



Ministry
of Defence

Evaluation Strategy

July 2023

Contents

Foreword	2
Executive Summary.....	3
1. Introduction.....	4
2. Incorporating Evaluation into Governance	5
3. Establishing a Proportionate Evaluation Programme.....	6
4. Embedding a Culture of Evaluation.....	7
Annex A – Forward Programme	8

Foreword

Defence of the nation is the first duty of government. In an age of constant competition, we need to maintain a robust evidence base to help us get the most out of the defence budget. Finding out whether our investments and policy decisions have been effective, delivered value for money, and are achieving anticipated outcomes is an essential part of maintaining and developing that evidence base.

As a professional and learning organisation, the Ministry of Defence is committed to understanding what we do well and where we should aspire to do better. This is a fundamental part of delivering an effective defence for the nation.

I am therefore pleased to introduce this strategy, which is part of a wider set of activities to enhance our approach to evaluation. The strategy sets our direction moving forward, and outlines where we aspire to be in the future. It is intended to provide greater assurance and accountability that, in times of constrained resources, the department is making the right decisions and is maximising the impacts of its spending.

David Williams,
Permanent Secretary

Executive Summary

The Ministry of Defence Evaluation Strategy is being launched to guide policy and programme evaluation activity in the department and to demonstrate a public commitment to undertaking high-quality evaluation.

The strategy sets out how the department will meet the objectives of improving the quantity, quality, and impact of policy and programme evaluations over the next three years and ensuring that quality evaluation evidence is actively used in decision making.

To achieve these aims MoD are delivering against the following strategic pillars that have proved effective in other government departments.

1. Incorporating the requirement for evaluation into existing corporate governance frameworks for decision making.
2. Developing a proportionate forward plan of evaluation reports to be reviewed by the Defence Board and its sub-committees and which can be used as evidence for accountability bodies.
3. Creating a culture of evaluation within the Ministry of Defence so that information on performance is deliberately sought out to learn how to improve policy and programme delivery in defence.

To embed these changes, the department has established a multidisciplinary evaluation team within the Analysis Directorate and employed evaluation professionals within key programmes and policy areas who operate together in a 'Community of Practice' following the principles and guidance in the HMT Magenta Book.

Evaluation is seamlessly integrated into the ROAMEF cycle and other existing processes, such as IPA reviews. Evaluation both complements and benefits from these other processes.

The strategy will take time to implement and progress will be reviewed annually. We plan to have fully embedded these changes by **December 2024**.

1. Introduction

- 1.1. The Integrated Review has increased the need for an improved evaluation capability in defence. Our aim is for quality evaluation evidence to become embedded into the existing governance frameworks for decision making.
- 1.2. The objective is for the Ministry of Defence to be using systematic and consistent evaluations to better inform evidence-based decision making. This will ensure that lessons are systematically being learned from past performance and objective data is being routinely collected to inform the department about its activities and how to better ensure their success.
- 1.3. To achieve our goals, the department is following the three-pillared strategy of: (i) explicitly linking evaluation to existing governance frameworks for decision making; (ii) developing a proportionate forward plan of evaluations to be seen by the Defence Board; and (iii) creating a culture of evaluation within the department. We have established a central evaluation team within the Analysis Directorate, employed evaluation professionals to key programmes, and are expanding the use of evaluation methods through a growing Community of Practice.

Scope

- 1.4. The scope of this strategy covers programme and policy evaluation: specifically, (i) evaluation of projects and programmes that are subject to MOD approval processes; (ii) evaluation of policies most critical to delivering the priority outcomes set out in the Outcome Delivery Plan.¹

Objectives

- 1.5. The Ministry of Defence will:
 - Improve the quantity, quality, and impact of policy, programme, and project evaluation.
 - Guarantee that evaluation is used to make sure that lessons are truly learned and evidence around performance against objectives exists to support accountability processes.

¹ Outcome Delivery Plans set out each government's department priority outcomes and the departments strategy for achieving them. [Outcome Delivery Plans - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/collections/outcome-delivery-plans)[Accessed 10/07/2023]

2. Incorporating Evaluation into Governance

- 2.1. An important first step is to embed the requirement for monitoring and evaluation into the framework for corporate governance and approvals so that it becomes part of key decision-making processes.
- 2.2. Ministry of Defence Director General Finance has agreed to champion evaluation by:
 - Formally stating that the Investment Approval Committee will demand that all projects have central evaluation team-endorsed evaluation plans alongside every business case submission.
 - Requiring that any new business case (in particular Strategic Outline Cases) or review notes must reference existing evaluation evidence to inform spending decisions.
- 2.3. The central evaluation team are working with Front Line Commands to embed evaluation requirements for projects and programmes that are approved within the commands. In doing so, we are applying templates and guidance aligned to the Magenta Book² to ensure a high-quality, consistent, and proportionate approach. We are aware of comments highlighting similar work such as IPA reviews, but there are distinct differences and benefits from carrying out an evaluation over an IPA review.
- 2.4. The Ministry of Defence uses performance metrics to measure progress against departmental outcomes and inform evidence-based strategic decision making. Working with the Cabinet Office, we are strengthening our policy evaluation capability and adopting best practices from those in the centre of government responsible for overseeing and evaluating the implementation of the Integrated Review.

² [The Magenta Book - GOV.UK \(www.gov.uk\)](http://www.gov.uk) [Accessed 10/07/2023]

3. Establishing a Proportionate Evaluation Programme

- 3.1. It would not be cost-effective to try to evaluate every project and programme. The central evaluation team has therefore developed a prioritised forward plan for programme evaluations to be reviewed by Defence Board and its sub-committees, and which can be provided as evidence to accountability bodies. The prioritised forward plan is in Annex A.
- 3.2. The following principles have been applied to prioritise the forward plan:
 - The intervention's strategic importance;
 - Its financial value;
 - Interventions in response to statutory obligations;
 - The risk and uncertainty surrounding project outcomes of an intervention; and
 - Whether the evaluation will be of use to either the project or policy team and/or the department.
- 3.3. At present, this forward plan outlines intended evaluation activity for MOD centrally approved business cases. Work to enhance the evaluation of priority outcomes within the Outcome Delivery Plan is ongoing and is intended to be embedded in future iterations of the plan as appropriate.

4. Embedding a Culture of Evaluation

- 4.1. Key to the strategy's success is the need to create a learning culture to understand what works, for whom, and in what context, and use this knowledge to advance understanding and decision making.
- 4.2. A core activity is to build awareness of what evaluation is and is not. This is being achieved through outreach at conferences and presentations to individual policy and programme delivery areas, and is supported by broadcasts from senior leaders championing and promoting the importance of evaluation.
- 4.3. We have developed a community of practice for evaluation practitioners in defence to share best practice and coordinate evaluation activity within the department.
- 4.4. In the future, we will develop and deliver targeted training packages that bring evaluation to life in a defence context, focusing on fundamentals of evaluation to ensure that relevant tools and methodology can be applied in day-to-day work.

Annex A – Forward Programme

MOD is committed to publishing programme evaluations to the public on Gov.uk in accordance with Government Social Research publication protocol. In cases where evaluations are unsuitable for release into the public domain (due to commercial and national security considerations), they will not be published publicly. These evaluations are exempt from the Freedom of Information Act (2000) under Section 43 (Commercial) and Section 26 (National Security).

Pre-Full Business Case Project Evaluation

Prioritised programmes where key projects are expected to submit a Full Business Case in the next three years. These will provide lessons for other programmes and decision makers about the design of programmes and the route to Full Business Case Approval.

Project Summary
Armed Forces Recruitment Programme. Tri-Service programme responsible for delivering a single, common Tri-Service Recruiting Operating Model for the Armed Forces.
Collective Training Transformation Programme. The Collective Training Transformation Programme seeks to transform both the management and delivery of training and the experience for those going through training.
E7. The Wedgetail AEW Mk1 Programme will provide a 5th generation Airborne Early Warning and Control (AEW&C) capability, with a Multi-role Electronically Scanned Array sensor, that is interoperable and interchangeable with key allies to an anticipated Out-of-Service date of at least 2042.
Ground Based Air Defence (GBAD). The Land Ground Based Air Defence programme will modernise the Army's air defence capabilities in the face of rapidly developing threats and is a very high priority for the Army. This includes the development of an integrated layered air defence system comprising Counter-Small Aerial Target, Short Range Air Defence and Medium Range Air Defence capabilities, and technology that enables early warning and engagement of targets at optimum range, plus multi domain integration.
Joint Crypt Key Programme. Description Exempt under Section 26 of the Freedom of Information Act 2000 (Defence)
Mine Hunter Programme. The Mine Hunting Capability Programme will provide an agile, interoperable, and survivable capability using emerging Maritime Autonomous Systems.
SKYNET 6 Integrated Enterprise Solution. This project has been instigated to explore future collaborative arrangements to improve the delivery and integration of the future SKYNET programme. SKIES will explore collaborative arrangements with industry and more effective ways of working. This will enable better decision making in areas including route to market, and the integration and exploitation of future technology and innovation, whilst making more efficient and effective use of available resources.

Post-Full Business Case Project Evaluation

Prioritised programmes with key delivery milestones within the next three years. This evaluation will help determine whether objectives were met and what lessons can be learned through delivery.

Project Summary
A400M. The A400M Programme is intended to deliver and support ATLAS aircraft into service.
Armoured Cavalry. The aim of the programme is to deliver by 2025, a versatile and agile multi-role capability, operating at the heart of the Deep Reconnaissance Strike and Heavy Combat Brigades. Enabling success on current and future operations in the most complex and demanding operational environments.
Armour Main Battle Tank. The Armour Main Battle Tank (MBT) Programme will deliver the Army's new Main Battle Tank capability as part of a balanced force; credible and employable against current and emerging threats until an out of service date out to at least 2040. The programme will address obsolescence as well as improve lethality and survivability. Mobility is being addressed through a separate pan-platform project.
Astute Boats 1-7. To deliver the seven Boat Astute Class within approved performance, cost and time parameters, while actively contributing to the sustainment of the UK submarine design and manufacturing capability.
Crowsnest Programme. Crowsnest is a critical enabler for the strategic Carrier Enabled Power Projection Programme. It provides an organic Airborne Surveillance and Control capability as role fit to the Anti-Submarine Merlin Mk2 helicopter.
Defence Estate Optimisation. Defence Estates Optimisation is a long-term investment to modernise the defence estate. It is an ambitious 25-year portfolio of construction activity, unit and personnel moves, and site disposals that will deliver a better structured, more economical and modern estate that more effectively supports military capability.
Fleet Solid Support. Fleet Solid Support will provide Auxiliary Shipping for stores, ammunition, and food sustainment to Naval Forces at Sea.
Land Environment Tactical Communication and Information System. The Land Environment Tactical Communication and Information System programme is a military capability and business change programme that will deliver the Land Domain's deployed digital backbone in support of tactical (front line) users in the Army, Royal Marine, RAF Regiment and RAF Deployed Operating Bases. It will be achieved through the ongoing sustainment, evolution or replacement of Communication Information Systems and associated applications to underpin the transition to a Single Information Environment for users across Defence.
Lightning Programme. The F-35 provides the UK with a survivable, sustainable, expeditionary, Fifth Generation air capability in order to contribute to the widest possible range of operations.

MARSHALL. Marshall enables military terminal air traffic management services in the UK and abroad. Marshall combines some 70+ previous equipment and support contracts into a single service delivery contract. It is delivered through 15 technical services and replaces previous arrangements with a regionalised support model, supporting hub and satellite geographically clustered services.

Mechanised Infantry Vehicle. The Mechanised Infantry Programme will deliver modern wheeled Armoured Personnel Carriers that can perform a range of roles to support the Infantry, Combat Support, and Combat Service Support elements across new Brigade Combat Teams - a new concept emerging from the Integrated Review. The vehicles will significantly contribute to enabling a highly deployable, networked force to operate differently from conventional industrial age combat forces. They will offer a unique competitive advantage whether fighting, peacekeeping or delivering humanitarian aid.

New Accommodation Offer. A new accommodation policy for the Armed Forces is due to be launched in financial year 2023/2024. The policy will widen entitlement to subsidised military accommodation for Service Personnel who are in long-term relationships and/or with children resident over 80 nights a year. Accommodation will be provided based on need (number of dependent children), rather than rank and there will be more accommodation options for single Service Personnel.

PROTECTOR. Protector will provide a certified remotely piloted air system with enhanced capabilities (to 2040) over those currently provided by the in-service Reaper air system.

Type 26 Global Combat Ship Programme. Type 26 Global Combat Ship Programme will procure 8 x Anti-Submarine Warfare ships and associated support. This will deliver an interoperable, survivable, available and adaptable capability that is operable globally within the maritime battle space. This ships contribute to sea control for the Joint Force and maritime force projection and Joint Force command and control; providing the flexibility to operate across and within the range and scale of Contingent and non-Contingent operations. This 8-ship programme will deliver Anti-Submarine Warfare capability to protect strategic assets, sustain national shipbuilding capability and increase resilience of the Naval Service.

Type 31. The Type 31 general purpose frigate programme is designed to deliver a general-purpose frigate capability and act as the pathfinder programme for the National Shipbuilding Strategy. From the mid-2020s, Type 31 will be at the heart of the Royal Navy's surface fleet, deterring aggression and maintaining the security of the UK's interests. They will work alongside our Allies to deliver a credible UK warship presence across the globe. Flexible and adaptable by design, Type 31 frigates will undertake missions such as interception and disruption of those using the sea for unlawful purposes, collecting intelligence, conducting defence engagement and assisting those in need.