)

- Dotted black line represents where project responsibility to deliver ends within the hierarchy of outcomes
- Green solid arrows represent direct links which are expected to occur within the project timeframe.
- Green dotted arrows represent links expected to occur beyond the project timeframe (as a result of activities, outputs and outcomes delivered within the project timeframe).







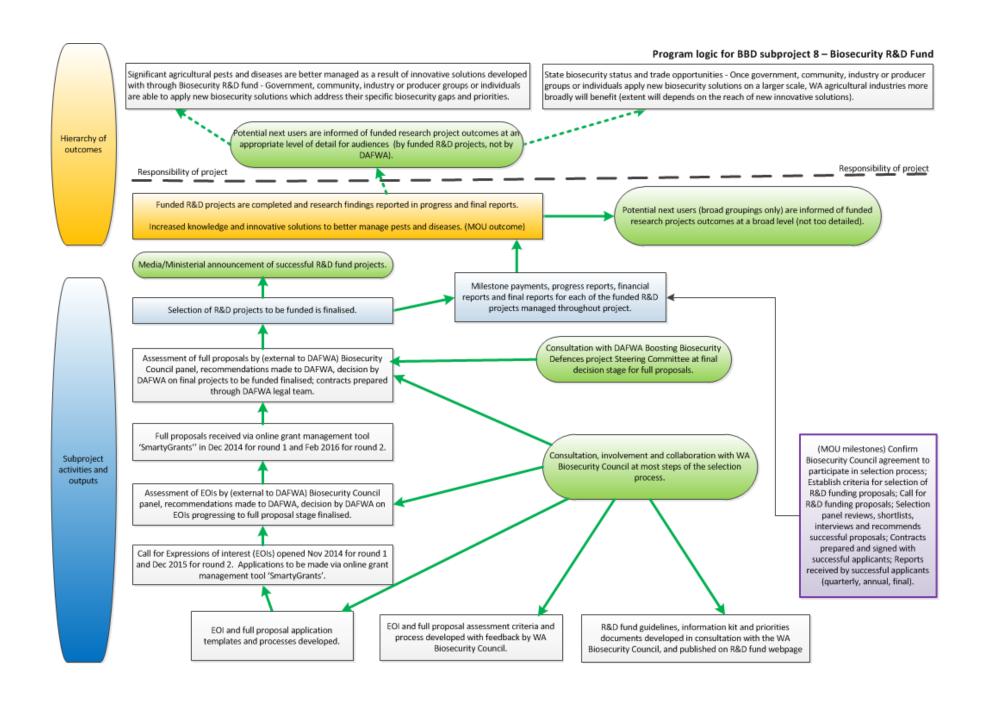




Step 3 – Measures review

- Hang off the logic
- Desktop key document review of:
 - BBD MOU
 - BBD Business Case
 - Subproject plan
 - Clarity (DAFWA internal project management system)
 - BBD engagement framework
- Development of draft measures diagram (using Visio)
- Evaluation questions and measures for key outputs and outcomes
- Meetings with the subproject manager / other team members to discuss, further clarity and finally confirm the measures (in conjunction with Step 2 above)
- Documentation of measures diagram (which becomes part of subproject evaluation plan)





Evaluation overview (measures against logic) for BBD subproject 8 - Biosecurity R&D Fund

Potential next users (broad groupings only) are informed of funded research projects outcomes at a broad level.

Evaluation guestion 5

How were potential next users informed of funded research projects outcomes at a broad level?

Measures for evaluation question 5

(i) On completion of each funded research project, summary information on research findings is compiled and recorded on DAFWA BBD R&D Fund webpages, and summarised further for inclusion in the subproject evaluation report template in Objective.

(ii) On completion of each funded research project, BBD communications consultant, Anna Micha, to plan and implement media releases around research findings, and subsequently generate a traditional media report/s (radio and newspaper) and social media report/s (Facebook and Twitter) around these activities. Towards completion of subproject 8, a summary of media activity is to be documented in the subproject evaluation report template in Objective.

Hierarchy of outcomes

> Funded R&D projects are completed and research findings reported in

Increased knowledge and innovative solutions to better manage pests and diseases. (MOU outcome).

progress and final reports.

Evaluation question 4

To what extent were research project outcomes delivered as per Research Agreements?

Measures for evaluation question 4

Final reports for each of the funded research projects will provide analysis of achievement of research outcomes. A summary of these analyses will be documented and recorded in subproject evaluation report template in Objective. Research project final reports will be stored in Objective.

reports, financial reports and final reports for each of the funded R&D projects managed throughout project.

Milestone payments, progress

Evaluation question 3

To what extent were funded research project reporting and milestone payment responsibilities managed as per Research Agreements?

Measures for evaluation question 3

All EOIs and full proposal applications will be stored in the (external to DAFWA) grant management system 'Smarty Grants'. All Research Agreements will be stored in Objective. All research project progress and final reports, and emails relating to acceptance of reports and milestone payments, will be stored in Objective.

Subproject activities and outputs

Selection of R&D projects to be funded is finalised.

Evaluation question 2

How do we know funded research projects were appropriately selected?

Measures for evaluation question 2

The R&D fund selection process will be summarised and recorded for the subproject evaluation report template in Objective . All documents supporting the selection process (e.g. guidelines, information kit, priorities, preliminary and final project plan templates, assessment templates etc. will be stored on Objective).

All media communications relating to the R&D fund subproject will be logged, and towards completion of subproject 8, a summary of all media activity is to be documented in the subproject evaluation report template in Objective.

Evaluation question 1

Was the subproject delivered on time and on budget?

Measure for evaluation question 1

Covered in monthly status updates in Clarity, and quarterly and annual report to DRD, stored in Objective record keeping system.

Evaluation overview (measures against logic) for BBD subproject 10 – Piloting new techniques to control and eradicate fruit fly

		Evaluation question 11 To what extent did market access improve for Carnarvon produce/ producers by the end of the project, as a result of low prevalence, eradication or declaration of Area freedom?	Measure for evaluation question 11 (Only if situation arises during life of project) Provide some detail of occasions where evidence of Area freedom or low prevalence is requested from and/or provided by the subproject, in support of trade/market access negotiations. Record in in Clarity and/or subproject Evaluation report template (in Objective). (It could be worth letting Carnavon industry possing it no? Nothing commercial in confidence, just some information/data that provides evidence of the value of area freedom or low prevalence status to Carnarvon growers.)
	(MOU milestone) Area freedom from Medfly in Carnarvon declared (Area Freedom=eradication) (Other) Reduction in Medfly damage to Carnarvon produce; Improved market access for Carnarvon produce (MOU outcome) Eradication of fruit fly from Carnarvon by the end of 2017 (0 flies/trap/	Evaluation question 10 To what extent did reduction in damage to Carnarvon produce occur, as a result of reduction in Medfly numbers?	Measure for evaluation question 10 Collect a number of local case studies (whatever is feasible, perhaps 5 over the life of the project?) looking at how Medfly damage to production was reduced in those particular businesses, and how that translated into dollars or other benefits for that business. (Could also link in/ask what practices that business implemented to support reduction in Medfly during the project timeframe as an extra thing.) The intent is to gain insight into how reduced numbers of Medfly can impact on local production for these businesses. Include range of fruits and vegetables impacted. Include photos and grower quotes where possible to bring the example to life. Timing for data collection would probably be most appropriate towards the end of the project when reduced fly numbers have had the opportunity to impact, although could be appropriate before that if fly numbers reduce quickly. Record in subproject Evaluation report template (in Objective); could also use as basis for post-project extension material?
day) Wild Medity numbers reduced over time; Area of outcomes low prevalence established (0.01 files/trap/day)	Evaluation question 9 Was Area freedom from Medfly in Carnarvon declared by end of 2017, as a result of eradication? Evaluation question 8 Was Medfly eradicated from Carnarvon by the end of 2017 (0 flies/trap/day) (NB 'Medfly' not 'fruit fly') Evaluation question 7 How confident are DAFWA in declaration of Area freedom for medfly in Carnarvon, and what provides this confidence?	Measures for evaluation question 9 Log and reference domestic declaration of Area freedom in Clarity when it is achieved. Include the definition/requirements for declaration of Area freedom. Measure for evaluation question 8 Track and log Medfly numbers and distribution weekly for the duration of project. Towards the end of the project, present this information (graphically?) in subproject Evaluation report template (in Objective). Note BBD project manager needs changes in fruit fly trap data on an annual basis, for annual reporting to DRD. (Relates to MOU performance measure - Changes in fruit fly trap data on an annual basis (Sh Should be "Medfly" not fruit fly") Measure for evaluation question 7 Document a summary of the approach to balting, trapping and monitoring which demonstrates the rigour behind the approach and thus confidence in fly numbers e.g. equipment sourcing and testing, trap and uncertainty, rationalisation of trapping grid. Record in subproject Evaluation report template (in Objective).	
	New technologies and techniques associated with SIT developed and piloted, and shared with others.	Evaluation question 6 In what ways were new SIT technologies and techniques shared with others outside the project, and what were their responses? Evaluation question 5 To what extent were new technologies and techniques associated with SIT developed and tested through the project?	Measures for evaluation question 6 Document details of how new SIT technologies and techniques are being shared with others outside the project. This could be via email, peer gathering, direct conversation, publication etc. At the point of sharing, ask recipients if they have an idea or intent to apply new SIT technologies and techniques for their own situation, and if so, document this information as well. Record in Clarity and/or subproject Evaluation report template (in Objective). Measures for evaluation question 5 At any time before end of project, document a summary of new technologies and techniques associated with SIT developed and tested through the project; and record in subproject Evaluation report template (in Objective).
	Reduce population of wild Medify in Carnarvon (ongoing through project)	Evaluation question 4 What key tasks, activities and outputs were completed to reduce the population of wild Medfly in Carnarvon?	Measures for evaluation question 4 (i) Log key activities and outputs conducted over the life of the project which led to the reduction of population of wild medfly in Carnarvon. Summarise annually and record in subproject Evaluation report template (in Objective). Include some photos of baiting and trapping activities, and engagement activities with growers and community aimed at improving hygiene practices. (ii) Where possible, provide a number (perhaps 57) examples or case studies of improved hygiene practices by Carnarvon growers or community in their control of Medfly (could link/follow through with question 10 case studies above if suits).
Subproject activities and outputs	2. Sterile Medflies released in Carnarvon (5 million flies per week for 2 years)	Evaluation question 3 To what extent were 5 million sterile Medflies per week released in Carnarvon over the life of the project, and what key tasks, activities and outputs were completed to enable this to happen?	Measures for evaluation question 3 (i) Collect and log data on sterile Medfly releases over life of project. Summarise this information at the end of project and record (as a graph?) in subproject Evaluation report template (in Objective). Photos of release technology and process should be included. (ii) To highlight scientific rigour behind process, summarise and document completed key tasks, activities and outputs which enabled sterile Medfly releases, particularly. Record in subproject Evaluation report template (in Objective). A few photos of key activities and outputs should be included.
	Prevent new wild Medfly coming into Carnarvon (In final year of project when Medfly numbers are down)	Evaluation question 2 What key tasks, activities and outputs were completed to prevent new wild Medfly coming into Carnaryon?	Measures for evaluation question 2 Log key activities and communications conducted to prevent new wild Medfly coming into Carnarvon. Summarise towards end of project and record in subproject Evaluation report template (in Objective). A few photos of key activities and outputs should be included.
	100	Evaluation question 1 Was the project completed on time and on budget?	General media measures BBD comms consultant, Anna Micha, to generate a media report (radio and newspaper) and social media report for subproject monthly. NB Media reports will generally not pick up articles written specifically for one publication, so you may want to record non radio and newspaper articles in Clarity. Subproject to summarise all media reports towards end of project and record in subproject Evaluation report template (in Objective).





Step 4 – Indicators of success check

- Analysis of agreed subproject logic and measures information against MOU performance indicators and measures
- Documentation of confirmed intended measures, noting any differences to MOU







State Biosecurity Strategy

The development and release of the State Biosecurity Strategy through Boosting Biosecurity Defences subproject 1 is not part of MOU outcome measures. The Strategy is though, an important component of the Boosting Biosecurity Defences project, with the purpose of providing strategic direction for the management of emerging and ongoing biosecurity issues within WA for the 10-year period 2015–2025.

This evaluation framework proposes to explore a little beyond the MOU milestone (output) of the Strategy being finalised, to consider the question "To what extent do relevant government agencies accept, align with and commit to Strategy principles and goals?" Short term measures for this include completion of a shared government plan for implementation of Strategy Tactics (tbc), and the addition of an annual review of Strategy implementation and influence by the Biosecurity Senior Officers Group (BSOG) into the BSOG Terms of Reference (tbc). The review would include the collection of actions/commitments against Strategy Tactics by each BSOG member for the government organisation they represent. The review should also document any references to the Strategy in subsequent government, industry or community strategies or plans.

The above focus is on actions taken by government agencies to align and commit to the Strategy. This is possible as DAFWA has existing linkages to other government agencies through BSOG. Ultimately though, for the Strategy to work, shared responsibility with industry and community is needed.







Step 5 – Initiation of continuity statements

- The evaluation framework also identifies the need for an end-of-project continuity statement
 - Describes what it will take to maintain or enhance achieved subproject outcomes post-project, i.e. maintain or build on any transformation delivered by the subproject
 - Considers about return on investment, legacy, continuity
 - Planning ahead to ensure appropriate stakeholder engagement and best chance of resourcing
- Concept introduced during meetings with subproject managers/teams at steps 2 and 3 above
- Meetings with BBD manager at least 1 year before subproject end to clarify expectations, begin continuity planning and initiate actions as necessary







Outputs for BBD from evaluation framework development process

- Strategic level project logic
- Indicators of success for overall project
- Evaluation plan for each subproject
 - Subproject logic diagrams
 - Subproject measures against logic
- Evaluation framework for overall BBD project
- Evaluation report template for each subproject
- Continuity statement initiated for each subproject







General

- Just mapping and discussing the logic within the team/s was highly clarifying (given the environment)
- Timing (1/3 in) worked out well connected beginning and end in an in-depth and real way
- Having active project (program) manager very much enhanced engagement in approach by subprojects
- Useful to map strategic level logic (DAFWA, industry) puts you in a better position to connect with them
- Continuity statements thought-provoking
- Intermediary with certain skill level to drive and facilitate process was key







Logic and measures-specific (the devil is in the detail)

- Logic which better visually represents diversity and source of expectations and where they sit in the hierarchy of outcomes
 - Use of 5 sources of information for initial desktop review of logic and measures
 - Reference to MOU or subproject outcomes, measures and milestones etc
- Logic which clearly defines project responsibility to deliver in the timeframe; which outcomes are in or out (very much helps to focus the evaluation)
- Logic which clarifies different engagement types/purposes
- Better visual / spatial representation in logic and measures diagrams helps to highlight hierarchy of outcomes, as well as focus of effort relative to outcome evaluation needs







• Focus and drive is about evaluative thinking not project management







Thank you

jenny.crisp@agric.wa.gov.au

Important disclaimer

The Chief Executive Officer of the Department of Agriculture and Food and the State of Western Australia accept no liability whatsoever by reason of negligence or otherwise arising from the use or release of this information or any part of it. Copyright © Western Australian Agricultural Authority, 2016

