



Performance Monitoring & Evaluation Manual

First Edition: October 2020



Department of Public
Administration
Republic of Seychelles

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Foreword



Government is facing enormous challenges to improve delivery of services through effective and efficient means. Monitoring and Evaluation remains a priority in guiding the transformation of the Public Service into an effective institution that delivers on the objectives of Government and to strengthen accountability and transparency within the public service.

An effective Monitoring and Evaluation system ensures that performance information is readily accessible to oversight bodies and the public to determine whether public institutions are delivering value for money by comparing their performance against their budgets, service delivery and strategic plans. It assists in the promotion of good governance, accountability, as well as improvement in service delivery and facilitation of better decision-making across all levels of government. Performance Monitoring and Evaluation (PME) further ensures that MDAs implement policies, programmes and projects that are in tandem with national priorities.

To complement the approved Performance Monitoring and Evaluation Policy, the Performance Monitoring and Evaluation Manual provides practical guidance for stakeholders across Government on how to establish the PME function effectively and this will allow them to work smarter. In a user-friendly style, the PME Manual will equip staff with the requisite knowledge and tools to design and implement an effective monitoring and evaluation system which is well integrated with the other public sector functions, and supports timely and accurate monitoring and reporting. Through the availability and increased use of performance information for policy-making and implementation this will promote a culture of performance and continuous learning beyond compliance.

I am optimistic that all stakeholders throughout the Public Service will welcome the first edition of the PME Manual. The ever-changing development landscape accompanied by an increased demand for accountability, better performance and quality standards make this a timely publication.

Ms Jessie Esparon
Chief Secretary and Head of Public Service

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Acronyms and Abbreviations

Acronym	Full title
3ie	International Initiative for Impact Evaluation
CEO	Chief Executive Officer
CLEAR	Centres for Learning on Evaluation and Results
CS	Chief Secretary
CSC	Citizen Services Centre
DICT	Department of Information Communications Technology
DMS	Data Management System
DPA	Department of Public Administration
ICT	Information & Communications Technology
IFCR	International Federation of Red Cross
IPDET	International Partnership for Development of Evaluation Training
KPIs	Key Performance Indicators
M&E	Monitoring and Evaluation
MDA	Ministries, Departments and Agencies
MEICS	Ministry of Employment, Immigration and Civil Status
MFA	Ministry of Fisheries and Agriculture
MFTIEP	Ministry of Finance, Trade, Investment & Economic Planning
MIS	Management Information System
MTEF	Medium Term Expenditure Framework
MTES	Medium Term Expenditure Strategy
NBS	National Bureau of Statistics
NDS	National Development Strategy
NEP	National Evaluation Plan
NSP	National Strategic Planning
OECD	Organization for Economic Cooperation and Development
PETS	Public Expenditure Tracking Surveys
PFMA	Public Finance Management Act
PI	Performance Information
PME	Performance Monitoring and Evaluation
PMS	Performance Management Systems
PPBB	Programme Performance Based Budgeting
PS	Principal Secretary
PWG	Portfolio Working Group
RBM	Results-Based Management
RE	Rapid Evaluation
SMART	Specific, Measurable, Attainable, Realistic and Time-bound
SP	Strategic Planning
TGMI	The Guy Morel Institute
TOR	Terms of Reference

Chapter 1: Introduction

1.1. Introduction and background

The only Sub-Saharan country to have attained high-income status, Seychelles has embarked on integrated results-based management reforms with the ultimate objective of contributing to further inclusive growth, competitiveness and service-delivery. Following a first-generation of public sector reforms in 2008 and 2009 focusing on the size and role of the public sector, the Government of Seychelles is now moving towards second-generation reforms with an emphasis on the performance of the public sector. To do so, a results-based management (RBM) policy has been adopted in 2013. It consists of four pillars: national strategic planning (NSP) – led by the Economic Planning Department within the Ministry of Finance, Trade, Investment and Economic Planning (MFTIEP), program performance-based budgeting (PPBB) – led by the Finance Department (MFTIEP), performance monitoring and evaluation (PME) – led by the Department of Public Administration (DPA) and public service and performance management (PMS)- led by DPA. Results-based management (RBM) is seen as a set of strategic public sector reforms aimed at enhancing public sector efficiency, effectiveness, accountability and transparency.

Seychelles has taken a sequential approach to RBM implementation. It has started with the introduction of the PPBB pillar in 2015, which has now been fully rolled out across government. The PPBB is a budgeting and reporting system which aims to improve the effectiveness and efficiency of public expenditure. PPBB offers better information to see whether plans and budgets are linked to government's priorities, thereby encouraging a clear link between policies, expenditure, and outcomes and commitment from operational levels to achieve policy objectives¹. The PPBB reform introduces working at the portfolio level. A portfolio equals a ministry plus its departments and agencies within a functional sector of government for which a minister is politically accountable. A portfolio will fall within a functional sector of government, but may be a sub-section, if the sector is split across two ministers.

It has then continued with the implementation of the second RBM pillar, the strategic pillar. Government has adopted a vision and national development strategy and is now developing a strategic planning policy and will then roll-out the pillar across pilots in 2020. To further reinvigorate and expand implementation of PPBB and leverage the progress made in strategic planning, the Government started to conceptualize and roll-out the performance monitoring and evaluation pillar of the RBM policy in 2017. The fourth pillar, the public service and performance management pillar started to be conceptualized in 2019 and will be rolled out in 2020 and 2021. A cross-cutting open and digital government foundation as

¹ Government of Seychelles. 2019. The Government of Seychelles Programme Performance-Based Budgeting: Implementation Guidelines

part of the RBM will be rolled out from 2021 onwards to leverage the implementation of the four RBM pillars.

Performance Monitoring and Evaluation (PME), the third RBM pillar, is seen as an indispensable link in the performance value chain from planning and budgeting to performance M&E and performance management. It helps track the implementation of the Seychelles National Development Strategy to ensure the actual use of the PPBB performance information for budget execution purposes and to enhance the performance of government within each government portfolio. It serves as a key mechanism to ensure that the resources under the PPBB are used to achieve the desired program and project results, and over time extend to the desired policy results for more efficient and effective service-delivery and generation of fiscal savings. Finally, performance M&E is also seen as a way to promote and strengthen buy-in by giving MDAs the policies, tools, capacities and incentives to track performance and use the results for evidence-decision-making. Individual PMS in turn reinforces PME by strengthening the portfolio focus of the three other RBM pillars.

1.2.A Results Based Management Framework for Public Sector Reform

The Results-based management (RBM) approach is an integrated instrument for government aimed at achieving results. Different organizations define results-based management in different ways, yet there is a strong common denominator among definitions. All reflect the underlying idea of learning from empirical evidence based on past experience and using that information to manage. A report by OECD and the World Bank defines RBM as “an approach which asks managers to regularly think through the extent to which their implementation activities and outputs have a reasonable probability of attaining the outcomes desired, and to make continuous adjustments as needed to ensure that outcomes are achieved”.² Working on achieving outcomes means shifting the focus from what has been done towards what has been achieved. It is not only about how many vaccines have been bought or how many more schools have been built but also (and more importantly) about improving the health conditions and learning outcomes for students.

RBM has become increasingly important as countries across the world are shifting from an input driven management system to one that focuses on outputs and outcomes. Tight budgets strain the need to use scarce available funding wisely. Increasingly demanding societies are putting governments under growing pressure to show that they are providing good value for money. Citizens are challenging governments to demonstrate results and be transparent. Lessons learned from OECD countries such as Canada, Great Britain, Australia, New Zealand, and the United States show that the shift toward results is yielding more efficient and effective government spending and greater realization of national planning

² OECD and World Bank (2006) Emerging Good Practice in Managing for Development Results”, Source Book

goals.³ A number of developing countries are also improving their management policies and practices to focus on outcomes or results. Motivations vary from country to country- strong leadership and vision from the top, budget constraint and citizens demand. Each story has origins and patters from their own, and there is no blueprint. In some cases, improving performance starts with improving the policy-making and policy coordination process at the center of government. In others, it begins with a shift of the budget process towards a performance-based approach.

RBM proposes an integrated approach that cuts across the whole policy cycle. RBM is a life-cycle approach to management that integrates strategy, people, resources, processes, and measurements to improve decision-making, transparency, and accountability as a way to achieving outcomes.⁴ As it integrates all pillars comprising the management cycle, RBM differentiates itself from other tools that analyze national public management systems only partially, concentrating -for example- on the budgetary and financial aspects of policing ignoring planning, monitoring and policy evaluation.⁵ As reflected in Figure 1, RBM helps reshaping the interlocking structures and processes within the public sector that define how money, people and physical resources are deployed and accounted for towards the achievement of desired outcomes.⁶ It sees the policy cycle as a continuous and complementary process of planning, budgeting, implementing monitoring and adjusting.

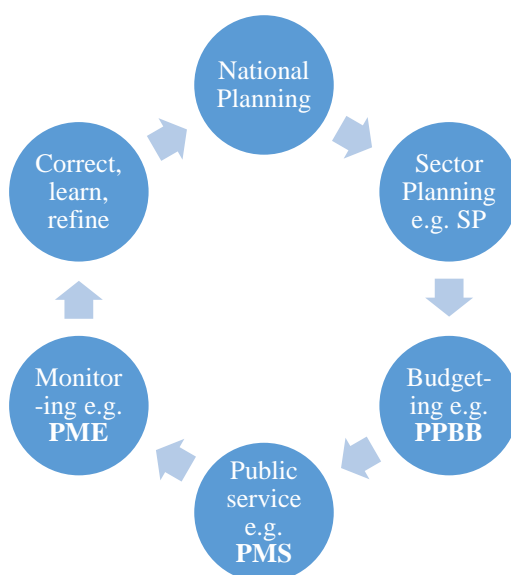
³ Hauge (2004) Successful Implementation of Results-based Management Programs: A Menu For Action” Africa Region Findings & Good Practice Infobriefs; No. 238. World Bank, Washington, DC. <https://openknowledge.worldbank.org/handle/10986/9692> License: CC BY 3.0 IGO.”

⁴ Global Affairs Canada. (2008) “Results-based Management Policy Statement: Amended Terms and Definitions”.

⁵ García López (2010) “Managing for development results: Progress and challenges in Latin America and the Caribbean”. IDB

⁶ World Bank. (2012). “The World Bank’s Approach to Public Sector Management 2011-2020: Better Results from Public Sector Institutions” Washington, DC.

Figure 1: RBM and the policy cycle

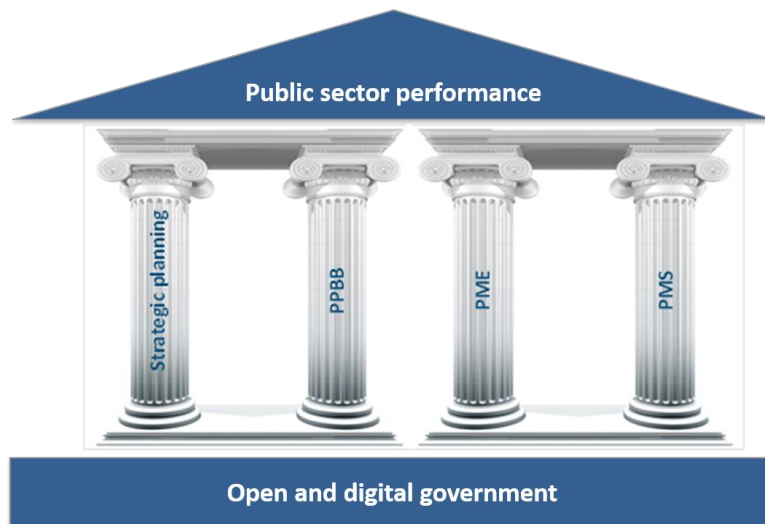


Source: World Bank

The results-based management framework is based on four pillars: Strategic planning, performance-based budgeting, performance management and PM&E. These four pillars are complementary and conceptually linked. A well-managed, integrated strategic planning system offers governments an effective vehicle for delivering its commitments.⁷ It helps define priorities, measurements, main actions, timing, and a road map to pursue the desired outcomes. Performance budgeting helps in establishing the link between strategic priorities and budget priorities. Planning and budgeting should be seen as continuous and complementary processes because planning cannot be undertaken without prior knowledge of the resources available and budgeting should not be undertaken without basic reference to the plan. Likewise, monitoring and evaluation nurture both the planning process and program and project design and execution by providing fundamental decision-making information to adjust and calibrate plans and budgets towards results achievement. Public Service Performance management is also key to help improve delivery and implementation of plans and programs, by enhancing individual accountability and aligning individual and service incentives. A cross cutting open and digital government component further represents the potential of ICT tools to leverage the four pillars. The successful implementation of a RBM approach helps ensures these components form part of a comprehensive system and are not compartmentalized.

⁷ Evans & Manning (2003) “Helping Governments Keep Their Promises: Making Ministers and Governments More Reliable Through Improved Policy Management.” World Bank, Washington DC.

Figure 2: RBM and the four components

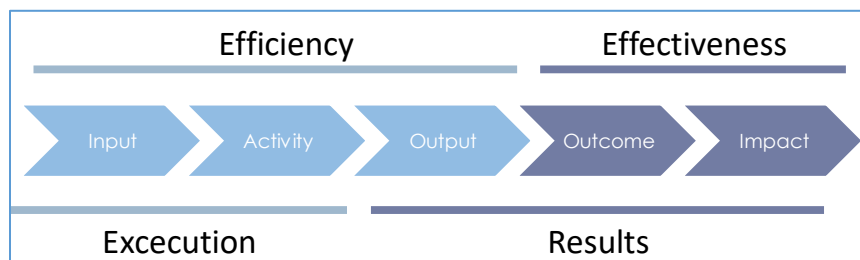


Source: World Bank

A common RBM architecture is key for all actors to orient their processes, resources and actions to the same strategic goals. While all RBM components are conceptually linked and complementary, the linkages across them are not automatic. When different actors lead on different parts of the cycle, there is a higher risk of gaps, overlaps, contradictions and points of confusion in terminology, instruments, approaches and tools. Therefore, a common architecture needs to be developed, presenting a harmonised, streamlined, linked, coherent and sequenced hierarchy of results, instruments, and roles and responsibilities. This architecture is centered on the clear notion of causality. The theory is that diverse inputs and activities lead logically to greater orders of results (outputs, outcomes and impacts). These changes are generally shown in the ‘results chain’ which clearly illustrates the cause and effect relationships (Figure 3). Good public sector performance means that the links in the results chain are working well, while poor public sector performance can be traced to weak links within the results chain.⁸

⁸ World Bank (2018) “Improving Public Sector Performance through Innovation and Inter-Agency Coordination” Global Report

Figure 3: The results chain



Source: OECD and World Bank (2005).

Establishing and strengthening the linkages across the four components is the key challenge for RBM framework to succeed in delivering results. Each one of the tools and system that constitute the pillars of the RBM approach (strategic planning, PPBB, PME and PMS) can be seen as a link that enables the results chain to function adequately. However, effective and efficient management is not guaranteed by the mere existence of these instruments. Therefore, one of biggest challenges for RBM is aligning the four components so that they act in a coordinated and complementary fashion, and thereby contribute to achieving results. One of the main lessons learned from successful experiences is the importance of emphasizing ‘management and learning’ over reporting and systems, in order to foster a ‘culture of performance’. This include clear leadership demonstrating that results and results management do matter. Strong advocacy from senior manager is key to ensure results-based management are broadly and effectively institutionalized across government.⁹

⁹ Binnendijk (2001) “Results-Based Management in the Development Cooperation Agencies: A Review of Experience” Background Report, DAC OECD Working Party on Aid Evaluation.

1.3. Rationale for Performance Monitoring & Evaluation

As one of the four RBM pillars, PME is a policy-based, cross-cutting public sector management function that through a combination of tools, capacities and incentives allows government and each of its institutions to track policies, programs and projects to achieve results aligned to national priorities. By promoting the use of performance information for evidence-based policy-making and implementation, and focusing on public sector performance, it helps strengthen public sector effectiveness, efficiency, transparency and accountability. By doing so, it contributes to the achievement of national priorities, such as inclusive growth, economic diversification, and service-delivery. As shown in Box 1, PME has important benefits. PME will assist by continuously focusing attention on the key priorities of government, thereby assisting government to achieve its priorities on a sustained basis.

Box 1: Key Benefits of PME

Key benefits of PME
<ul style="list-style-type: none">• It increases public sector efficiency, thus creating greater fiscal savings through greater value for money, such as reduced human and financial resources and quicker delivery of programs and projects; including faster project completion;• It enhances public sector effectiveness, including the use of innovative ways and alternative ways of service-delivery, structures, tools and processes, thus enhancing both access to and the quality of service-delivery contributing to greater equity;• It strengthens transparency, thus making information more accessible and making government more open; and• It strengthens accountability, thus ensuring that government delivers on its mandate to implement service-delivery as planned, by the responsible staff, within the existing budget and timeframes.

Source: World Bank

Key to performance M&E is the focus on the results of government policies, programs and projects and its emphasis on driving performance improvement. Whereas M&E traditionally used to focus on outputs rather than outcomes, often completed as a compliance function for documentation and measurement efforts rather than a positive function of continuous learning and improvement to encourage better results, performance M&E adopts a national, more strategic focus to drive government performance. This also moves PME reforms away from being a stand-alone reform that can be conducted in isolation by an independent agency to an integrated approach whereas PME is linked to planning, budgeting and public service management functions and only through a combined, joint focus on performance, significant change can be achieved.

In promoting results and outcomes, the PPBB, NSP and PME will increasingly implement the portfolio-based approach. A portfolio is a functional sector of government and represent all the expenditure within that functional sector. In most cases the portfolio equals a ministry plus the departments and agencies for which the Minister is politically accountable. In some cases, a portfolio may be a sub-section of a Ministry, if the sector is split across two or more Ministers. It is also possible for a Minister to be responsible for more than one portfolio, if the MDAs under his/her oversight do not belong to one

functional sector. All agencies report to a Board of Directors while some departments and agencies which hold that given portfolio report directly to the President, or Vice President.

For strategic planning purposes, Cabinet, in establishing the portfolio-based sectors, may designate a lead portfolio institution (usually a ministry) to which all departments and agencies in that sector will report for strategic planning purposes. This does not otherwise affect the established legal reporting relationship that exists for any agency or department. For PME the results frameworks and KPIs will also be developed for portfolio-based sectors rather than for individual MDAs.

MDAs collect performance information for results-based monitoring and evaluation purposes to reflect the overall performance of the portfolio and for internal improvement purposes. It complements information generated for PPBB, that primarily focuses on progress towards achieving the MDA's medium-term policy objectives using medium-term budget allocations and information needed for budget scrutiny. As such, PME information focuses on the high-level goals within each portfolio and adopts outcome indicators that are cross-cutting and have wider policy purposes, not necessarily specifically linked to the MDA's PPBB parameters for the medium term.¹⁰

Progress made on PME has been substantial yet requires further institutionalization. The PME pillar, led by DPA has supported a series of diagnostics to help customize the PME work to the context. . Building on the PPBB pilot approach, implementation of PME commenced in 2017 and has now extended to seven pilots across government. A PME policy have been adopted in February 2018. The challenge now is to move from a gradual approach, focused on pilot implementation to mainstreaming it across government so it can be fully institutionalized.

1.4. Objectives and principles

The objective of this PME Manual is to provide guidance for key stakeholders on how to implement the PME function effectively. A well-functioning PME system needs to be fully integrated with strategic plans, PPBB budgets and individual performance management. Integrating the performance M&E function into the public sector management systems and introducing a stronger performance focus is critical to deliver the NDS and ministry policies, programs and projects more effectively through an evidence-based and results-focused public sector to contribute to enhanced governance for inclusive growth. The PME manual thus serves three interrelated objectives: First, to provide a solid technical foundation for the policy implementation by providing further technical information on its key concepts, tools, and implementation arrangements. Second, to document the key concepts of capacity-strengthening provided throughout government and in each of the pilots, so that this capacity can be built more sustainably. Third, to provide a practical reference guide to users to help implement PME.

The PME manual focuses on practical, hands-on information to facilitate its use. It is not intended to be a comprehensive theoretical analysis of PME, for which a rich literature already exists, but as a practical guide that is focused on the needs of different users so that it can serve as hands-on guidance for further strengthening the PME implementation. It thus brings in the theoretical PME foundation yet focuses on key

¹⁰ Government of Seychelles. 2019. The Government of Seychelles Programme Performance-Based Budgeting: Implementation Guidelines

concepts, tools, templates and practical information that the user will be most interested in any support needed on PME.

The PME manual will thus support the objectives of PME stated in the PME Policy as follows:

- i) Support the design and implementation for an effective PME system across Government that is fully integrated into other public sector management functions across the core public sector cycle from planning, budgeting and public service management;
- ii) Ensure timely and accurate monitoring; building on the progress made by PPBB and introduce a formal evaluation function, including the design, review and use of relevant tools for both functions;
- iii) Clarify the institutional architecture for PME across stakeholders; and ensure more effective implementation arrangements;
- iv) Increase the use of PME information for policymaking and implementation; and make PME more user-friendly;
- v) Promote a culture of performance, to move from compliance to a continuous learning and results-based management; including the necessary capacity and change management; and
- vi) As a result of the above, strengthen accountability and transparency in the public sector, the effectiveness and efficiency of public service-delivery and the realisation of fiscal savings, thus contributing to enhanced public sector performance for the achievement of national development outcomes.

In support of the above objectives, this PME Manual provides guidance in the establishment and consolidation of systems and structures and their roles in the larger M&E system.

1.5. Legal and policy foundation for Performance M&E

The legal foundation for the PME can be found in the Public Finance Management Act (2012)¹¹, which provides for the transparent and effective management of the Finance of Seychelles. Its section 6 provides for the establishment of systems throughout Government for the planning, allocation and budgeting of resource to improve the economy efficiency and effectiveness of Government. Section 31 directs accounting officers to produce and forward to the Minister of Finance an annual progress report that outlines the performance of the entity he or she is responsible for during the financial year. The Minister of Finance shall upon receipt of the annual performance report prepare a consolidated performance report for presentation to the National Assembly to accompany the financial statements. This provides for the integration of the financial and non-financial performance of government to provide an overall picture of government performance results.

Seychelles has also developed a policy foundation for PME through the Performance Monitoring and Evaluation Policy adopted by Cabinet in February 2018. The general objective of the PME Policy is to lay the foundation for the design and implementation of PME across the public sector, thus ensuring the efficiency, effectiveness, accountability and transparency of the public sector to strengthen public sector

¹¹ Government of Seychelles. The Public Finance Management Act. Act 9 of 2012. Enacted 26 November 2012.

performance for the achievement of the development outcomes laid out in the National Development Strategy.

1.6. Scope

As per the PME policy, an Implementation Plan shall be developed as part of the Performance PME System Guidelines. This focuses on a set of guidelines for PME stakeholders on how to establish, manage and use effective PME systems, including the detailed steps required to build the PME systems, such as defining indicators and setting targets, instituting regular performance monitoring and reporting, and undertaking periodic evaluations. Guidance on public participation and citizen engagement shall also be included. It also includes several action plans that DPA prepares.

The design of M&E systems varies across the world. This manual outlines a Performance M&E System with a strong focus on performance designed for Seychelles under the framework of existing public sector management systems, taking international experiences and good practices into account. It is tailor-made for Seychelles based on a series of comprehensive diagnostic works¹², extensive dialogues with all stakeholders and tested and refined during the roll-out of PME processes in seven pilot sectors.

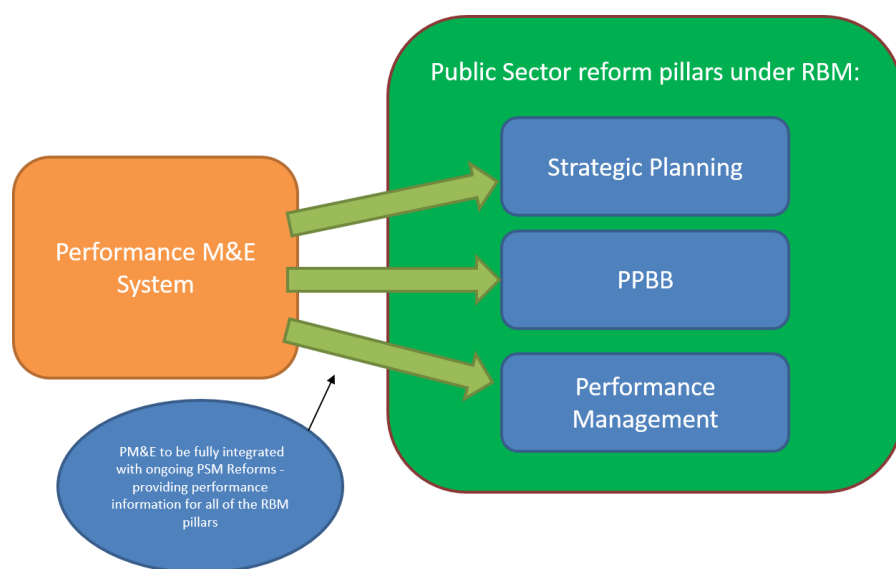
1.7. Linkages and integration in Public Sector Management Systems

The performance M&E function is an integral part of the wider public sector management functions to strengthen public sector performance. Successful implementation of PME requires different actors in the RBM system to fulfil related but complementary roles. The four pillars of an integrated system need to work together to support achievement of the overall policy aims of the Government of Seychelles as presented in the Seychelles National Development Strategy.

Performance M&E will serve a number of mutually interdependent and reinforcing goals, including providing regular performance information for (i) the strategic planning process to assess progress in implementation of development plans and achievement of their targets at both national and portfolio levels, (ii) the budget process on results achieved with approved budgets so as to inform the management of the current budget and the preparation of future budgets, including the possible formal adoption of performance-based budgeting in the medium-term; and (iii) management of the public service, including performance management and decisions on organizational structures and staffing levels. In this way, the PME is not a separate stand-alone system, but a critical function and buttress to the main public sector management systems of the Government: planning, budgeting and public service management, including the information needed for open and digital government.

¹² The diagnostic work was supported through a Reimbursable Advisory Services (RAS) agreement between the Government of Seychelles and the World Bank.

Figure 4: Link between PME and RBM Pillars



Source: World Bank

Strategic Planning

The Government of Seychelles has embarked on a process to develop strategic plans for all MDAs. The purpose of the draft National Strategic Planning (NSP) Policy (2020) is to establish an integrated, evidence-based policy and fiscal planning system that supports the achievement of national and sector outcomes over the short, medium and long term. It aims to instil a strategic approach, ensuring that sector priorities are aligned to national objectives and vision. Vision 2033 and National Development Strategy (NDS) as adopted in August 2019.

The specific objectives of the NSP are as follows:

- 1) To provide the policy foundation for implementing the strategic planning pillar of the RBM Policy.
- 2) To establish the institutional architecture, instruments, standards and tools for the NSP system.
- 3) To harmonize the instruments, standards and tools of the NSP, PPBB, PME and PMS systems within an integrated, results-driven planning function.
- 4) To implement portfolio-based planning with clear lines of accountability that focus institutional efforts on achieving national and sector priorities.
- 5) To institutionalize a results-based, participative and open planning culture across government that continuously monitors, improves and motivates performance.

Strategic planning is supported by the Economic Planning Department (MFTIEP) and the draft NSP Guidelines (2020) that serves as a how-to manual for officials and stakeholders engaged in the designing, preparing, approving, monitoring and evaluating NSP-related strategies, plans, policies, programmes or projects and for those working on implementing the other RBM pillars. Strategic plans are expected to be linked to budget allocations to ensure the feasibility of adopted plans and need to be consistent with the macro-fiscal framework of the NDS as articulated by the Medium-Term Expenditure

Framework (MTEF) and the Medium-Term Strategies (MTES) of the PPBB. They will be monitored and eventually evaluated through the use of PME tools.

Within the specific context of the GoS, a portfolio-based sector model offers the best approach for organizing strategic planning in Seychelles. This model balances the need to establish clear accountability to a single minister with the need to ensure that strategic planning and budgeting are organized by related, coherent functions.

The Draft Strategic Planning Guidelines (2020)¹³ proposes the adoption of a portfolio-based sector approach to coordinated results-based planning across the respective MDAs. Annexure 1 of the draft NSP Guidelines (2020) provide for nine scenarios envisaged to guide the process whereby the portfolio-based sectors are established. This approach organises MDAs under Portfolio ministries, allowing for better alignment with the priorities and the NDS and cooperation and joint implementation between the Ministry, Department and Agencies in a portfolio-sector.

PME will strengthen strategic planning by providing performance information that enable the tracking of implementation progress against portfolio-based sector strategic plans and the National Development Strategy and providing feedback on the achievement of national and portfolio targets. Plans and associated measures would inform program structures and program performance information in the PPBB.¹⁴ The plans would also provide a foundation for individual performance management of individuals (PMS) in the public sector. Annexes 4 and 5 provide further guidance on the link between strategic plans and PME.

Performance M&E will have two anchoring points in national and sector strategic plans. The first is the PME chapter in the plan, which outlines the intended scope of the national/ministerial PME system. The PME chapter includes a clear outline of the arrangements for monitoring and evaluation, reporting and dissemination, and use and citizen feedback. The second anchoring point for PME is the performance framework or results matrix, which contains the performance indicators. Working closely with the sector specialists and planning officers in the formulation process, the PME Officer and other staff will support the development of the M&E elements in the plan.

The MFTIEP and the DPA will provide guidance to Ministries, Departments and Agencies to review and fine-tune their performance targets. They will collaborate with Ministries, Departments and Agencies (MDAs) to ensure they accurately reflect each institution's mandate, are focussed on both outputs and outcomes, and will be linked to the NDS and PPBB objectives.

Budgeting

The Government of Seychelles has embraced an integrated PPBB approach that brings performance information directly into the detail of the budget, both in preparation, execution and reporting.

¹³ Government of Seychelles. 2020. Draft National Strategic Planning Guidelines

¹⁴ Government of Seychelles. 2019. The Government of Seychelles Programme Performance-Based Budgeting: Implementation Guidelines.

Implementation of the PPBB is guided by the Government of Seychelles Programme Performance Based Budgeting: Implementation Guidelines (2019). These Guidelines state that “Programme performance-based budgeting (PPBB) comprises budgeting for and reporting on public expenditure by programmes, while taking into account the performance of the programmes and associated public sector institutions, given allocations. In this way, PPBB improves effectiveness and efficiency of public expenditure. From an oversight perspective, the aim of PPBB is better information on the link between government’s policy priorities and plans, and the use of its resources. From a managerial perspective, the aim is for less micro-management by higher levels of the public sector hierarchy, in return for commitments in terms of policy results by lower levels. From a political perspective, PPBB allows governments to be clearer on the link between policies, expenditure, and outcomes. This means changed roles for different actors compared to a traditional line-item system.”¹⁵ Implementation of the PPBB approach started in 2015 with two pilot ministries, with three further ministries following in 2016. In 2017 all MDAs migrated expenditure from the existing administrative budget structure to the program structure. In 2018 strategic medium-term budgeting commenced, supported by program performance information indicators and targets to promote alignment between PPBB and PME reporting, and in 2019, the roll-out has been completed.

PME will strengthen the PPBB process by confirming and revising the PPBB indicators to ensure alignment with the indicators in the strategic plans and to track results achieved with approved budgets so as to inform future budget priority areas. Performance M&E information will inform how resources can be better deployed to achieve performance targets, and through them, contribute to the higher-level targets of the KPIs. Timely performance information will be critical, and its examination should be the starting point of budget discussions between the central management agencies and the line ministries and departments. Performance M&E will support the budgeting process by adding high level performance indicators and revising contributing indicators where necessary to ensure alignment to results chains.

Individual Performance Management

Performance information will also be used to strengthen the public service management system. As the PMS pillar is rolled out in 2020 and 2021, the focus of individual performance assessment will shift from inputs and activities to outputs and outcomes, cascading down from the NDS and portfolio plans. Instead of focusing on the number of additional staff an institution may hire, the dialogue needs to shift over time on how existing staff resources can be used more optimally to achieve policy, program and project objectives.

Individual performance management, whether job appraisals or performance contracts or other tools, would be harmonized with targets included in the NDS and strategic plans. DPA will provide guidance to MDAs on how this should be done. PMS will enable linking and informing performance contracts and Government development/core priorities and results. PME will inform the design of

¹⁵ Government of Seychelles. 2019. The Government of Seychelles Programme Performance-Based Budgeting: Implementation Guidelines

performance management instruments to track individual staff performance and agreeing on performance contracts.

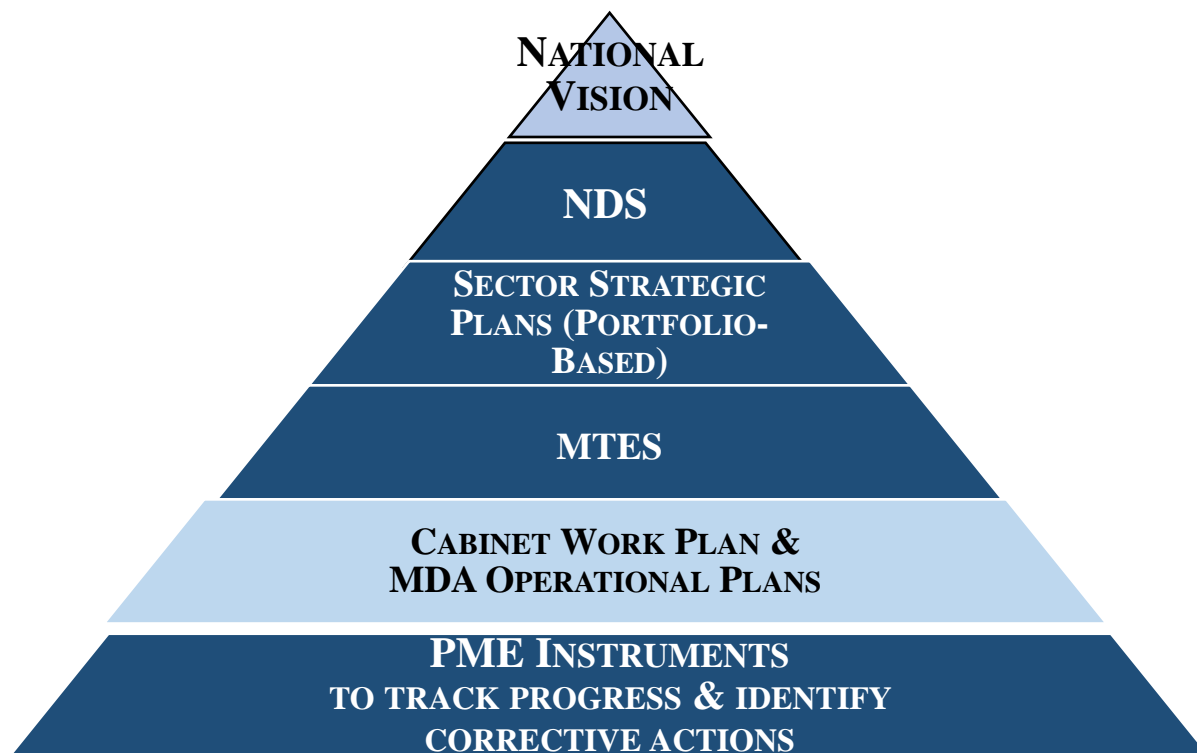
A key element of RBM is the performance focus which calls for a change in mindset and behaviour across the implementing agencies. This calls for an incentives framework to facilitate the use of RBM and PME. As MDAs are expected to use information in decision making for improved performance and to move staff away from traditional processes, a well-designed system of financial and non-financial incentives that generate an intrinsic, rather than extrinsic motivation to adopt the RBM approach and apply PPBB, Strategic Planning and PME tools and actually use the PME findings to encourage continuous learning and improvement to strengthen government performance to achieve national and portfolio outcomes.

Integration between the RBM pillars

Integration between SP, PPBB and PME starts with the annual identification of strategic priorities for the country by Cabinet. These priorities should be drawn from the NDS, Sector Strategic Plans, PME instruments or emerging issues. The results to be included in the Cabinet Work Plan. Such priorities would inform the Minister of Finance where to allocate most of the available resources.

Figure 5 illustrates the cascade of instruments from the long-term national vision through medium and short-term planning to the PME instruments that track progress and identify corrective actions.

Figure 5: Link between PME and RBM Pillars



Source: World Bank

All portfolio-based sectors are required to prepare five-year Sector Strategic Plans in parallel with the NDS. Sector Strategic Plans aim to identify a path forward that will successfully implement relevant national priorities from the NDS and maximize sector policy and service quality outcomes. Sector Strategic Plans do not, like the MTES and budget, cover all programmes and activities of the sector; rather they identify a limited number of national and sector priorities, expressed as strategic goals and interventions that will, within available resources, produce desired national and sector outcomes.

The three-year MTES, prepared annually between March and June by each MDA, represents the strategic phase of the budget process. It not only serves to translate national and sector priorities from the NDS and Sector Strategic Plans into concrete actions at the MDA level, it aims to improve delivery of all MDA programmes and services. As such the MTES maps out the relevant strategic goals, objectives and interventions from the NDS and Sector Strategic Plans to the appropriate MDAs, budget programmes and budget sub-programmes. The PME results frameworks from the NDS and Sector Strategic Plans are mapped to the PPBB results framework. Finally, strategic priorities in the Sector Strategic Plan is translated to PPBB strategic priorities, priority interventions and new spending proposals for inclusion in the MTES and PPBB Statements.

To enable the linking of NDS strategies and strategic interventions to the relevant budget programmes and sub-programmes, the PME methodology for applying the theory of change, establishing goals and KPIs, developing results chains, setting targets, reporting on results, proposing corrective measures and conducting policy and programme evaluations are integrated into the NDS methodology from the outset of the process. By identifying the cascade of indicators that flow from strategic goals and desired outcomes to budget programme outputs and inputs, the NDS results framework and related performance monitoring will be sharpened. The results of this assessment, to be conducted jointly by EPD and DPA, would be reflected in the new PME Integrated Reporting Template and enhance the identification of corrective actions in cases of underperformance. These indicators focus on the critical priorities and outcomes in each portfolio-based sector.

This assists with identifying appropriate MTES outcome and output indicators for the PPBB results framework. The PPBB covers all MDAs, budget programmes and sub-programmes and provides a strategic context for the budget process. All MDAs must prepare an MTES and every budget programme must identify its desired outcomes whether they are affected by a national or sector priority.

1.8. Structure of the manual

As it is providing the guidance to the operationalization of the PME policy, the structure of this manual broadly follows the PME policy. Following this introduction, Chapter 2 first provides an overview of key concepts that inform PME in Seychelles. Chapter 3 outlines roles and responsibilities, the institutional architecture, and the implementation arrangements for effective PME implementation. Chapter 4 provides guidance on the key concepts in establishing the PME function and using the information produced to improve performance across the public sector and the linkages between PME and strategic planning, budgeting and performance management systems. Chapter 5 sets out an initial framework for the role of evaluations as it will be rolled out across government. Chapter 6 sets out the role of public participation and citizen engagement. Finally, chapter 7 provides practical guidance on the implementation of PME through staffing, funding, capacity-strengthening and performance assessment. The content in the manual is throughout supported by a set of practice guidelines in the annexes that provides hands on guidance to the user.

Chapter 2: Key PME Concepts

Results-Based Management is a management approach that focuses on development results in planning, implementation, learning and reporting. It comprises four pillars, namely Strategic Planning, Programme Performance Based Budgeting (PPBB), Performance Monitoring and Evaluation (PME) and individual Performance Management. RBM clarifies the purpose and expected results of a project and program. It focuses implementation attention on the result or change that needs to be attained to solve the identified problems and address the strategic objectives. PME enhances results-based management through the provision of valid, reliable and on-time information with the objectives of enhancing performance.

Portfolios equal a ministry plus its departments and agencies within a functional sector of government for which a minister is politically accountable. A portfolio will fall within a functional sector of government, but may be a sub-section, if the sector is split across two ministers. The sector refers to the related set of functions performed by the ministry and the agencies and departments within the portfolio.

Sector Strategic Plan (SP) is the 5-year plan prepared jointly by the lead portfolio institution (usually a ministry) and relate to departments and agencies to identify the key strategic goals, specific objectives, strategic interventions and expected results to be achieved for that sector. MDAs clustered into groups of related functions will be considered as a single portfolio-based sector and be responsible for producing a single Sector Strategic Plan.

Programme performance-based budgeting (PPBB) comprises budgeting for and reporting on public expenditure by programmes, while taking into account the performance of the programmes and associated public sector institutions, given allocations. In this way, PPBB improves effectiveness and efficiency of public expenditure.

Performance PME (PME) is a policy-based, cross-cutting public sector management function that through a combination of tools, capacities and incentives allows government and each of its institutions to track policies, programs and projects to achieve results aligned to national priorities. By promoting the use of performance information for evidence-based policy-making and implementation, and focusing on public sector performance, it helps strengthening public sector effectiveness, efficiency, transparency and accountability.

Monitoring entails the continuous and systematic collection of data for specific indicators to provide management and the main stakeholders of an ongoing development intervention (which may include national or sectoral policies, programs and projects) with indications of the extent of progress. The purpose of monitoring is to provide reliable, on-time, valid information on progress and performance. It provides feedback on the progress towards the achievement of objectives and the use of allocated funds. As such, monitoring may track the inputs, activities, outputs and outcomes of a policy, program or project during and after the implementation period. Monitoring often answers the questions ‘where are we now?’ and ‘are we doing things right?’ While the monitoring frequency and focus of each development intervention should be determined by its own timeframes and targets, projects are generally measured more frequently (weekly, monthly, quarterly) with a focus on implementation activities and outputs. Programs are reoccurring with more consistent results and are therefore often measured in the intermediate term (quarterly, bi-annually or annually) with a focus on outputs and outcomes. Policies generally have longer implementation timeframes and the monitoring of results, with specific focus on outcomes and final impact, are scheduled over the longer term (annually, every second year).

Evaluation is the systematic and objective assessment of an on-going or completed policy, program or project. Evaluation determines the relevance and fulfilment of objectives, development efficiency, effectiveness, impact and sustainability. The purpose of evaluation is to provide information that is credible and useful and that may inform the decisions of various stakeholders and users of the information. Evaluation may be done before formatively during planning to assess the robustness of the program design, during implementation to identify and correct implementation failures, or summatively at the end of the program to assess whether the intended purpose has been achieved and to learn lessons to inform future program design. Evaluation often answers questions like ‘why is the program working or not working?’ and ‘what else can or should be done to improve performance?’

Performance information (PI) is a key informational building block of the Government of Seychelles’ Results-Based Management (RBM). Across the four RBM pillars, PI is the means by which the Government will monitor the sustainable development of the Seychelles towards a better quality of life for its citizens. Performance information collected through performance monitoring and evaluation (PME) seeks to inform existing reports generated by MDAs. Performance information is captured in the following reports:

- Quarterly reports: All MDAs will prepare brief quarterly progress reports on the progress towards NDS targets and key portfolio and ministerial results
- Cabinet reports: Cabinet reports will comprise a one-page report that provide an overview of strategic performance indicators for the portfolio, using the high-level PME template
- Annual progress reports: Annual progress reports on the implementation of the National Development Strategy shall be prepared on policy, program and project implementation, which shall inform Cabinet and budgetary decision-making
- MTES – shows actual and planned performance by programme and sub-programme;
- PPBB Statement – shows actual and planned performance by programme and sub-programme;
- In-year performance reports – shows actual performance by programme and sub-programme;
- Annual performance reports (in accordance with Section 31 of PFMA) – shows actual performance by programme and sub-programme.
- Section 31 Reports to the NA-which include financial and non-financial information; and
- Audits of Performance (AoPI)-in future the Office of the Auditor-General, will expand their audits to include non-financial performance information.

A **Theory of Change** presents the conceptual understanding of how and why the program will be successful in producing the envisioned changes on both an individual and societal level. The theory of change covers the entire delivery chain and typically depicts the resources required, planned implementation activities, the products and services that the program delivers and the immediate and longer-term outcome changes that the program wishes to achieve. The theory of change explains the assumptions and underlying logic on why and how changes will occur. It is also useful to include critical dependencies on other programs, assumptions and prerequisites that may directly or indirectly impede or contribute to the successful implementation or attainment of final results of the program.

Indicators are quantitative variables or qualitative factors that provide a simple and reliable means to track performance, measure achievement or reflect changes in terms of the intended result during and after the implementation of the program. Direct indicators are measures or observations that directly tracks the main

area of interest. Indirect indicators track performance and changes in variables that are associated with the main area of interest. Indicators should be formulated in a way that clearly captures what will be measured and how this relate to the areas of interest.

Baseline data provides the value of the indicator, in the same unit of measurement, at the beginning or just prior to the monitoring period. Baseline data presents the current status quo before the activities will be implemented. Accurate baseline data is important for determining realistic targets and for reflecting retrospectively on the degree of change obtained through the implementation of the program.

Targets specify the value of the indicator, in the same unit of measurement, that the program wishes to achieve by a specific time e.g. at the end of the financial year or by the final year of the planning period. The target is the intended quantitative or qualitative value of the indicator at a specific time in the future. Targets may be determined based on the analysis of past trends, improvements against existing baseline data, an expert analysis of what is likely to be achieved or derived from key political or strategic priority decisions. Targets provide a comparison point for the monitoring of performance where actual performance can be compared to the planned performance as presented in the target.

A **Monitoring Framework** captures the indicators and means through which the program will be monitored on an on-going basis. Usually presented in a table format, the monitoring framework includes all relevant indicators and the respective baseline data, targets and target dates, data sources and data collection methods, person(s) responsible for the collecting data, the frequency of reporting, possible concerns on the accuracy or reliability of the data and other considerations for each indicator.

The **Evaluation Plan** specifies the specific evaluations that the MDA plans to implement for various programs or strategic priority interest areas within the portfolio during the relevant planning period. Ideally, programs should be evaluated every three to five years to inform possible changes to the strategic plans and policies that govern the program. This promotes the continued relevance of programs and clear alignment with possible changes in the broader or immediate context. Additional evaluations may become necessary should the monitoring data reveal specific problem areas, new opportunities or unintended results.

Reporting presents the progress data and results obtained through monitoring and evaluation to specific stakeholders interested in the results. Reports are used to provide accountability, inform strategic and operational decisions and to formulate budget requests. For reporting, data is captured in specific formats or templates and submitted by specific deadlines to inform the operational and strategic decisions of various stakeholders, including the Minister, Cabinet, RBM committee, Program Officers, other MDAs, civil society, the private sector or international bodies. In addition to presenting the current progress, reports should be specific on the recommended actions or decisions required.

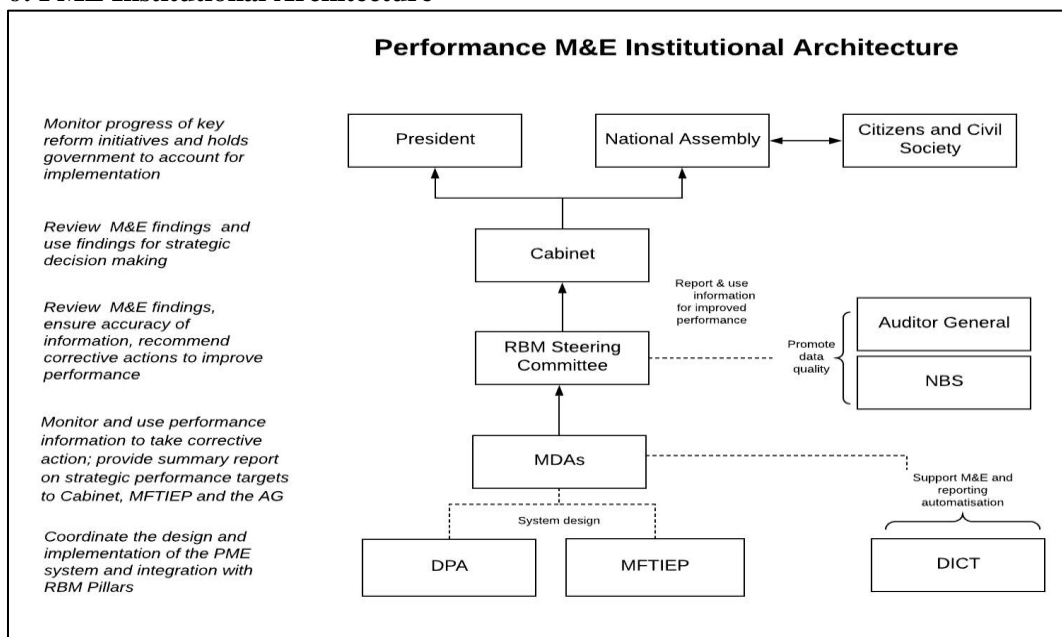
Chapter 3: Institutional roles and responsibilities for PME

To ensure that performance M&E is fully integrated across the public sector, a clear assignment of roles and responsibilities is needed so that all stakeholders understand and perform their roles and responsibilities effectively. It will also depend on appropriate accountability mechanisms to ensure that the PME system is not only designed, but also effectively implemented as planned.

3.1. PME institutional architecture

Establishing capacity to manage the performance M&E function across Government will be key for the effective implementation PME. This will require the establishment of RBM committees in each of the portfolio to act as a coordinating and monitoring node that ensures that PME, PPBB and Planning work in a coordinated manner to drive results in the portfolio. Annex 22 provides a Terms of Reference for the work of the RBM committee. To support monitoring in the portfolio, it is necessary to allocate PME responsibilities to specific personnel within the MDA, which may include technical advisors, planning officers, or a dedicated M&E officer depending on the existing organisational arrangements. The aim is to ensure that ministries, departments and agencies have sufficient capacity to manage their PME responsibilities within a flexible approach. Optimal PME staffing should be considered within the context of the available human resource capacity of each MDA, the existing organizational structures, the complexity of the portfolio and the geographical spread of activity while ensuring fiscally sustainable management of the wage bill. A summary overview of the institutional architecture for the integration of the performance M&E function is presented in Figure 6 below.

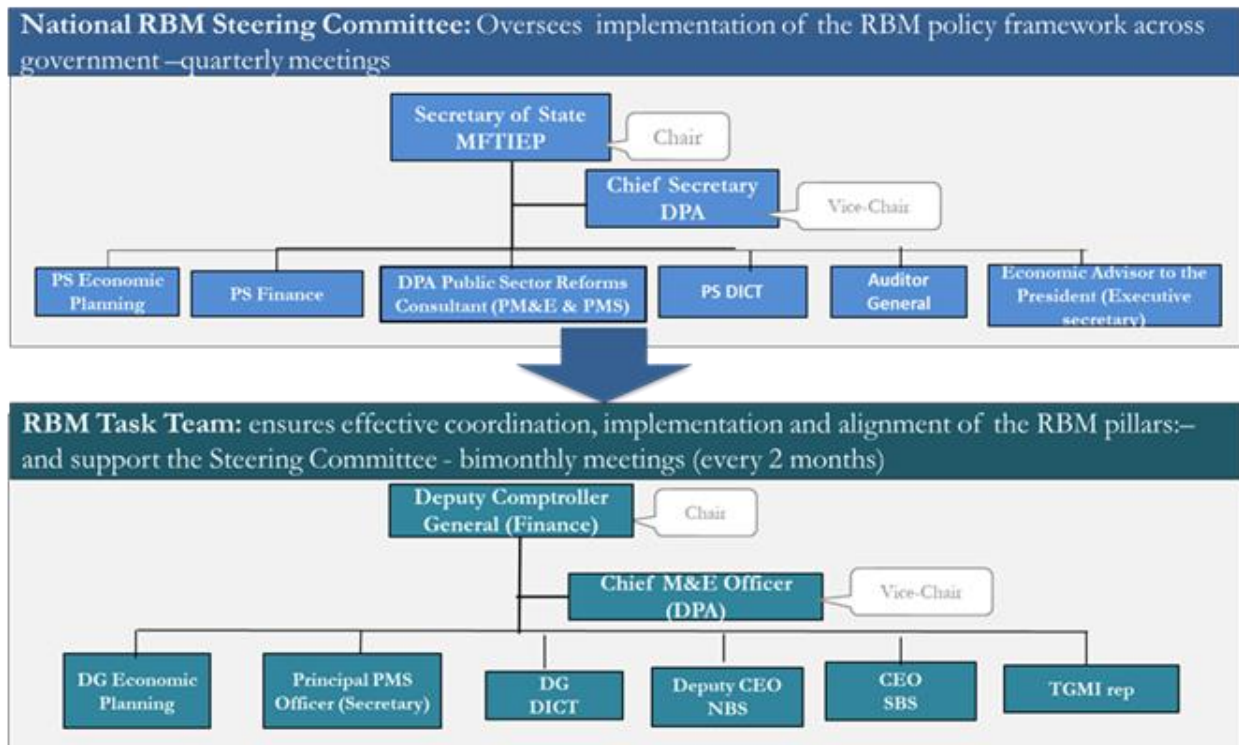
Figure 6: PME Institutional Architecture



Source: World Bank

Key stakeholders in PME, and their specific roles and responsibilities, are described in the next section. Nationally, RBM is coordinated by a National RBM Steering Committee. Members of the National RBM Steering Committee is presented in Figure 7 below. The National RBM Steering Committee meets quarterly to oversee the implementation of the RBM policy framework across government. The National RBM Steering Committee is further supported by an RBM Task Team that ensures the effective coordination, implementation and alignment of the RBM pillars: Strategic Planning, PPBB, PME and PMS, and other RBM initiatives across MDAs. The current composition of the committee and task team is as per below and new members may be co-opted as deemed necessary.

Figure 7: National RBM Steering Committee

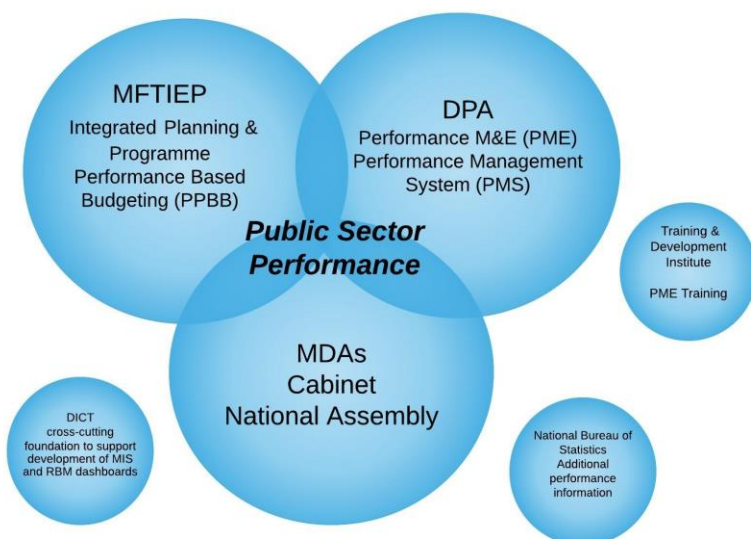


Source: DPA

3.2.Roles and responsibilities of key stakeholders

Successful implementation of RBM and PME requires participation across the whole of government. Different partners in the Government of Seychelles (see Figure 8) will take up responsibility for the implementation of the respective pillars of RBM, with the ultimate accountability for performance results residing with Parliament, Cabinet and all MDAs. Table 1 below further provides an overview of the roles and responsibilities of PME role players.

Figure 8: Key role players to implement RBM



Source: World Bank

Table 1: Roles and responsibilities of PME role players

Role player	Key Role and Responsibilities
<p>President</p> <p><i>Main champion of the M&E system</i></p>	<ul style="list-style-type: none"> • Champions and promotes PME across government and beyond. • Uses the PME tool to monitor progress on key reform initiatives and uses it for the state of the nation address and other updates. • Holds government to account for implementation of the government programs as planned. • Showcases progress made by his government to the national assembly, citizens and beyond.
<p>National Assembly</p> <p><i>Holds executive accountable and tracks performance on NDS</i></p>	<ul style="list-style-type: none"> • Uses PME information to exercise oversight responsibility over the executive. • Uses quarterly performance reports to be appropriately informed about progress towards achieving Seychelles’ national development goals. • Discusses linkages between the approved plan and budget and the delivered results and services to citizens.
<p>Cabinet</p> <p><i>Use PME findings to monitor progress and for policy-making</i></p>	<ul style="list-style-type: none"> • Approves PME Policy and the PME tool through which it receives regular performance updates from the various Ministries on progress towards strategic outcomes of government. • Uses PME findings for policy-making.

	<ul style="list-style-type: none"> • Monitors government policies, program and project implementation, e.g. through annual and quarterly progress reports. • Assesses high level progress and contributions of the department and agencies reporting to the Ministry. • Responsible for portfolio and cross-sectoral decision-making based on PME findings. • Adopts National Evaluation Plan and major evaluations. • Presents key PME on executive action to National Assembly.
<p>Department of Public Administration</p> <p><i>Coordinates the design and the implementation of the PME system</i></p>	<ul style="list-style-type: none"> • Supports the establishment of the PME function across government through guidance on the positioning of the function in the governmental organogram. • Works closely with MFTIEP to ensure close coordination of PME with other RBM pillars, e.g. PPBB and SP. • Leads policy proposals to be submitted to Cabinet. • In collaboration with MFTIEP and NBS, ensures that data is vetted and signed off on, and any issues that may arise are addressed effectively. • Develops PME guidelines and oversees PME tool development • Develops the national evaluation plan and promotes capacity-strengthening and change management efforts. • Provides direction on the integration of the job function in existing schemes of service and development of job description for M&E Officers. • Monitors Public Service performance from a performance management perspective.
<p>Ministry of Finance, Trade, Investment and Economic Planning</p> <p><i>Responsible for both economic planning and the preparation of the annual budget and the main custodian for RBM</i></p>	<ul style="list-style-type: none"> • Legal authority for monitoring and evaluation in terms of the Public Finance Management Act, 2012. • Assesses thematic and ministerial plans, policies, programs and projects at both the portfolio and national levels. • Reviews budget allocation and determine priorities in line with the National Development Strategy priorities. • Coordinates closely with DPA to ensure close integration of PME with PPBB and SP. • In collaboration with DPA and NBS, ensures that ministerial performance indicators (both KPIs and contributing indicators) are quality assured and ministerial performance frameworks have credible indicator data. • Sets targets in national and strategic plans that PME shall monitor and evaluate. • Uses PME findings for PPBB.

<p>RBM Steering Committee</p> <p><i>Enables successful implementation of the PME system and ensures a coordinated approach to the design and implementation of all RBM pillars</i></p>	<ul style="list-style-type: none"> • Allocates budget in line with PME findings. • Provide leadership and direction on strategic and policy issues relating to the design and implementation of the RBM pillars. • Establish the roles and responsibilities of the key stakeholders and committees championing and leading RBM across government • Approve Plans of Action to roll out individual RBM pillars. • Monitor the implementation progress of the RBM pillars and provide recommendations for improvement. • Approve relevant documents such as policies pertaining to each pillar, frameworks, guidelines, manuals, bi-annual and annual performance reports, National Evaluation Plans for submission to Cabinet, as necessary. • Coordinate the advocacy and promotion of the RBM policy across government (from Cabinet through to ministries, departments and agencies). • Provide guidance on capacity building requirements to support and drive the implementation of the RBM pillars across government. • Report on the RBM policy’s implementation progress to all stakeholders, at the ministerial and Cabinet level. <p>The RBM Steering Committee will be supported by an RBM Task Team</p>
<p>PPBB Portfolio Working Group (PWG)</p> <p><i>Oversees PPBB allocation between Portfolios</i></p>	<ul style="list-style-type: none"> • Allocate resources within a single ceiling between MDAs in the Portfolio in the MTES phase. • Review MDA budget proposals and performance across a portfolio.
<p>MDA Accounting Officers</p> <p><i>Accountable to the Minister for the performance of their MDA.</i></p>	<ul style="list-style-type: none"> • Accountable for planning and budgeting and needs to lead and manage the entire PPBB process.
<p>National Bureau of Statistics</p> <p><i>Sets standards for statistics to ensure quality statistics</i></p>	<ul style="list-style-type: none"> • Collects and analyses data for PME. • Responsible for collecting official statistics through the production of survey data and quality assurance/vetting of administrative data produced in the line ministries for the monitoring of sectoral performance targets. • Set standards for statistics, improve methodologies for data collection and quality assurance. • Provides support and quality assurance to MDAs. • Strengthens capacity of various stakeholders to collect data.

	<ul style="list-style-type: none"> • Conducts performance information audit and undertakes analysis and use of performance information. • In collaboration with DPA and MFTIEP, ensure that reliable and timely data is available for the National Development Strategy reporting process.
<p>Department of ICT</p> <p><i>Support the development and infrastructure support for an integrated data management system</i></p>	<ul style="list-style-type: none"> • Develops, maintains and supports government-wide data systems and provides relevant system support. • Custodian for electronic data platforms, Management Information Systems (MIS) and dashboards, such as the RBM dashboard. • Provides support to MDAs to develop PME systems for the portfolio harmonized with the national system. • In collaboration with NBS, set up a Data Management System (DMS) to monitor implementation of the NDS.
<p>MDAs</p> <p><i>Producers and users of the bulk of performance information</i></p>	<ul style="list-style-type: none"> • Monitor and report progress towards the implementation of portfolio strategic plans, policies, programs and projects and the achievement of portfolio targets. • Develop and use the PME tool for high-level monitoring to the President, Cabinet and the National Assembly and for other internal PME objectives. • Provide summary progress information to Cabinet, MFTIEP, and the Auditor General on the progress against set performance targets • Use PME findings to inform the PPBB, policy-making and programme implementation. • Submit evaluations to the national evaluation plan. • Take corrective action when and if off track.
<p>M&E focal person(s)</p> <p><i>Supports planning, budgeting, and technical staff and the Internal RBM committee to integrate PME within the RBM approach</i></p>	<ul style="list-style-type: none"> • Work with planning, budgeting, and technical staff at the department and agency level to ensure that performance M&E is fully integrated in the strategic plans, budgets, and performance management processes of the Ministry. • Links data collection systems to the ministerial performance monitoring system. • Collects routine performance information and preparing quarterly and annual progress reports. • Prepare and support the Internal RBM committee performance review meetings. • Compile performance review meetings reports detailing agreed corrective actions, accountabilities, and deadline. • Perform the role of evaluation project manager when needed.
<p>Internal RBM Committee</p>	<ul style="list-style-type: none"> • Reviews and discusses the findings of the routine performance progress reports.

<p><i>Meets on a quarterly basis. Chaired by the PS</i></p>	<ul style="list-style-type: none"> • Decide on corrective actions where needed to improve overall performance and progress towards set targets for strategic priorities of the plan. • Discusses the findings of evaluations and endorses management responses. • Plays an important role in the overall successful implementation of the PME system. <p><i>The committee is supported by an RBM task team which will meet on a regular basis and chaired by the RBM coordinator. Annex 23 provides the Terms of Reference that informs the work of the Internal RBM Committee and task team.</i></p>
<p>Academia</p> <p><i>Professional Centres, University of Seychelles, and TGMI</i></p>	<ul style="list-style-type: none"> • Develops national capacity to strengthen institutional PME capabilities and address PME talent management and retention. • Promotes a results-oriented culture across government.
<p>Office of the Auditor General</p> <p><i>Produce audit findings on financial and performance related matters</i></p>	<ul style="list-style-type: none"> • Uses performance M&E findings as part of its auditing function and conducts quality audits of performance information. • Undertakes performance and value-for-money audits as well as finance and compliance audits • Uses available M&E information from line ministries and the National Bureau of Statistics to inform the findings of each audit report. • In time, to audit the credibility and reliability of performance information generated by MDAs.
<p>Citizens and civil society</p> <p><i>Users of high level PME information (KPIs)</i></p>	<ul style="list-style-type: none"> • Engage in participatory monitoring to provide feedback on service-delivery, request information and hold government to account. • Provide regular feedback on performance results and service delivery.

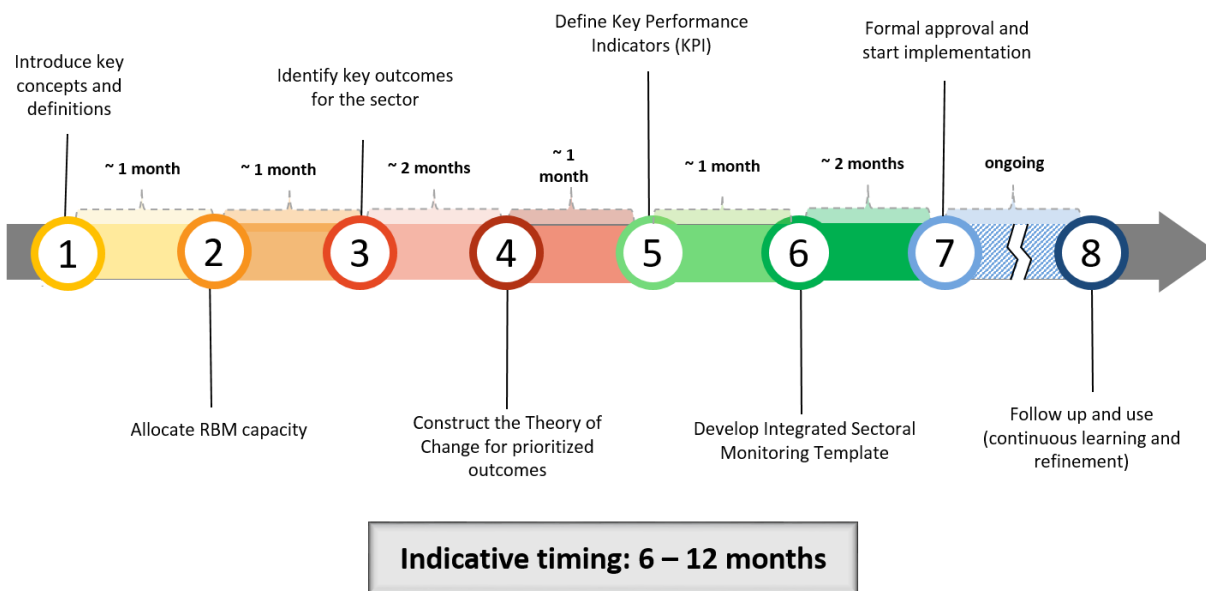
Annex 22 describes key roles and responsibilities in more detail.

Chapter 4: PME Functions: Monitoring

This chapter provides an overview of the steps involved in establishing and consolidating the performance monitoring and evaluation functions at all levels of Government. In support of the PME Policy (2018) and the preceding sections that introduced the key PME concepts and definitions and outlined the institutional arrangements for roll-out of the PME, this section explains how to develop a performance monitoring framework and routine reporting system. As depicted in the timeline (see Figure 9 below), establishing the monitoring framework entails:

1. Introduction of key concepts and definitions
2. Allocating PME capacity
3. Identifying key outcomes for the portfolio
4. Constructing a theory of change for prioritised outcomes
5. Defining performance indicators (KPI and contributing indicators)
6. Developing a monitoring template
7. Populating the template with indicators, baselines and targets and starting implementation
8. Continuous performance monitoring and reporting

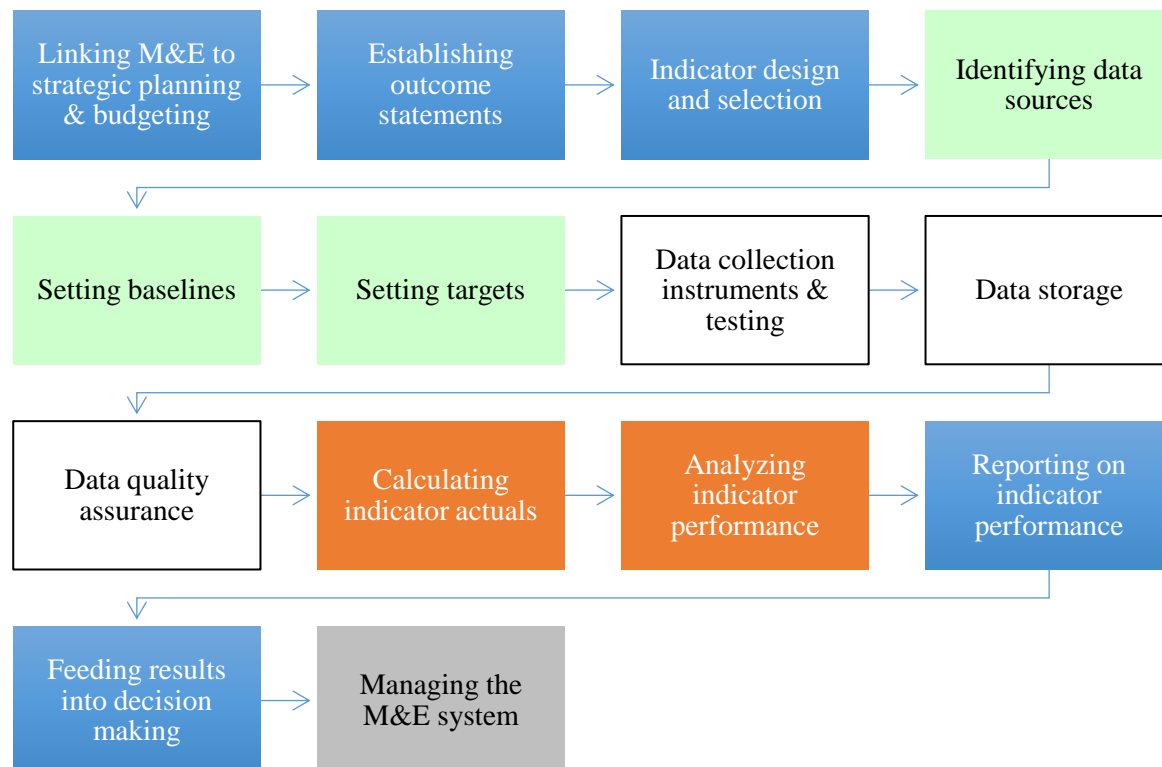
Figure 9: Indicative timeline for PME roll-out in year 1



Source: World Bank

The roll-out of PME in the pilots takes place in a gradual approach which is typically divided into eight phases. As shown in Figure 9, Section 4.1 provides for the establishment of preliminary understanding and responsibilities in the organisation. Sections 4.2 to 4.4 explain the steps and decisions required to complete the M&E Framework. Sections 4.5 and 4.6 concentrate on the routine monitoring and reporting activities that will characterise the monitoring system on an on-going basis. Figure 10 unpacks the annual practical steps for continuous roll-out of performance monitoring on an annual basis in further support of steps 4.2 to 2.6.

Figure 10: Making monitoring operational: sequence of activities



Source: based on Kusek and Rist, 2004

4.1. Establish key concepts and strengthen PME capacity

The establishment of a PME system starts with creating shared understanding of key concepts and definitions between MDAs and at various levels in the organisation. In chapter 2 and throughout this manual, key concepts are clarified and consolidated. The emphasis needs to be kept on improving performance of government and the outcomes that government wishes to achieve, rather than mere *compliance* with targets. This continuously promotes a culture of performance, to move from compliance to a continuous learning and results-based management; including the necessary capacity and change management.

The responsibilities of various role players in the PME system need to be reinforced. The focus on capacity-strengthening at the individual MDA level will allow sufficient flexibility to enable customization to the available capacity and culture of the MDA and allow for greater alignment with its priorities and needs. Implementation arrangements will support a culture of performance and not just compliance with prescripts and procedures.

The next step entails the planning and establishment of a PME tool that can be used to track and manage performance. Developing the monitoring framework requires clear understanding of the desired

outcomes and results chain that produce these outcomes. This sets the foundation for the identification of relevant indicators, their corresponding baseline and targets, and the identification of relevant data sources, data collection methods, the frequency of reporting, responsibility for collecting information and possible concerns on the accuracy or reliability of the data.

4.2. Identifying outcomes and mapping the results chain

PME supports and strengthens the other components of an effective RBM system. It therefore requires integration with the SP, PPBB and PMS to pursue the adopted outcomes or results that government wishes to achieve. Outcomes are the changes or results that government wish to achieve within a sector-based portfolio for the primary target group, given its scope, duration, and resources.

During the strategic planning process, key outcomes or strategic priorities are identified from the strategic challenges in the portfolio as captured in the strategic plans and policies for the sector. The strategic objective should capture the desired end result (impact) that the plan strives towards over the planning period. The strategic objective clearly identifies the primary target group and the specific and measurable benefits that the target group will receive. The outcomes will specify the expected change in behavior and performance of the primary beneficiaries. There needs to be a clear alignment between the adopted strategic objectives and outcomes in the strategic plan and the higher-order priorities of the country for the sector.

Strategic priorities are established at national and sector levels and derive from several sources.

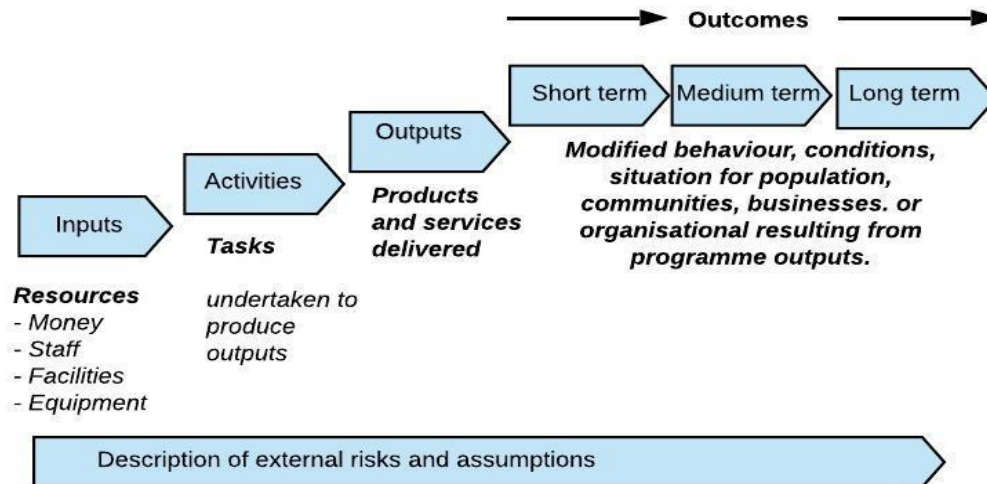
- National priorities are established in the five-year NDS in support of the national vision. The 2019-23 NDS identifies thirty-six strategies organized under fourteen goals and six thematic pillars aimed at improving national outcomes. Each strategy will be implemented through one or more strategic interventions.
- Sector priorities are established in five-year Sector Strategic Plans and implemented through strategic interventions that contribute to national priorities and/or key sector outcomes.
- PME instruments, by identifying the corrective actions required to ensure delivery of planned outcomes, support the implementation of both national and sector priorities.
- Annually, the President and Cabinet may identify specific national priorities, drawing from the NDS, Sector Strategic Plans, PME instruments or emerging issues.¹⁶

The results framework or results chain represents the underlying logic that explains how the development objective of a strategic plan is to be achieved. This is achieved by explaining how the desired result or outcome of an intervention will be achieved through specific activities that transforms available resources to tangible outputs that contribute towards the outcome change (see Figure 11). The theories of change articulate strategic development priorities and intended outcomes clearly and should be informed by inputs from a wide range of stakeholders, including citizens. In addition to the internal logic, the theory of change also acknowledges external assumptions and risks that may influence the internal logic. The theory of change informs the development of strategic plans and selection of relevant indicators

¹⁶ Government of Seychelles. 2020. Draft National Strategic Planning Guidelines

and targets for the performance monitoring framework. Financial ceilings as provided by Ministry of Finance, Trade, Investment and Economic Planning inform the development of realistic theories of change.

Figure 11: Theory of Change Components



Source: World Bank

The core explanation (see also chapter 3 of the 2019 PPBB Implementation guidelines) of each concepts are as follows:

- **Inputs** are all the resources that contribute to the production and delivery of outputs/services. Inputs are "what government institutions use to do the work".
- **Activities:** Activities are the processes or actions that use a range of inputs to produce the desired outputs/services and ultimately outcomes. Activities describe "what we do".
- **Outputs:** Outputs are the final products, or goods and services produced for delivery. Outputs may be defined as "what we produce or deliver".
- **Outcomes:** the medium-term results for specific beneficiaries that are the consequence of achieving specific outputs. Outcomes should relate clearly to an institution's strategic goals and objectives set out in its plans. Outcomes are "what we wish to achieve" in the environment that the MDA tries to affect.
- **Impacts:** the long-term results of achieving specific outcomes, such as reducing poverty and creating jobs.

A theory of change documents the causal (or results) chain from inputs to outcomes. The theory is an expression of the results matrix, but with a more explicit analysis of the assumptions underlying the theory. A theory of change is a systematic and visual way to present and share the relationships among the resources (inputs) available to operate the program, the planned activities (processes), the underlying theory and assumptions, the deliverables (outputs) and the expected changes or results (outcomes). Robust strategic plans will be underpinned by sound and tested theories of change and informed by implementation experiences and expert knowledge. As with the results chain, the theory of change demonstrates how the long-term impact (policy aim) will be achieved by mapping out how progress and results will be achieved.

Indicators are adopted at all change levels to track progress and performance. Annex 1, 2 and 3 provide further guidance on developing a theory of change and results chain. Box 2 also emphasizes differentiating between the direct results of the program (attributable changes) and those the program contributes to in part.

Box 2: Attribution and contribution

It may be relevant to distinguish between outcomes that the program contributes to, and those that are directly attributable to the program.

- **Attribution** means that there is a direct link between an intervention and the result. An intervention was undertaken and the result is the directly caused by the intervention. Full attribution is often only possible at output level or below, where programs or projects are directly responsible for the delivered results. School building or roads rehabilitation programs are examples where the outputs are directly attributable to the ministerial programs and projects.
- **Contribution** refers to a situation where more than one intervention led to the observed result. Increased longevity is an example of a contributing outcome of the Department to Health, where many initiatives in other departments also contribute towards the realisation of the same outcome.

Source: World Bank

As set out in the National Strategic Planning guidelines, all portfolio-based sectors are required to prepare five-year Sector Strategic Plans in parallel with the NDS. Each portfolio-based sector comprises a lead portfolio institution (usually a ministry) and the departments and agencies that report to the portfolio head (usually a minister) for strategic planning purposes. The following key phases guide the preparing of the Sector Strategic Plan:

1. Launching the strategy
2. Completing the Foundational Sector Analysis
3. Establishing the sector vision and mission
4. Developing the Strategic Policy and PME Frameworks in alignment with PPBB and PME.
5. Developing the Implementation Plan
6. Finalizing and Approving the Plan
7. Post-Approval Activities
8. Implementation¹⁷

For the process of defining the results chains, the Results Chain Template in Annex 2 can be completed and refined during planning sessions. The PME and Planning Officer(s) will facilitate the

¹⁷ Government of Seychelles. 2020. Draft National Strategic Planning Guidelines

process and guide the participants on the logic of the results chain work and how the template should be filled in. In the formulation of the results chain for each major program objective, PME and Planning Officers should work closely with the relevant subject matter experts who have in-depth knowledge of the key sector issues, their causal relations, factors that promote/impede change and possible drivers of change.

The final theories of change need be validated by the Internal RBM committee and the respective Minister to ensure alignment to strategic and national priorities and internal logic of the theories of change. Periodic high-level validation with the relevant Minister, Principal Secretary and other stakeholders will be crucial to ensure buy-in and alignment with key priorities. It will also help strengthen ownership and use and encourage greater use of PME findings.

4.3. Selecting performance indicators

Relating indicators to the results chain. Once the outcome statements are underpinned by robust results chains, the M&E focal person will support the process of formulating matching indicators for each element of the results chain. Whereas results-focused reporting does not require reporting on all levels in the results chain (particularly the lower ones), program or project implementers need to keep track of all levels of the results chain to ensure that inputs and activities are effectively converted into outputs that in turn will contribute to achieving the higher-level outcome or impact results. Result indicators, including key performance indicators (KPIs) and contributing indicators, help to know whether the stated outcome for the implementation or budget program has been achieved.

PME focuses on KPIs and contributing indicators supporting national and sector priorities increasingly derived from the NDS and Portfolio-Based Sector Plans as the NSP pillar is strengthened. The priorities in the strategic plans, as captured in the PME results framework, are accompanied by the PPBB results framework. The PPBB and the MTES cover all programmes in government and provide an encompassing framework that captures and directs all government budget programmes and expenditure. While PME focus on the KPIs and high-level contributing indicators for the priority areas in the portfolio-based strategic plans, the PPBB also include further operational programmes to enable encompassing expenditure planning.

Where a national or sector priority does exist, it will need to be expressed at a programme level. In most cases, this will require breaking down the indicator and targets so that they can be applied to and costed at the programme (or sub-programme) level. The theory of change approach is useful here to establish the high-level goals and indicators and explore the results chain down to the programme level. Indicators are adopted across the results chain, as per the indicator hierarchy below. PPBB, NSP and PME should align the indicators at the respective levels to promote a coordinated RBM perspective.

The **indicator hierarchy** includes:

- **Key Performance Indicators:** Key Performance Indicators are a small set of indicators that reflect the strategic changes that the portfolio wants to achieve and are the most important indicators from a national perspective. The KPIs reflect the final outcomes and impact changes for the portfolio and should capture the goals and objectives adopted in the Strategic Plan for the portfolio. Typically, the KPIs are measured on an annual or even bi-annual basis as changes against the outcome is slower to manifest. PPBB Outcome indicators and Contributing indicators are measured

more frequently and provide important indication of the intermediate progress towards the final outcomes and impact.

- **PPBB Outcome Indicators:** Linked to the PPBB program, these indicators track the prioritised programme strategic priorities over the budget period (three years). Outcome indicators reflect the *medium-term results* for specific beneficiaries that the portfolio aims to achieve *linked to the financial allocation provided to the portfolio in the Medium-Term Expenditure Framework* (MTES). The MTES performance indicators are set for a three-year period. On an annual basis, they are updated and included in the PPBB Submission. Performance targets against the PPBB indicators can only be reviewed twice per year during budget preparation, to align with available resources and explanations for changes must be noted in the Section 31 report. Reasonable revisions to the planned targets at this point are generally permitted, particularly as the performance indicators are becoming established. Revised targets will be submitted to the National Assembly. In future however, revising targets during budget execution will only be allowed if it can be justified due to a change in external circumstances. Revisions of targets must be reported in the Section 31 report.¹⁸
- **Contributing indicators** consist of immediate outcome, output and high-level activity indicators: In further support of the PPBB outcome indicators, contributing output indicators monitor progress and performance of sub-programmes on a mid-term basis by tracking implementation results (e.g. project and budget implementation, human resources status and supporting governance activities). The contributing indicators provide early indication of progress towards the PPBB outcome indicator as well as the KPI. Contributing indicators are *linked to the time frames of the implementation programme*. Where the PPBB outcome indicators sufficiently track interim performance, further contributing indicators may not be required. Contributing indicators provide important performance information on the implementation process and assist to predict or explain poor performance against the PPBB outcome indicators or performance KPIs. For example, delays in the release of program/project funds, planning inaccuracies or failure to meet quarterly delivery targets provide early indication that the envisioned impact change will not be met and serve to explain the reasons for non-performance to inform appropriate corrective action. This allows the PME tools to complement the PPBB reports by adding important non-financial performance information that complement PPBB reporting.
- **Operational Indicators:** Linked to the Strategic Plan and operations of the MDA operational indicators are adopted internally by the MDA and programme implementers to track the completion of activities and outputs. These indicators are captured in the MDA indicator database (see Annex 9) but not always reported on the PME template or Section 31 Reports. Operational indicators may explain performance deviations in the case of enquiries from the Minister, Cabinet, Assembly or citizens, or to highlight risks beyond the control of the portfolio and to inform decisions at the strategic level.

In sum, key performance indicators thus track the impact changes that the portfolio pursues in support of the National Development Strategy. The KPIs are reinforced by PPBB and contributing indicators that track

¹⁸ Government of Seychelles. 2019. The Government of Seychelles Programme Performance-Based Budgeting: Implementation Guidelines

progress during the implementation period. Contributing indicators need to correspond with PPBB indicators where possible to align and simplify performance reporting and maximize the aims of RBM through all four pillars. In addition to the contributing indicators, PPBB indicators also include outcome indicators that measure what the program is trying to achieve (the deliverables of the budget program).

Within the results chain, achieving set activity and output targets the contributing indicators provide early indication of potential success or failure against the adopted outcomes. If the contributing indicators are on track, but there is insufficient progress against the KPIs, the reason could be that the theory of change needs to be revised. It could be because the programs put in place to address the higher-level results are not the right ones or their individual program components need to be revised or reprioritised. An evaluation could help achieve a better understanding of the causal relations in the sector.

The PPBB Implementation guidelines (2019) proposes the following pragmatic steps for identifying relevant indicators:

- Step 1: Discuss collectively the strategic performance improvements required by the MDA
- Step 2: Select/Design performance measures that will measure whether the strategic priority is achieved, and whether the strategy to achieve it, is being implemented and implemented efficiently.
- Step 3: Assess the list of draft indicators against good-quality criteria for performance indicators (see choice of indicators below)
- Step 4: Record the base year data.
- Step 5: Determine medium-term performance targets.
- Step 6: Senior management review indicators and targets against likely resources.¹⁹

Choice of indicators. Whether selecting individual indicators or a set of indicators corresponding to a program-logic, all indicators should be direct, unambiguous, adequate, reliable, practical and useful²⁰.

- **Direct:** An indicator should measure as closely as possible the result it is intended to measure. Direct measurement becomes more difficult if indicators have multiple results chains. For example, the pass rate in primary education can be a result of teacher training, but also textbook provisions and student attendance. Therefore, it is important that all results chains be identified.
- **Unambiguous:** The definition of the indicators should be operationally precise and there should be no ambiguity about what is being measured or how to interpret the results. Indicator protocols should adequately document definitions and how results are to be interpreted. Indicators should be specific in terms of the adopted unit of measurement for the indicator. Subjective language may make indicators ambiguous and should be avoided.
- **Adequate:** Taken as a group, indicators should sufficiently measure the result in question and capture the entire results chain. This group may be logically linked (process, output, outcome, impact) within a program. As collecting data and reporting on indicators require resources, it is advisable to strive for the minimum number of indicators sufficient to measure the result.

¹⁹ Government of Seychelles. 2019. The Government of Seychelles Programme Performance-Based Budgeting: Implementation Guidelines

²⁰ Builds on: USAID (2010): *Performance Monitoring and Evaluation, Tips, Selecting Performance Indicators*, Number 6, 2nd Edition, Washington DC.

- **Reliable:** An indicator is reliable if it measures the same performance dimension across time and contexts. Another aspect of reliability depends on the reliability of accurate performance data across these contexts.
- **Practical:** An indicator is practical if data can be obtained in a timely way and at a reasonable cost.
- **Useful:** Indicators selected should be useful for management and oversight. The indicators selected should capture what is important to the primary users of performance information (such as MDAs).

Indicators can be quantitative or qualitative in nature. Quantitative indicators track quantitative data such as numbers, ratios or percentages. It is important that the unit of measurement, method of calculation, data sources and means of verifying the accuracy of the data and calculations are specified. Qualitative indicators rely on pre-defined categories to track performance. The indicator protocol should document the qualities that need be satisfied to pass a threshold (such as yes/no) and how to define the level of performance (e.g. Rubric statements). If the indicator is scored on a qualitative scale (bad, good, very good) the classification criteria must be defined in advance. It is important to document the means of verification for qualitative indicators.

The selection of indicators can be done following the principles below:

- **Identify relevant experts, standards or national and international benchmarks to guide the selection of indicators.**
- **Avoid too many indicators.** Limit the number of outcome indicators to two per strategic objective and the overall number of indicators at a lower level to not more than 15. RBM indicators should enable a quick overview of key trends in the portfolio and too many indicators may obscure critical performance issues. A large indicator set also implies more time dedicated to data collection. The PME and Planning Officers should ensure that all indicators are aligned with the priority objectives and outcome statements in the strategic plan. It is important to ensure that there is an indicator for each aspect of the outcome statement.
- **Make it easy.** Indicator data should be easy to collect. If possible, select indicators for which data collection mechanisms and systems already exist.
- **Use cost-effective indicators.** Select indicators that can be collected with a reasonable amount of resources and within a reasonable period of time.
- **Data availability.** Maintain a balance between indicators for which reliable historical data is readily available and new indicators that more ideally focus on the identified

A common set of criteria for indicators selection that should be considered is the concept of SMART, which means the indicators are:

- **Specific.** Precise, unambiguous, and operational;
- **Measurable.** Provide a sufficiently quantified basis to assess performance;
- **Accountable.** Responsibility has been assigned;
- **Realistic.** Achievable, e.g. not setting the delivery teams up for failure; and
- **Time-bound.** Specifies when the results can be achieved.

A complementary set of indicator criteria are CREAM. The criteria are:

- **Clear** (Precise and unambiguous);
- **Relevant** (Appropriate);
- **Economic** (Data available at reasonable cost and effort);
- **Adequate** (Sufficient measure to assess performance); and
- **Monitorable** (Amenable to independent scrutiny).

outcomes of the portfolio. Data should be available with enough frequency and should be sufficiently current to inform management decision-making. It is advisable to avoid one-off indicators as these do not permit useful analysis of trends over time and the data may be costly to collect.

In selecting indicators and data sources, the following data quality standards should be considered:

- **Validity:** Data are valid to the extent that they clearly, directly and adequately represent the result to be measured. Measurement errors, unrepresentative sampling and simple transcription or calculation errors may adversely affect data validity. Data should be periodically tested to ensure that no error creates significant bias.
- **Reliability:** Data should reflect stable and consistent data collection processes and analysis methods over time. Project managers and M&E focal persons should feel confident that progress towards performance targets reflects real changes rather than variations in data collection methods.
- **Timeliness:** Data should be available with enough frequency and should be sufficiently current to inform management decision-making. Effective management decisions depend upon regular collection of up-to-date performance information.
- **Precision:** Data should be sufficiently accurate to present a fair picture of performance and enable project managers to make confident decisions. Measurement error results primarily from weakness in design of a data collection instrument, inadequate controls for bias in responses or reporting, or inadequately trained or supervised enumerators (data collectors, Census Takers).
- **Integrity:** Data that are collected, analysed, and reported should have mechanisms in place to reduce the possibility that data is subject to erroneous or intentional alteration.

Indicator protocol. All selected indicators should be supported by indicator protocols that provide the indicator name, definition, calculation methodology, data source, classification, unit of measurement, reporting frequency, baseline and targets. Indicator protocols can document these components and ensure their consistent application.

- The **Indicator name** provides a concise, but unambiguous description of what is being measured. If possible, the indicator name should be easy to understand for someone who is not a sector specialist.
- The **Indicator definition** clarifies all terminology included in the indicator name. The shorter indicator name is complemented by a more complete indicator definition included in the indicator protocol. The indicator definition would include the description of the numerator and denominator, where relevant. If an indicator is defined too broadly, then it will be difficult to measure progress on it.
- All indicators should have a specified **unit of measurement**, or definite magnitude of physical measurement. Units of measurement should be appropriate to the sector (kilometres, watts, hectares, etc.) and conform to the common standards used in the Seychelles. When referring to percentages or composite indicators, it is important to document the unit of measurement for both the numerator and denominators in the indicator protocols.
- The **Indicator calculation methodology** identifies the variables that are included in the indicator and how these are calculated. Some indicators are composites of multiple variables, such as percentages where the indicator value is calculated using at least two pieces of information. The

key inputs to these indicators must be reported. Indicator calculation must be feasible, and data must be available on all variables included in the indicators.

- The **frequency of reporting** is the periodicity for updating information on performance on the indicator or submitting an “actual”. It reflects the anticipated timeframe for detecting a change in the indicator based on planned program implementation. Reporting frequency is also determined by data availability.

Revising indicators. When ministerial strategic plans are revised, the indicators should also be revised to ensure that they are still relevant for the revised objectives. Revisions are usually undertaken at mid-term stage or in response to changing circumstances or priorities. The IRBM Committee supported by the M&E focal person (including NSP and PPBB officers where applicable) will lead in the Mid-Term Review process with input from subject matter experts.

4.4. Setting baselines and targets

The baseline is the value of the indicator prior to the implementation period. It is used as a starting point for setting targets and as a benchmark against which later performance can be compared. For new programs and indicators, the baseline can sometimes be zero. For continuing programs, the baseline is often the most recent prior measurement of the indicator.

Ideally there should be a baseline measure for every indicator selected. However, with the introduction of new programs and new indicators, historic data may not be readily available, and the collection of baseline data may not be cost-effective. When setting baselines, it may be important to review the trend over several years, to ensure that the prior measurement was not an outlier but aligned to the normal performance trend of the indicator.

Responsibilities for determining baselines. The PME Officer will work with subject matter experts, the National Bureau of Statistics, and Statistics Officers at the line ministry to determine the baseline values for the selected indicators.

Modification to baselines will need to be done with caution. Baselines should only be modified to correct erroneous data, or when new, credible information emerges on existing variables, such as new survey data that provides a more accurate and independent measure of the prior status quo. Changes to the program may require new baseline measurements to align to the revised focus of the program.

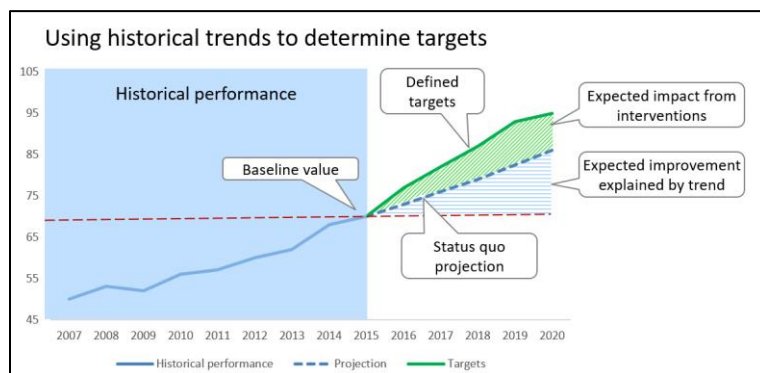
Targets specify the planned value against an indicator at a specific time in the future. These estimates are usually determined on the basis of existing technical expertise, past trends, and careful assessment of what is likely to be achieved.

Targets provide benchmarks against which performance can be judged. Targets are the core of performance measurement and setting them accurately is important to assess progress correctly. As with indicators, targets should comply with the SMART principle (Specific, Measurable, Achievable, Realistic and Time-bound) set out above. Once identified, targets need to be validated at the ministry level given that the targets determine the scope of commitment and effort needed by the ministry to meet expected performance.

Review the baseline and historical trend. Target setting starts with the baseline and the historical performance of the indicator (see Figure 12). The baseline value is the last value for the indicator in the previous strategic plan. The historical performance is the observed trend in the years before the baseline. Then the desired level of improvement is added to the baseline value, which yields the desired level of performance to be reached within a specific time.

The historical trend also helps to assess whether targets are set at a reasonable level or not. As illustrated in Figure 12, the dotted line represents the expected improvement explained by the historical trend, or the status quo projection. If targets are set below the dashed line, they may therefore be too unambitious, unless other information suggests that future performance is likely to be below the current trend (an ongoing drought for example). A more realistic range for the targets is therefore along the line that reflects the impact from planned interventions. While targets much above the impact expected from interventions will be difficult to attain and thus unrealistic. Although target setting is based on best estimates during the planning period, it is still not an exact science. Over or under ambitious targets may require adjustment during implementation. Box 3 expands on the important role of accurate target setting.

Figure 12: Target setting based on trends



Source: World Bank

Box 3: Target setting

Ambitious targets may help to drive improvements in performance, but targets should also be achievable and not set implementers up for failure. The opposite temptation of setting very easy targets should also be avoided. For targets to be realistic, e.g. achievable, it is important that they are informed by experiences in the relevant sector both within Seychelles, but also internationally.

Useful guiding questions to set targets include:

- What is the potential scale of change?
- What scope of change is realistic given resource availability and the historical trend?
- What represents a “good” performance level?

Source: World Bank

Targets can be either cumulative or non-cumulative. Non-cumulative targets report only the “additional” performance achieved during a given period. For example, reporting the number of individuals that completed training in a quarter is an example of a non-cumulative indicator. Cumulative targets report a running total by adding the progress made during the implementation period to the earlier baseline measure or previously reported actual. For example: If there are 1,000 farmers trained by Quarter 3 and 200 are trained in Quarter 4, the reported value for Quarter 4 will be 1,200.

Targets can be an exact value or range, depending on the degree of precision with which performance can be predicted. An acceptable target range may be useful when indicator has underlying determinants that are difficult to pin down. An example is the Tuna catch rates, which may be influenced by seasonal variation and vessel success rates, where the range would provide the high and low catch scenarios for the quarter.

The target frequency and reporting frequency will need to be aligned. The target frequency corresponds to the time frame within which change should be detectable. Reporting frequencies for RBM can be quarterly, annual or bi-annual. Targets should be set for each reporting period to enable continuous monitoring of actual versus expected performance.

Setting targets is the responsibility of the subject matter experts with guidance from the Planning, Finance and M&E focal person. Higher level targets are to be vetted by the Chief Executive Officers, Principal Secretary or equivalent position within the MDA. As Accounting Officer, the latter takes responsibility for all targets adopted by ministries, departments and agencies that fall within his/her area of responsibility.

Responsibility for achieving targets. To ensure accountability, the responsible ministry or department should be determined for each indicator target. Assigning clear accountability will make it clear which department is responsible for taking corrective action if progress is below expectations. For the higher-level Vision or NDS indicator targets, which a number of MDAs contribute to, it may not be possible to assign direct responsibility for achieving specific targets. However, as part of the annual NDS progress review, specific recommendations and/or actions for specific MDAs may be agreed.

Changing targets mid-implementation should be avoided. The performance element of M&E depends on targets being set in advance and not modified to fit performance. Justifications for target modifications would include:

- Changes in the baseline;
- Changes to the program, project or activity scope;
- Changes in financial resources availability;
- Realisation of external risks; and
- Corrections to erroneous data.

Revised targets will be submitted to the National Assembly. In future however, revising targets during budget execution will only be allowed if it can be justified due to a change in external circumstances. Modifications of targets require approval from the Principal Secretary/Minister and should be discussed with DPA and the MFTIEP. Revisions of targets must also be reported in the Section 31 report.

4.5. Routine Monitoring of Performance

Routine monitoring involves the collection and reporting of actual performance data and is used as an instrument to improve public sector performance. It includes the following stages: i) Routine data collection, ii) Compilation of progress reports, and iii) Using the progress reports to assess progress against set targets and taking corrective action to improve performance when progress is off-track. A performance monitoring and evaluation plan (see Annex 7) is useful to guide regular monitoring of performance.

Monitoring for performance consists of tracking inputs, activities, outputs, outcomes, and other aspects of the strategic plan on an ongoing basis during the implementation period, as an integral part of the project management function. Monitoring provides reliable, on-time, valid information on progress and performance. Monitoring is an essential tool in order to improve performance because it informs implementers about whether programs and projects are *on* or *off* track and allows for corrective action when performance is off-track.

Monitoring focuses on short-, medium- and long-term goals. It is both concerned with long terms goals, the progress that is being sought in five to ten years, such as improved life expectancy, and the day-to-day progress that determines whether a project is implemented successfully. Frequent monitoring will allow implementing teams to take stock of progress and take corrective action to improve performance. Taking stock of progress should therefore be done routinely in the ministry. Less frequent monitoring is needed for higher level results, while more frequent monitoring is required for program and project level results. For the level of the Vision and/or the NDS annual monitoring will be required, while quarterly reporting will be required at program and project level.

The PME does not seek to replace or abolish existing reporting practices, but to focus them on most strategic information for high-level monitoring to enhance performance. Where possible, and through consultation with other stakeholders, PME will seek to streamline and simplify existing reporting arrangements with the aim of increasing the usefulness of the produced reports for decision-makers and reducing the reporting burden.

Table 2: Data sources for routine monitoring

Data source	Overview	Advantages and limitations
Census data	At regular intervals, the National Bureau of Statistics conducts censuses. A census is a complete count of a population, for example the Population and Housing Census (every 10 years).	Because censuses are complex, they are very expensive and typically only carried out every 5-10 years, but they offer a comprehensive and inclusive picture of the status of the population.
Survey data	National surveys are carried out by National Bureau of Statistics as well as various Ministries, Departments and Agencies. Surveys rely on a representative sample of the entire population for which information was collected through the census.	Surveys are less costly to implement than censuses, but nevertheless costly. They are therefore only undertaken every 2-5 years. Amongst existing surveys are the Visitors survey (quarterly) and the Household Budget Survey (every 5 years).
Administrative data	In between censuses and surveys various line ministries, departments and agencies collect large amounts of	Administrative data has the advantage that it usually is available at higher frequency than census and survey data.

	<p>administrative data. These are routine data/statistics collected by a range of data producers across government. Administrative data is often collected at service delivery points, for example primary schools or local health clinics. Administrative data include ‘primary school datasets’, ‘health clinic datasets’, ‘consumer price index data’, and ‘exchange rate statistics’.</p>	<p>More recent monitoring data is useful for making mid-term adjustments to programs, where performance may be lower than desired.</p> <p>Some data is collated on a daily basis, e.g. exchange rates, whereas other is collated on a monthly basis, e.g. number of tourists in the past month.</p> <p>Annex 11 provides useful guidance for reviewing existing administrative monitoring tools and templates to optimise their use.</p>
Financial data	<p>Financial data includes revenue and expenditure analysis.</p>	<p>Financial data is readily available and can be monitored frequently and at no additional cost.</p> <p>It gives a good initial indication of whether a program/project is being implemented according to plan.</p> <p>For example, if an agricultural extension program is planned to disburse two million Rupees every quarter during implementation, and there are no disbursements over the first two quarters, it may be an indication of implementation challenges that need to be addressed for the program to succeed.</p>
Project data	<p>Project data is compiled by MDAs through the project management information systems.</p>	<p>The quality of reported data should be continuously verified and scrutinised to ensure reliability and avoid common pitfalls, such as double counting.</p>
International indices	<p>International indices regularly collect and publish data on the Seychelles. Data may be obtained from international organizations such as the World Economic Forum, the OECD, or the World Bank.</p> <p>Examples of these indices include health data published by the World Health Organisation, the Global Program on Fisheries (PROFISH), the ‘Ease of Doing Business’ index compiled by the World Bank, and the ‘Corruption Index’ published by Transparency International.</p>	<p>International indices serve to augment internal data collection and provides the opportunity to benchmark progress on standardised indicators against other countries.</p>

PME is led by DPA in collaboration with MFTIEP but is everybody’s task. Whereas performance monitoring is everyone’s responsibility, at the national level the DPA will take the lead in integrating the performance M&E function across government in close collaboration with MFTIEP and the various

Ministries. Monitoring of performance should be distributed throughout the portfolio. Responsibility for data collection assigned to the technical field staff and PPBB program managers at Agency level, where verification and consolidation of reporting data will be done by the senior analyst and the CEO. The PPBB Guideline (2018) defines the PPBB program manager as “the individuals who are responsible for the use of resources in the program, in line with the program budget, and for monitoring and reporting on performance measures against the program.” At Ministry level, the M&E unit will collate reported information for discussion, verification and interrogation by the PS and RBM Committee. Verified and reliable information will be reported to the Minister for reporting to Cabinet, who monitors trends within and across sectors. At the end, it is only by making PME a task to which all stakeholders in the portfolio contribute directly or indirectly, PME can be made sustainable. PME then becomes then everybody’s business and will be institutionalized.

To optimise the use of available data, data and official statistics produced across Government needs to be shared. Data sharing may be done based on specific requests from the ministries to the data producers or through the routine publication of statistical products. DICT will support by developing and maintaining government-wide data systems and developing an RBM dashboard to facilitate access to RBM information across the public sector and eventually beyond.

Preparing an Indicator Reporting Plan. To facilitate the collection of indicator data for the routine progress reports, the M&E Office may compile an Indicator Reporting Plan. This plan would contain essential information on which department the data is produced in, the exact date the data is available and whom to request data from. This information can be summarised in a master indicator table to provide an overview of data collection responsibilities throughout the portfolio. The indicator reporting plan should be organised by indicator type (KPI, contributing indicators) and include the relevant reporting dates, e.g. for the quarterly and annual reports. The indicator reporting plan will be compiled by the dedicated PME Officer in the Ministry in collaboration with the subject matter experts and the statistical officers at the agency level. It should be reviewed and endorsed by senior management in the ministry. The Master Indicator Table template in Annex 8 and Indicator Reporting Plan in Annex 12 is useful to review available information and guide the routine collection of performance information.

At the project level, once project indicators have been selected, their baselines determined, and targets set, the project implementing teams should fill in the Project Monitoring Template in Annex 10. This template will form the foundation for continuous performance monitoring at project level. The information in the table should be updated at least quarterly to be helpful for management purposes.

The dedicated PME Officer with support from the Policy, Planning and/or Research Officers, or the RBM officer as they might emerge to eventually, may also take the lead in compiling a Performance M&E Plan. This plan would document all the planned monitoring, evaluation, reporting, review, and dissemination activities that are planned in the ministry for the year. For practical purposes, the Performance M&E Plan can complement the strategic plan. While both of those strategic documents are likely to include indicators, results matrices, and references to data collection, an M&E plan is a tool for the Ministry to systematically document its M&E practices. Following the formulation of the M&E Plan, the Principal Secretary will issue commensurate circulars/directives to ministry staff to explain the required new processes and to give effect to the plan. Annexure 7 explains the purpose, process and content of the Performance M&E Plan.

4.6. Reporting and information use

The purpose of the M&E system is to provide accountability, inform strategic and operational decisions and to formulate budget requests. The results framework should specify to whom the data is reported, the regularity of reporting and the purpose. The Results-based framework should also clearly specify the recommendations for action, specifying the deadlines for follow-up action, the responsible and accountable persons and any resource requirements.

Information produced by the M&E system is used to report to different stakeholders. Reporting primarily informs decision-making and internal users may include the ministerial decision-makers, such as the Minister, Principal Secretary or CEOs of Agencies, the Ministerial RBM Committee, the M&E focal person and PPBB program manager(s). Reporting serves to promote transparency and accountability and to facilitate public awareness. External users of progress reports include Cabinet, the Ministry of Finance, Trade, Investment and Economic Planning, the Department of Public Administration, the Parliament, Office of the Auditor General as well as the media, private sector and citizens.

Ministries will be required to report on the Key Performance Indicators annually and quarterly on the key contributing indicators that drive the achievement of the KPI. A general principle for progress reports is that they should be short and concise, results-focused, and tailor-made for use. Higher level officers are likely to have limited time to review progress reports and it should therefore be easy for decision-makers to determine whether implementation is on or off-track vis-a-vis the set targets. Extensive reporting on activities should therefore be avoided. At program or project level more detailed progress reports that provide additional information on the conversion of inputs to outputs and the achievement key milestones (such as procurement progress) may be useful for program and project implementers to take corrective action when performance is off track. This additional information is, however, not required when progress is communicated upwards in the system.

Monitoring reports are produced for different purposes and audiences. Regular monitoring reports include the following:

- **Monthly reports:** Where necessary, MDAs will prepare brief progress snapshots, based on the high-level monitoring tool, combining strategic planning, PPBB and PME performance information on a monthly basis, with the objective to identify actionable recommendations to strengthen public sector performance. M&E serves both as a tool to monitor progress in the implementation of strategic plans and budgets as well as the achievement of results. At implementation level, technical field staff shall monitor implementation on a continuous basis to ensure projects deliver their intended results effectively and efficiently. The PPBB Program Manager should therefore regularly review progress against

Challenges and delays may require support from ministerial colleagues, for example to unblock budget and procurement hurdles, or ensure better coordination with other ministries. Identified implementation challenges should be addressed as soon as possible. The M&E and Planning Officers will assist in the initial attempts at problem-solving. If program/project teams are unable to address the implementation challenges themselves, the challenges and problems encountered should be escalated upwards in the system to Director or Principal Secretary level to obtain the necessary support for accelerated implementation and service delivery.

planned activities and milestones, outputs, higher level results, and expenditures. Annexure 19 provides a useful structure for reporting progress against planned targets and to inform corrective action where progress is off target. Consulting citizens and soliciting their feedback on project implementation while at the project site should be a standard component of on-the-ground monitoring. This may help to understand whether the project had unexpected or unintended effects on the local community. Checklists and templates that may guide on-the-ground monitoring should be developed jointly by DPA, MFTIEP and the Ministry.²¹

- **Quarterly reports:** All MDAS will prepare brief quarterly progress reports on the progress towards NDS targets and key portfolio and ministerial results; with the aim of ensuring relevant national and sector priorities are being achieved and taking corrective action as needed. This information will be included in the high-level PME tool. Quarterly performance reports enable ministries to keep track of progress towards identified key performance indicators for the portfolio. Reports will be brief and only focus on progress against indicator targets – e.g. for each indicator progress against the targets and the status will be given. Once completed, the ministerial RBM Committee will review the quarterly performance reports, make recommendations and agree on corrective actions, based on the findings of the reports.
- **Cabinet reports:** Cabinet reports will comprise a one-page report that provide an overview of strategic performance indicators for the portfolio, using the high-level PME template. Reports are submitted quarterly to Cabinet and should focus on the KPIs for the portfolio. Where relevant, the reports may include selected contributing indicators to reflect mid-term progress where the KPI can only be measured on an annual basis. The report should provide a clear indication of the budget programs that are linked to the KPI and the data sources that are used to populate the report. Finally, the report emphasizes the required operational or strategic actions that are needed to address identified gaps in performance. Annex 17 provides an example of the layout of a Cabinet report, while annex 18 illustrates the back-bone database from which information will be drawn to populate the report.
- **Annual progress reports:** Annual progress reports on the implementation of the National Development Strategy shall be prepared on policy, program and project implementation, which shall inform Cabinet and budgetary decision-making. The annual progress reports provide an opportunity for using performance information, particularly high-level indicators, to report and monitor outputs and outcomes in priority areas and to ensure that the necessary decisions are taken to ensure implementation in line with these priorities. The format for annual reporting of progress towards priority NDS objectives, and promote the use of this information for decision-making, and ensure dissemination to the broader public.

²¹ In time, on-the-ground monitoring data could be linked to a Project Management Information System that records implementation information and results, including photographic documentation of deliverables, such as a bridge, road, or building. The site visit can be used to verify photographic evidence and other information as recorded in the project implementation management information system. For further reading see, Vasquez (2007), *Control and Accountability Tools – Spot Checks*, World Bank

- **PPBB financial accounting:** Various financial reports are routinely prepared and submitted by MDAs for financial accountability. This include the:
 - MTES that shows actual and planned performance by programme and sub-programme;
 - PPBB Statement that shows actual and planned performance by programme and sub-programme;
 - In-year performance reports that captures actual performance by programme and sub-programme;
 - Annual performance reports (in accordance with Section 31 of PFMA) that captures actual performance by programme and sub-programme; and
 - Section 31 Reports to the NA-which include financial and non-financial information.

The consolidated Cabinet reporting template offers the advantage of enabling clear accountability and quick access to the producers of information. Concise and precise reporting enables a quick overview of progress and challenges to ensure that questions can be readily answered with the most relevant and recent information. The report ensures alignment between the PPBB, policy and national and sector priorities in what is being measured and reported. It provides easy to exchange information, measure and benchmark performance between portfolios once the template is rolled out across government. Finally, keeping the report simple and user friendly with limited technical jargon will mean that the same information can be communicated to cabinet and to the public.

Information in the reporting template can be tracked over time in a dashboard that provides further information and allows for the identification of trends that is reported on the reporting template. Annex 9 provides an example of an Excel based monitoring template. In time, the DICT will develop e-dashboards that may be used across government to support KPI monitoring and reporting.

As the number of indicators that are routinely tracked by the MDA at different levels expand, it is useful to capture all indicators in a master indicator template. This template ensures that routine data collection can be efficiently managed. The routine monitoring template captures the following:

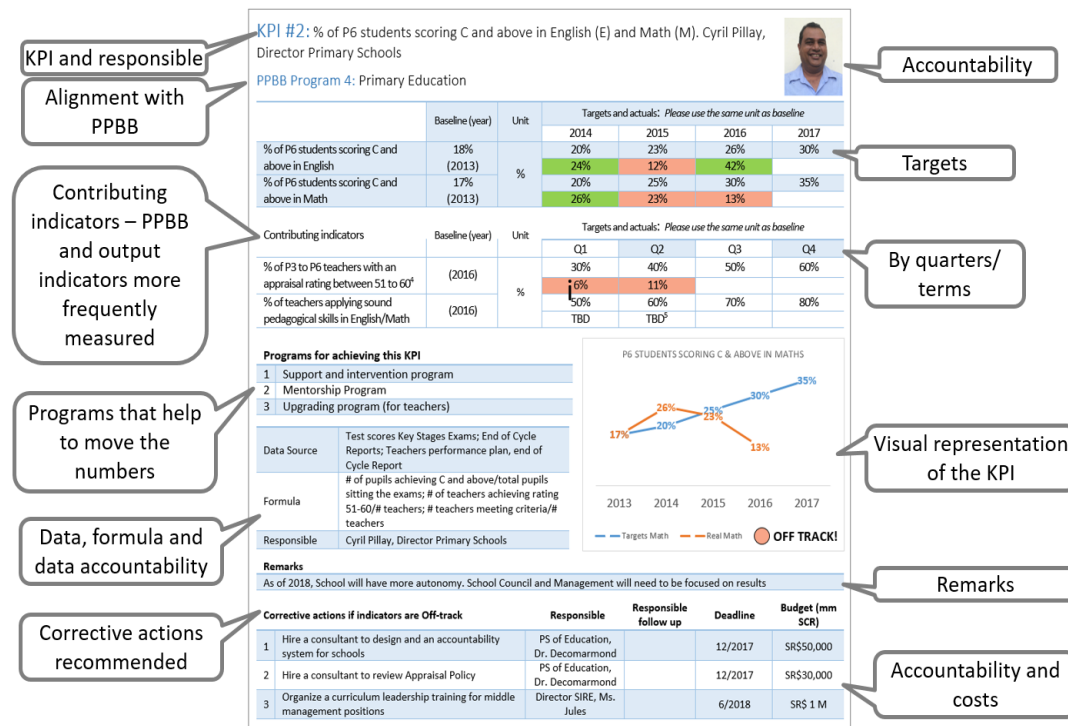
- **Meta data on the indicator**, which provides the full definition, method of data collection and verification and the person responsible for the indicator.
- **The routinized process of data collection** by linking specific data capturing, collection and reporting activities in a two-year Gantt chart. Once the template is completed, sorting the Excel sheet per monthly column helps the designated M&E focal person and various custodians of the indicators to clearly see what data is due for collection and reporting in the specific month.
- **Historic performance data** by expanding section 2 that duplicates the quarterly performance data as collected in the quarterly monitoring template per year and quarter.

Annex 8 depicts the information in the Master Indicator Template that promotes and support the routine collection of data against adopted indicators.

Building on the progress reports from ministries, up to four key PME reports will be produced throughout the year: This includes three brief summary quarterly reports and one more comprehensive

annual progress report, to be presented to Cabinet on policy, program and project implementation, focusing on performance within the sector-based portfolio and strategic programmes in the portfolio, as informed by NSP and the PPBB. The annual report shall also include a project chapter that shall summarize project implementation across line ministries, informed by project monitoring reports. This shall be part of the annual reporting by ministries and agencies to the public on the achievement of their objectives. This will be complemented by the monthly progress reports snapshots at the portfolio level. Figure 13 provides an example of a snapshot report depicting performance against an adopted KPI.

Figure 13: Sector-based portfolio reporting



Source: World Bank

Scheduling reports

Reporting timelines vary according to the type of monitoring and the audience. Annex 19 captures the reporting timeline to populate quarterly reports for reporting to the IRBM Committee, Minister and Cabinet. The proposed reporting timeline is as follows:

- Compiling the quarterly reports and Cabinet reports commences in the second last week of the quarter at the Agency (operational) level. PPBB program managers will provide updated, accurate information on the KPIs and contributing indicators for the program to the Senior Analyst who verifies the accuracy of reported information before compiling an integrated report on the KPIs and contributing indicators for the Agency.

- This report is submitted to the CEO in the second last week of the quarter who may request further information, clarification and corrections.
- The Agency reports to the M&E focal person or Technical Advisor (where applicable) in the Ministry in the final week of the quarter. The M&E focal person will scrutinize the reports for possible shortcomings and limitations, or questions on the reported information.
- Reports will be collated to an integrated report that is submitted to the IRBM Committee and the PS in the first week of the new quarter. The IRBM Committee or PS scrutinizes the report, requests further information and clarification and discuss the implications of the reported performance for further actions.
- Following the deliberations of the IRBM Committee, the performance report is submitted to the Minister in the second week after the quarter. The Minister presents the report to Cabinet for further deliberations on the reported performance and to be used to inform decision making.

Using reports

Using Performance M&E to drive improvements in service delivery. To enable performance monitoring to become a performance management tool, progress reports must inform program and project decisions from the initial design, throughout implementation to final assessment. In practice, this means agreeing on and taking corrective action when progress is off track, assigning responsibility for the corrective action, and setting deadlines for follow-up action.

Action plans will be compiled based on recommended actions in the quarterly and cabinet reports and the implementation of these action plans will be monitored for delivery. The purpose is to update the Minister on progress against recommended further actions. The follow up on the implementation of the action plans involves multiple role players:

- Technical Field Staff tasked with the implementation of the recommendations would collect relevant performance information and report to PPBB program managers the progress on the implementation of the action plan.
- Information will be presented to the senior analyst and thereafter to the CEO, who would perform quality assessments to verify the accuracy of the reported information.
- The Agency will present the progress report to the M&E unit or Technical Advisor at the Ministry who would compile a summary of actions that are on-track or off-track and flag off-track issues for the attention of the IRBM Committee and PS.
- The IRBM Committee will review progress, request further information where needed and identify priority areas that should be attended to.
- The progress report is presented to the Minister who reviews the progress report, flagged issues and recommended actions.

Annex 20 presents the timeline for the compilation and submission of action plans.

Overcoming implementation obstacles. Table 3 summarises five typical risks that implementation might face, that need to be identified and mitigated as soon as possible to prevent delays in reaching the set targets for the KPIs. These include:

Table 3: Implementation risks

Risk	Overview	Mitigation
Bottlenecks	One process, for example the procurement process, might delay the rest of the implementation chain. It usually happens when there are processes/actions that depends disproportionately on a particular actor or specialised knowledge.	Review the implementation chain and allocation of responsibilities to identify and eliminate possible bottlenecks.
Flow of funds	A misalignment between the funds' controller and executer, for example delays in the release of funds for projects.	Review the flow processes and requirements to improve coordination and address problems.
Capacity challenges	Areas where there is need for additional skills, further training, incentives or commitment to play the desired role.	Ministerial capacity building plans should be tailor-made to address areas where implementation capacity is particularly weak. A strategy for capacity building, obtaining short-term support from other areas in the ministry/government or prioritising a small set of key tasks may be appropriate to overcome this challenge.
Complexity	Areas and processes that have an unnecessarily long number of processes or actors may delay implementation.	To reduce complexity, key roles and actions for the implementation should be defined with agreed upon strategies for simplifying the rest. The IRBM Committee can play a lead role in this regard.
Coordination	Strength of the personal relationships between the key implementation stakeholders, at the institutional or individual level may prevent implementation.	Promote and use the strong links for accelerating implementation; develop a strategy to work on weak relationships. Informal relationships will help in knowing where to seek help and guidance.

The M&E focal person or Technical Advisor can assist in overcoming implementation challenges by leading problem-solving sessions with the teams; providing analytical and technical support; assisting in the escalation of problems that require leadership-level decisions; and providing tools to the ministries to identify and solve problems in the future. Annex 21 explains the process to prepare for a performance review meeting and to follow up on the recommendations from the performance review meeting. The M&E focal person will work with the program/project implementation team to address service delivery challenges.

Informing strategic planning. PME information reflecting successes and challenges play an important role in informing the focus and targets of strategic plans. As such, it needs to provide input into the NSP process and overall RBM process.

The IRBM Committee will routinely review progress against key ministerial targets - both the KPIs and contributing indicators - and review the findings of evaluation reports. Regular progress review meetings at ministerial level will allow Ministers, Principal Secretaries, and Directors to assess which programs are on or off track. The IRBM committee can assist to coordinate stakeholders in cross-sectoral challenges and providing links to counterparts in other ministries/departments that could help troubleshoot and align incentives.

Cabinet will provide feedback loops through the Minister to the M&E focal person and technical Officers and other stakeholders; informing them of the actions to be taken to improve performance. The producers of the performance reports and the decision-makers should have routine meetings to present main findings, discuss recommendations and receive potential ideas for improving the usefulness of the information embedded.

Chapter 5: PME Functions: Evaluations

This section of the Manual focuses on the design and implementation of the evaluation function, while acknowledging that initiatives that aim to tailor evaluation practice to the specific context of the Seychelles is still ongoing. It is particularly relevant to stakeholders who will be involved in the selection, management, and/or conduct of evaluations and or the use of evaluation findings for making better informed decisions. The setting up and strengthening of the evaluation function will allow the Government of Seychelles to use evaluation findings as part of an evidence-based approach to both policymaking, and the design and implementation of programs and projects. Thus, evaluation findings will help enhance service-delivery and make better use of public resources to achieve national goals.

This section discusses the nature, benefits and types of evaluations and the establishment of the evaluation function. The first section provides an overview of the benefits, uses and types of evaluation. The second one discusses in detail how to establish the evaluation function in four phases: i) Defining roles and responsibilities and piloting Rapid Evaluations; ii) Developing the National Evaluation Plan (NEP); iii) Implementing the NEP; and iv) Using evaluation results. The roles and responsibilities of the key actors and the key steps to managing an evaluation are also described.

An evaluation assesses the implementation progress, results and impacts of a program. Progress against the strategic plan can be evaluated at discrete points in time (usually at the start, mid-point and completion) along some key dimensions (i.e., relevance, efficiency, efficacy, impact, performance). Evaluation provides information on whether the strategy is focusing on the right things, whether operations are implemented correctly and lessons for future improvement. An evaluation should provide information that is credible and useful, facilitating the incorporation of lessons learned into the decision-making process to positively influence the future of the intervention.

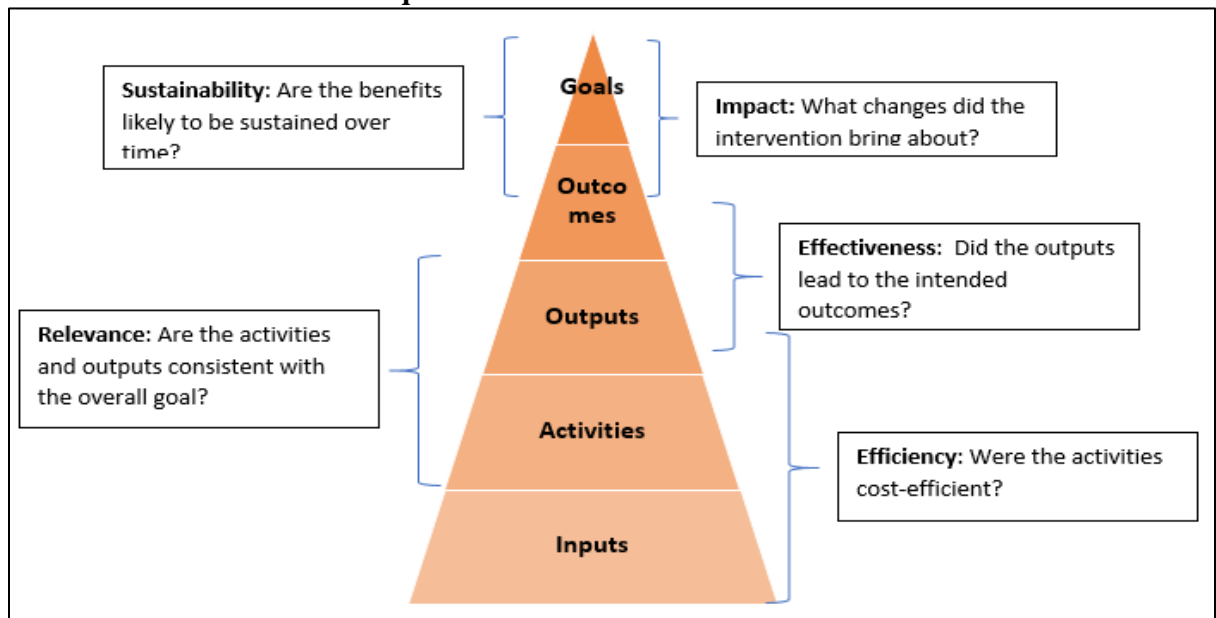
High quality evaluations typically adhere to the OECD evaluation criteria (see Box 4) and answer typical evaluation questions as summarised by the IFCR (see Figure 14.)

Box 4: OECD Evaluation Criteria

OECD Evaluation criteria
<ul style="list-style-type: none">• Relevance: To what extent are the policy, program or project’s objectives pertinent in relation to the evolving needs and priorities of government?• Effectiveness: To what extent have the objectives of an intervention been achieved?• Efficiency: How economically have the various resource inputs been converted into tangible goods and services (outputs) and results? Were objectives achieved on time? Was the right mix of inputs and outputs used to achieve the intended results?• Impact: What has happened as a result of the intervention? What real difference has the activity made to the lives of the beneficiaries?• Sustainability: To what extent can the positive changes be expected to last after the program has been terminated?

Source: World Bank

Figure 14: Evaluation criteria and questions



Source: Based on IFRC (2011), *Project/program monitoring and evaluation guide*²²

5.1. Benefits of evaluation

When evaluations are used effectively, they support program/policy improvements, knowledge generation and accountability. Some of the benefits of a strong evaluation function, integrated with other public sector management systems, include:

- **Improving program performance:** Decision makers, such as PPBB program managers, policy heads or ministers use evaluations to make necessary improvements, adjustments to the implementation approach or strategies, and to decide on alternatives. Estimates from South Africa, Mexico and Columbia suggest that at least a 10% improvement in programs can be achieved through the evaluation of these programs. Over three years, this may translate to a return rate on of

²² OECD. Glossary of Key Terms in Evaluation and Results-based Management <https://www.oecd.org/dac/evaluation/2754804.pdf>

evaluation investment of 30:1,²³ emphasizing not only the learning function to enhance development outcomes, but also the potential for significant fiscal savings.

- **Improving decision-making:** By providing in-depth information, policy-makers in line ministries or at the Centre of Government, Planning Officers, Cabinet, MFTIEP and other key decision makers can take informed decisions on how to allocate resources and whether to shift funds to different priorities. Information from evaluations will be particularly helpful during budget discussions, annual reviews, revisions of strategies and preparation of new strategic documents.
- **Promoting a culture of continuous learning:** Evaluations contribute to the development of knowledge for both global and local use. The regular evaluation of policies and programs presents valuable lessons for continuous adaptation and improvement of programs. The use of evaluation findings information shall help instil an evidence-based approach to policy-making and implementation and can contribute to the design and the implementation of policies, programs, and projects. Ultimately it contributes to enhanced service-delivery and resource allocation to achieve national goals.
- **Strengthening transparency and accountability:** Evaluations help understand whether public funding is spent as anticipated and whether it leads to the intended results. By providing objective and independent assessments that are made publicly available, evaluations improve the transparency of the government and increases the ability of citizens, the media and the immediate beneficiaries of an intervention to hold implementing institutions accountable for the results they are committed to achieve.
- **Promote equitable policies and programs:** Evaluations can provide information on whether interventions have different impacts on different sectors of the population, such as vulnerable or poorer groups, thereby informing potential changes to the interventions to make them more equitable.

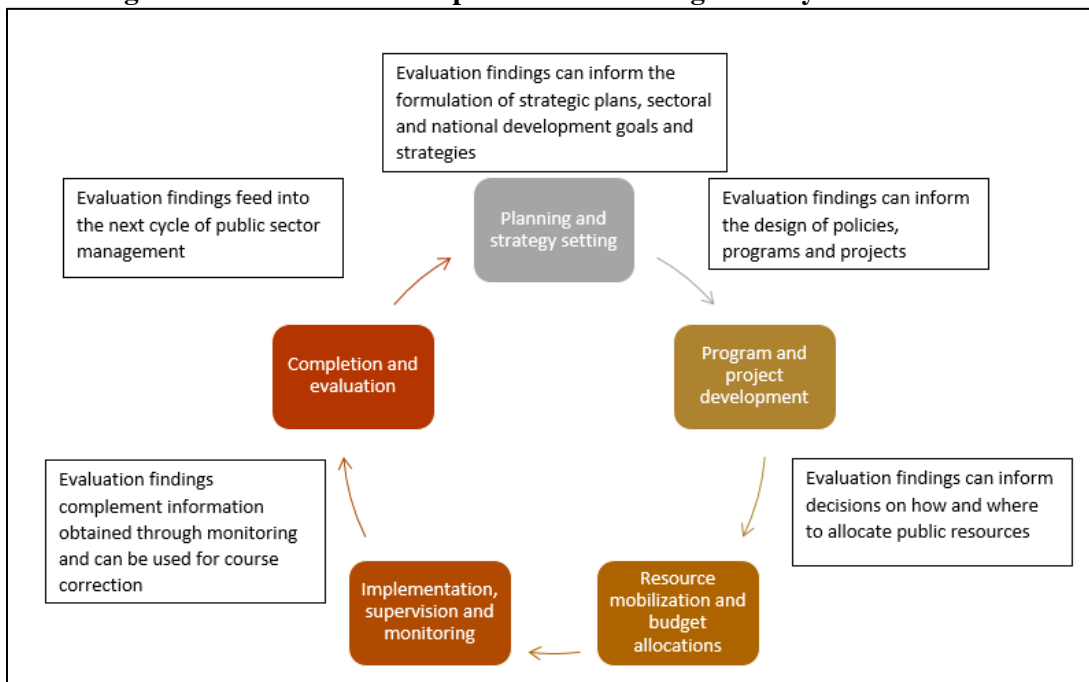
The purpose of evaluation in the context of PME is to generate credible information which is used to influence performance management decisions. The yardstick for measuring the success of an evaluation function is whether the knowledge and data it creates are used. Figure 15 illustrate how evaluation findings may be useful to support management decisions throughout the design, implementation and evaluation process.

Evaluation findings can inform the formulation of strategic plans, portfolio and national development goals and strategies. Due attention should be paid to the timing of evaluations, so that their results are available in time for the strategic planning cycle of the Government or the review of sector

²³ See Goldman, Ian, Jabulani E. Mathe, Christel Jacob, Antonio Hercules, Matodzi Amisi, Thabani Buthelezi, Hersheela Narsee, Stanley Ntakumba, & Mastoera Sadan (2015), “Developing South Africa’s national evaluation policy and system: First lessons learned” *African Evaluation Journal*; Vol 3, No 1.

specific policies and strategies. Both for government-wide strategic evaluations and for portfolio evaluations, this would mean aligning their timing with key milestones related to national strategic planning, such as development of National Development Strategies, sectoral strategic plans (e.g. national tourism strategy) or NDS/strategy mid-term reviews. DPA and the MFTIEP can assume responsibility for ensuring that all future strategic plans, portfolio strategies and NDPs refer to evaluations and take into account their findings and lessons learned.

Figure 15: Using evaluation results in the public sector management cycle



Source: World Bank

Evaluation findings can inform also the design of specific policies, programs and projects. This means that whenever a new project or program is being conceived, the responsible officials and institutions will have a duty to review the findings of past and on-going evaluations and integrate them into the design of new interventions. This can be achieved by adding this as a requirement to the program/project preparation template, instructions or manual. When reviewing program and project proposals, DPA and the MFTIEP can ensure that evaluation results have been reflected.

Evaluation findings can inform decisions on how and where to allocate public resources. Evaluations can provide information on whether to increase the resources allocated to an intervention or to scale the allocation down, or to divert resources elsewhere. In line with the evidence-based approach assumed by the Government of Seychelles, it would be important to reflect on information generate by evaluations when making budget decisions, as successful experiences elsewhere, such as in Chile have shown. MFTIEP would have a key role in this process.

Evaluation findings complement information obtained through monitoring and can be used for course correction. This is especially true when it comes to interim evaluations conducted during an intervention’s timeline, rapid and self-evaluations. This again implies careful timing of evaluations and

ensuring the project and PPBB program managers are aware of ongoing evaluations. Information from the monitoring system can signal the need for an evaluation and vice-versa, an evaluation could point to challenges with the delivery of an intervention and suggest possible options for the way forward.

5.2. Types of evaluation

There are various types of evaluations and it is important to consider their advantages and disadvantages and select the appropriate type of evaluation for the specific purpose for which the evaluation is being conducted. There are different ways to classify the types of evaluations based on the timing at which the evaluation is conducted. For example, an “ex-ante” evaluation is carried out before the implementation of an intervention, “interim” if it is carried out during implementation and “ex-post” if it is done after implementation. Another way of classifying evaluations is according to their purpose: to improve an existing program or project or policy (“formative” evaluation), to provide a judgement on an intervention (“summative”) or to contribute to the development of an intervention that it is not fully designed yet (“developmental”). Depending on who is conducting an evaluation it can be “external”, i.e. when it is contracted out to an independent outside party, or “internal”, self-evaluation conducted with internal to the organization human resources. If an evaluation is conducted in a shorter period of time and is based mainly on existing data, it is called a “rapid evaluation”. Many evaluations are hybrids, combining different features. The PME policy provides for six types of evaluations (See Box 5).

Box 5: Evaluation Types

Six Evaluation Types
<p>Diagnostic evaluation: This is an ex-ante evaluation, conducted prior to the design of an intervention. It ascertains the current situation prior to an intervention and informs an intervention’s design and theory of change to respond to the identified characteristics and causes of the problem;</p> <p>Design evaluation: This is typically an interim evaluation, conducted after an intervention has been designed or early on in implementation. It uses secondary sources to analyse the theory of change, inner logic and consistency of the intervention to see whether the theory of change is comprehensive and viable. It also assesses the quality of the indicators and the assumptions;</p> <p>Implementation evaluation: This evaluation is carried out once or several times during the implementation of the intervention. It looks at whether an intervention’s operational mechanisms support achievement of the objectives, analyse problems in the implementation process and the early realisation of results;</p> <p>Impact evaluation: This evaluation measures changes in outcomes attributable to the intervention and can also detect unintended consequences. Impact evaluations need to be planned for early in the design of the intervention and are typically more expensive and more rigorous than other evaluation types;</p> <p>Economic evaluation: Focuses on whether the benefits of the intervention outweigh the costs of the intervention. This can be done by doing a cost-effectiveness analysis to arrive at a “cost per unit of outcome” estimate, or by or cost- benefit analysis that calculates the financial value of changes in outputs or outcomes;</p> <p>Evaluation synthesis: This type of evaluation is also called “meta” evaluation. It synthesizes a range of evaluations to generalize findings across government, e.g. a function such as supply chain management, a sector such as tourism, or a cross-cutting issue such as capacity.</p>

Source: World Bank

The various types of evaluation can be applied at different stages of the results chain. They can provide continuous feedback on performance that may be used to make adjustments and strategic decisions. Annex 15 provides more detailed information on the typical focus, questions and purpose of each of these evaluation types. Annex 16 presents a cycle to determine information gaps, commission evaluation studies through a Terms of Reference checklist, as well as the dissemination of evaluation results.

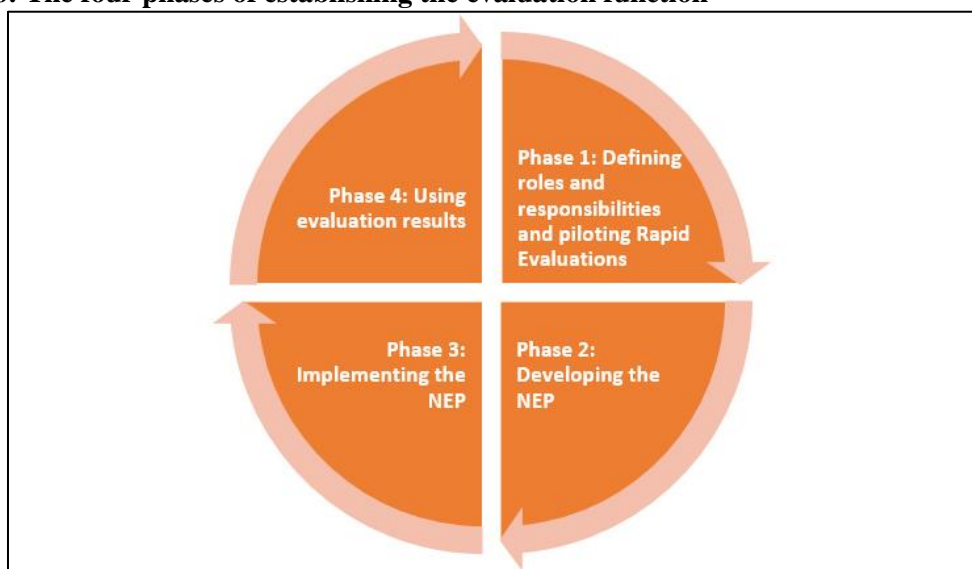
5.3. Establishing the evaluation function

The evaluation function is best built gradually. The process for building the evaluation function is depicted in Figure 16 below. The Seychelles PME Policy provides for the development of an Evaluation Plan, informed by key NDS priorities and programs, to be developed to guide the design and roll-out of the evaluation function and to inform the selection of particular priority evaluations to be undertaken as part of an annual evaluation plan. Developing the National Evaluation Plan (NEP) can be presented in four phases.

Phase 1 consists of defining the roles and responsibilities of the main actors, gaining experience with evaluation and generating additional interest in evaluation. A limited number of rapid evaluations may be undertaken to pilot the evaluation approach. Rapid Evaluations (REs) are focused systematic evaluations of policies, programs or projects based mostly on available data. As they are neither expected to generate new data nor to address all aspects of the evaluated interventions, the time frame for their implementation is typically shorter and their cost lower than that of traditional evaluations. Therefore, a key benefit of REs is the timely availability of the evaluation findings. As a result, Rapid Evaluations are often used not only for learning and accountability purposes, but also to trigger interest in evaluation.

Further Phases builds on the lessons learned in phase 1. Phase 2 takes into account the lessons learned in Phase 1, to solidify roles and responsibilities and to inform the development of the NEP. Phase 3 consists of approving the NEP and implementing it by designing, commissioning, managing and/or conducting strategic evaluations based on the NEP. Phase 4 will consist of using evaluation results by integrating them into other public sector management systems and using them for improved performance management and service delivery. Each phase will feed into the next one and there will be a continuous cycle of feedback and learning.

Figure 16: The four phases of establishing the evaluation function



Source: World Bank

Table 4 below summarise possible responsibilities of various role players involved in the building of a NEP.

Table 4: Responsibilities in building the National Evaluation Plan

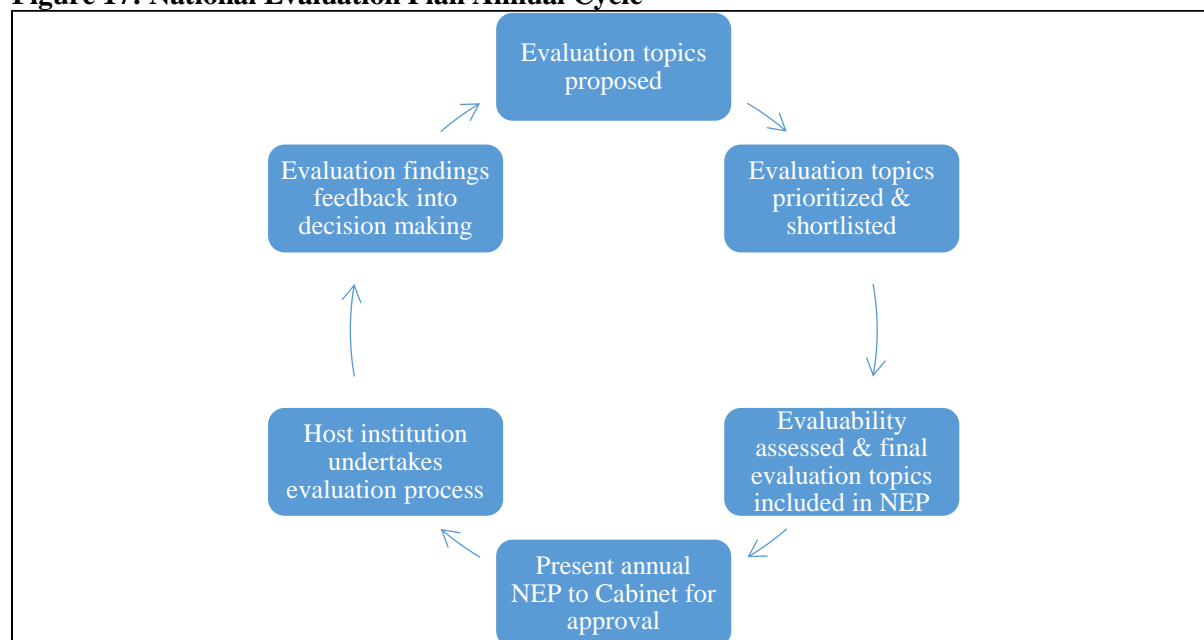
Responsible agency	Role	Tasks
DPA	DPA as coordinator of the PME policy, will be the custodian of the evaluation function and in charge with setting it up, coordinating across the government and managing it.	In collaboration with MFTIEP and NBS, DPA will set evaluation standards, develop tools, provide guidance, ensure quality control and facilitate evaluation capacity strengthening. Promotes the use of evaluation findings for evidence-based policy making. Ensures that evaluation findings are taken into account during the preparation of key strategic documents.
MDAs	MDAs are the primary users of evaluation findings and recommendations	Design, commission, manage or co-manage and/or conduct evaluations of interventions in their portfolio. Ensure that evaluation findings are taken into account during strategic planning, budgeting and the elaboration of strategic documents.
MFTIEP	MFTIEP aligns evaluation findings with planning and financial decision making. Also plays a crucial role in ensuring adequate funding for the implementation of the NEP.	Ensures that evaluation findings are taken into account during strategic planning, budgeting and preparation of key strategic documents such as the National Development Strategy.

Cabinet	Review and approve the National Evaluation Plan	Offer suggestions for evaluation topics to be included in the NEP based on the Government's top priorities. Ensure that evaluation findings are considered at the highest level of decision-making.
National Assembly	Discuss submitted evaluation reports to promote accountability and transparency	Assembly committees may discuss evaluation findings and consider them when proposing or amending legislation. The National Assembly may play a role when implementing actions for Performance Improvement.
National Bureau of Statistics	Provide statistical data to evaluators and provide methodological support and capacity strengthening where possible	Coordinate with the evaluator for data collection. May review and provide feedback on draft evaluation reports and methodological guidance related to data collection. Support capacity-building activities for evaluation when it comes to training on statistical methods, survey design, sampling frames, trend analysis, data collection, management and analysis.
Beneficiaries of the evaluated intervention, citizens and private sector	Beneficiaries are those for whom the final benefit from the relevant program accrues.	Beneficiaries may provide input or feedback to the evaluation process and may be interested in the final evaluation findings.
Evaluators	The external service providers or consultants, or internal evaluators as technical specialists within the government that conduct the evaluation	Complete the evaluation in accordance to the ToR. Focus on strengthening the technical understanding of evaluation of the ministry hosting the evaluation.

5.4. Establishing a National Evaluation Plan

To manage the implementation of the evaluation function, a National Evaluation Plan containing a consolidated list of priority evaluations will be published on a rolling three- year basis. The process for developing the National Evaluation Plan (NEP) is shown in Figure 17. Annex 13 provides details on the implementation of the NEP.

Figure 17: National Evaluation Plan Annual Cycle



Source: World Bank

The process commences by soliciting proposals for evaluation topics. Having collected all proposals for evaluations to be included in the NEP, DPA in coordination with MFTIEP will be tasked with prioritizing the most important ones. The first NEP will focus on high-level evaluations or cross-cutting topics. The number of evaluations to be included in the NEP will depend on the amount of funding available. Annex 14 provides a list of criteria for selecting and prioritising programs for the National Evaluation Plan.

Once the topics for inclusion in the NEP have been selected, they undergo an evaluability assessment²⁴. The assessment will be led by DPA, in cooperation with other key stakeholders, including representatives of the line ministries, MFTIEP, and the NBS. Evaluations which have passed the assessment are then included in the NEP, which should be approved by Cabinet.

For each evaluation, the NEP will specify the following:

- The evaluation topic and purpose: specific policy, program or project being evaluated
- Potential evaluation questions
- Broad estimates of the staff time, technical and financial resources that portfolio and ministries will be required to commit to support an evaluation

²⁴ An Evaluability Assessment examines the extent to which a project or a program can be evaluated in a reliable and credible fashion.

- Institution that will host the evaluation and commission or conduct it
- Plans for dissemination of evaluation results. As transparency is an important principle for the NEP, the credibility of evaluations can be advanced through an upfront commitment to dissemination of results. In practice, this is done through a dissemination plan specified as part of the evaluation TOR, described under the evaluation process.

Chapter 6: Public Participation and Citizen Engagement

6.1 Citizen engagement

In line with the Presidential principles of transparency, accountability and good governance, public participation and citizen engagement are a core part of an effective PME function. Such principles are part of the open government approach which the government has adopted as part of its membership in the Open Government Partnership. Initiatives to strengthen citizen engagement aligned specifically to the context of the Seychelles is still ongoing.

To encourage greater use of the PME findings and enhance the credibility of the system, transparency of performance information becomes a key feature of the system to be used as both a management tool and a mechanism for internal and external accountability. Citizen engagement can help to improve the quality of public services, improve citizen awareness on delivered results and facilitate public engagement in the planning of interventions. To enable citizens to become active role players in achieving the NDS, evidence of the work of government, the progress made, the results that are achieved as well as the challenges experienced need to be increasingly disseminated internally across government as well as externally to the private sector, citizens and civil society. This provides space of engagement with individual citizens, individual civil society organisations, or civil society platforms that bring together different civil society organisations.

Citizen participation in PME will be facilitated by the 2018 adoption of the Access to Information Act. This act implements the transparency, accountability and good governance principles and provides the enabling environment, institutional architecture, and tools that can further promote citizens engagement in PME. Stronger demand for performance information by citizens and civil society will help enhance access to and quality of performance information, encourage an open dialogue on the performance and help institutionalize PME over time.

By providing timely feedback on implementation progress and the quality of service delivery to citizens, participatory monitoring tools will help enhance development results and provide improved services to citizens. Citizen engagement tools can be included in the PME in several ways, including:

- (i) Citizen feedback on access to and quality of service delivery, for example in the environment, education, and health sectors;
- (ii) Regular consultations with citizens on progress and challenges in the implementation of NDS and sector policies, programs and projects;
- (iii) Citizen access to information on development results through improved dissemination; and
- (iv) Public consultations on the findings of national and portfolio progress reports.

The PME policy fosters the dissemination of key documents. The PME policy stipulates that key documents that shall be systematically disseminated and made available online. These include:

- The Annual Progress Report on the implementation of the National Development Strategy,
- Portfolio progress report on the implementation of their strategies and plans, and
- National and portfolio level evaluations and related studies.

A variety of participatory monitoring tools can be considered to effectively implement the PME function. A large number of social accountability and citizen engagement tools have been developed and practiced around the world with the aim of improving government transparency and accountability. These initiatives can be led by government or by civil society. The following provides an overview of selected social accountability tools that could be adopted to strengthen feedback from citizens on results and service delivery. The suggested tools have been organised around the following themes: Transparency, Accountability, and Participation²⁵:

Table 5: Participatory Monitoring Tools

Transparency Tools	Accountability Tools	Participation Tools
<ul style="list-style-type: none"> • Citizen Service Centres • Public Expenditure Tracking Surveys 	<ul style="list-style-type: none"> • Social audits • Citizen report card surveys • Community scorecards • Grievance redress mechanisms • Mobile feedback mechanisms 	<ul style="list-style-type: none"> • Public hearings • Participatory monitoring • Participatory planning • Participatory budgeting

Source: World Bank

Transparency tools:

- **Citizen Service Centres.** Citizen Service Centres (CSCs) provide citizens with access to a variety of national/state, and community and/ or private sector services in a single location. While individual service providers may maintain responsibility for back-office functions such as processing applications and verifying information, CSCs serve as a client’s primary points for accessing services. CSCs may vary widely in both scope and form and most developed countries have implemented variations of CSCs at the national and local levels.
- **Public Expenditure Tracking Surveys.** Public Expenditure Tracking Surveys (PETS) seek to follow expenditures from the ministry level (central government) to the service delivery point (public school or health facility) with the aim of identifying resource leakages or diversions and addressing them. One of the elements of the PETS is to assess the efficiency of public spending and the quality and quantity of services. Participatory PETS refer to the engagement of citizen groups and civil society organizations to track the flow of public resources for the provision of public goods or services from origin to destination in order to determine how much of the originally allocated resources reach each level, and how long they take to get there.

²⁵ This overview has been extracted from the World Bank’s collection of social accountability and citizen engagement tools and approaches. More detailed information for each tool can be found at: <https://saeguide.worldbank.org/social-accountability-tools-approaches>

Accountability tools:

- **Social audits.** Social audits involve the beneficiary scrutiny of all details of a public program or project. Social audits seek to evaluate how well public resources have been used to meet the real needs of target beneficiaries. They examine all aspects of a public project including; the management of finances, officers responsible, recordkeeping, access to information, accountability, levels of public involvement etc. A social audit seeks to engage the widest possible cross section of stakeholders.
- **Citizen report card surveys.** Citizen report card surveys provide systematic feedback on service delivery across a wide range of service delivery providers, such as postal services, the police, electricity and water providers. The feedback from citizens is based on their own experiences with the service providers. Citizen feedback is published (and sometimes ranked as well) identifying citizen concerns in order for the service providers to improve services to citizens.
- **Community scorecards.** This is a mechanism by which citizens monitor the quality of public service delivery. Community Scorecard is a community-based monitoring tool that assesses services, projects, and government performance by analysing qualitative data obtained through focus group discussions with the community. It usually includes interface meetings between service providers and users to formulate an action plan to address any identified problems and shortcomings.
- **Grievance redress mechanisms.** The ability for citizens to complain about services is an important function in improving the efficiency of public service provision. A formal grievance redress mechanism is a system by which queries or clarifications about the project are responded to, problems with implementation are resolved, and complaints and grievances are addressed efficiently and effectively. The purposes of the grievance system are to be responsive to the needs of beneficiaries to address and resolve their grievances and to collect information that can be used to improve operational performance.
- **Mobile feedback mechanisms.** Using cell phone technology, systems of Short Message Service are being applied in several countries. Through short messages, citizens provide feedback on services, for example in the health sector, they have received during a recent visit to a health centre. The provided information is aggregated at ministry level.

Participatory tools:

- **Public hearings.** Public hearings involve community hearings between citizens and service providers. MDAs will use public hearings to provide citizens information about provided services and offer citizens an opportunity to ask questions and receive answers on their concerns. This may be a way to address community concerns and solve persistent problems. Service providers may also learn what challenges and barriers communities face in accessing their services.
- **Participatory monitoring.** MDAs can use participatory monitoring to receive citizen feedback on progress towards development results or service delivery goals. The main purpose of participatory monitoring is to provide citizen feedback during the life of the program/project and make adjustments while still under implementation. Participatory monitoring can take the form of citizens establishing project management committees comprising representatives elected by the

beneficiaries of the program/project. They regularly monitor implementation and may raise issues of concern that can be addressed during project implementation rather than at the end of the project when adjustments may be more difficult. Project management committees usually write reports that they feedback to the community and government on the progress of the program/project.

- **Participatory planning.** Participatory planning consults citizens at various stages of the planning process. It is important to ensure that a good representation of various groups of citizens and interest groups are achieved. Citizens can be consulted both at very early stages of the planning process, e.g. during the design of the theory of change, as well as at more advanced stages to review the plans and ensure citizen endorsement of the included priority programs/projects.
- **Participatory budgeting.** Participatory budgeting can be used as a channel for citizens to give voice to their budget priorities. Through participatory budgeting, citizens make decisions for a specific amount of the government development budget by determining outcome priorities and investment choices. Thereafter, they can monitor budget execution through social audits or participatory monitoring.

Public hearings and participatory tools are often but not exclusively applied at the beginning of the program/project in order to allow citizens to decide on their development priorities. Grievance redress mechanisms are incorporated during the design phase but applied during implementation. Participatory monitoring can be applied regularly with a lighter touch during implementation and may help to identify implementation challenges, which is also the case for mobile feedback mechanisms. More substantial and detailed feedback from citizens is offered by community scorecards and citizen report card surveys. These allow both government and citizens to rank the quality of service delivery and identify areas for improvement. It is recommended that portfolios /ministries undertake a community scorecard exercise during the lifespan of their major programs. Citizen Service Centres offer citizens convenient one-stop-shops for public services and should be operated continuously. Lastly, social audits and public expenditure tracking surveys are applied at the tail end of program/project implementation to ascertain value-for-money and whether the committed resources reached their intended beneficiaries.

6.2 Dissemination of progress reports

The Performance M&E Policy (2018) requires that progress reports and evaluations be made public through various channels, including DPA and MDA websites, social media and public libraries. Transparency will allow PME to be used as an effective management tool and as a mechanism for both internal and external accountability. Dissemination will also encourage greater use of the progress reports and evaluations undertaken and support the drive for more effective and accountable government. Systematic dissemination of results information will therefore be mainstreamed as part of the PME and all annual progress reports and evaluations will, as a principle, be made public. Ministerial websites will be key tools for performance M&E dissemination. These will be complemented by public launches of key documents and outreach efforts to media, the private sector and civil society.

Dissemination will be internally across government as well as external dissemination to the National Assembly, private sector, citizens and civil society. Publication of progress reports and evaluations will also provide a means to solicit feedback on government performance from citizens. This will include tailored dissemination activities for different stakeholders to share results, encourage feedback and promote

greater use of the system, thus contributing to the sustainability of PME. This is further encouraged by the Access to Information Act. While access to information is necessary, it not a sufficient enabling condition for effective citizen engagement. Performance M&E information needs to be made available to citizens in a timely manner and in an understandable format, and dissemination needs to be complemented by citizen engagement initiatives as described in the next section.

Digital government and ICT tools have the potential to be leveraged for increased outreach and inclusivity at limited cost, but to yield results, it should be integrated into the design of the citizen engagement activities. The RBM dashboard will over time help provide an interactive platform allowing dissemination of selected performance information and allow citizens and the private sector to engage with the government more closely. A one-stop portal can help encourage such a dialogue and provide mechanisms for citizens feedback and over time, access to services, which will all help strengthen the PME institutionalization across government.

Chapter 7: Implementation of the PME Function

7.1. Human and Financial Resources for the PME Staffing

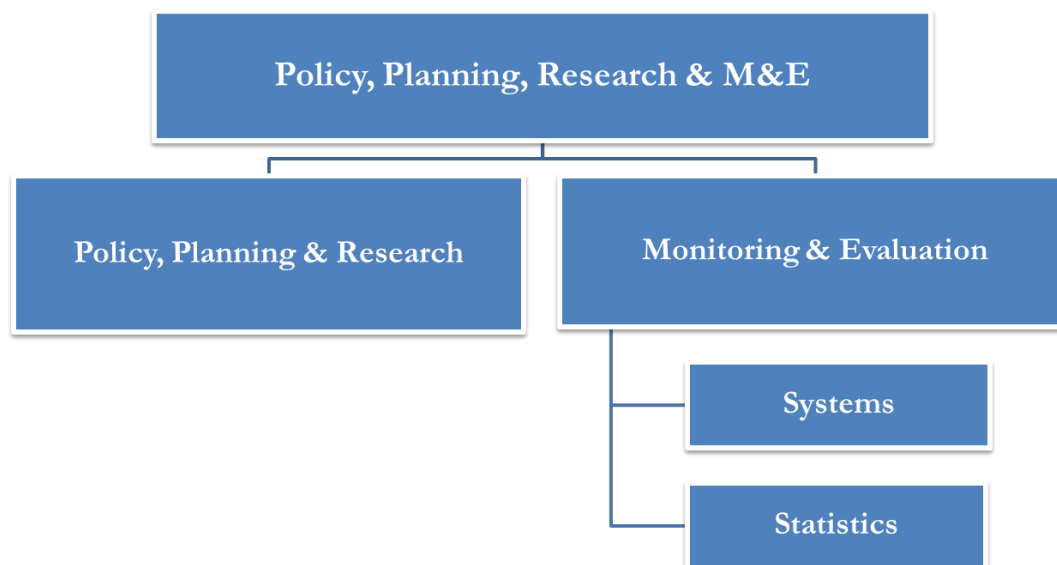
Staffing the M&E function

Establishing the PME function across Government is key for its effective implementation. Whereas there are currently some M&E Officers in place in MDAs, staffing up the PME function in DPA and across all MDAs is important for successful implementation of the PME system. As such, M&E focal persons will be identified within the sectors to support the PME system. PME is part of the RBM system and require a common core of technical skills by operationalizing and providing oversight on the PME functions and creating an enabling environment for those functions and developing standards and capacity in consultation with stakeholders. Integration with the PPBB will be achieved through the IRBM Committee and technical team. Close collaboration between the different RBM teams in DPA and MFTIEP will be of utmost importance and needs to be strongly encouraged to maximize RBM implementation and reduce the burden on MDAs.

DPA has set up an RBM structure (Policy, Planning, Research & M&E) in ministries and departments, with specific consideration to the structure and context of each MDA. The PPBB Guidelines (2019) differentiates between reoccurring/operational cost (including personnel, goods and services, and capital allocations) and expenditure on projects. The PME responsibility will be located and costed within the reoccurring category of the PPBB budget to link the performance monitoring and evaluation function to policy, planning, research and budget decisions.

MDAs are required to identify a designated PME focal person to coordinate PME responsibilities from existing staff, such as economists or planners, or seek to recruit a PME focal person within their existing staffing ceiling. Joint policy units including the strategic planning, PPBB, research and PME functions shall be created to develop and promote the use of PME. Dedicated PME positions will be placed in proximity (same organisational unit or reporting to the same manager) as the planning and performance management units to ensure synergy and efficient sharing of information between these functions (see Figure 18). The PME positions should be created at a sufficiently high level in the post structure of government to enable successful implementation of their function and enable direct communication lines with key decision makers. The DPA will provide guidance to ministries, departments and agencies on to how best to establish the performance M&E function in their organizational structures, while keeping in mind fiscal sustainability requirements of adequate wage bill management.

Figure 18: Proposed RBM Structure in MDAs



Source: World Bank

PME Funding

To reap the benefits of PME in terms of greater government effectiveness, generation of important fiscal savings, and ensuring greater accountability, the necessary funding for PME needs to be provided to DPA and MDAs, following an adequate costing exercise, in line with fiscal sustainability concerns. Whereas monitoring is not as resource intensive, evaluations can be costly, particularly impact evaluations. MDAs are therefore required to allocate adequate resources for PME. This shall include the necessary funding for the on-going monitoring of the implementation progress and key changes in the portfolio, as well as funding for the evaluation of specific policies, programs and projects.

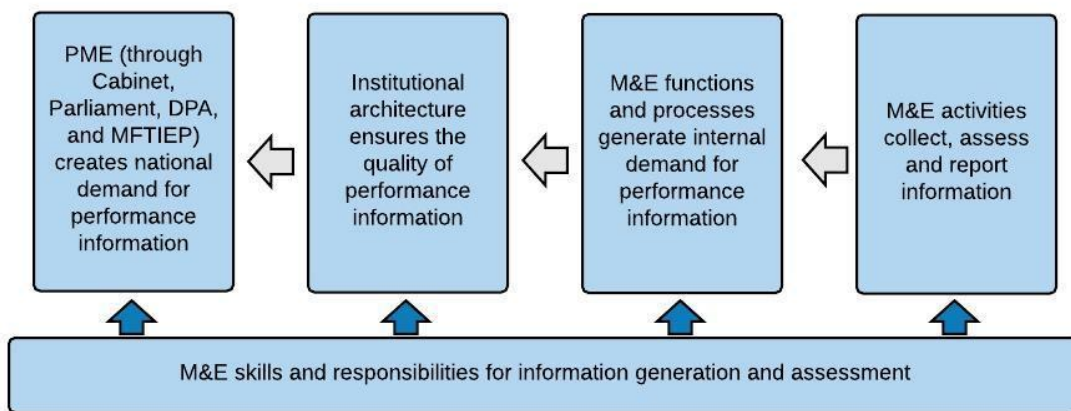
For evaluation, in the initial years, DPA will budget for funds to coordinate the evaluations included in the National Evaluation Plan. The aim is to create in MDAs a demand for M&E, so that senior managers carry out performance monitoring and evaluation not because it is centrally mandated, but because PME helps them to manage the limited resources of their organizations so as to achieve optimum performance and reach portfolio goals. The progressive introduction of performance information into the budget process and its use in the setting and accounting for organizational budgets will be critical in this regard. The expectation is that performance information will increasingly be demanded by the central management agencies such as MFTIEP and DPA as budgets and staffing plans are debated and decided. This creates momentum which will sustain the evaluation function. As central funding of evaluations by DPA tapers down, ministries will be expected to make provision for evaluations within existing budgets, consistent with financial and staffing ceilings.

Strengthening PME capacity

One of the major challenges in institutionalizing PME is to ensure sustainable capacity for PME. While chapter 3 outlined the expected roles and responsibilities of the actors for the PME System, this section provides practical guidance on how the skills needed to perform the roles and responsibilities will be acquired.

An effective implementation of PME relies on strong capacity at the individual, technical, managerial and organizational levels. Figure 19 illustrates that PME skills and responsibilities for information generation and assessments are important for national stakeholders, the strategic management teams that set up the institutional systems that govern the quality of performance information, PPBB program managers that design M&E functions and processes for data collection and the front-line staff directly involved in collecting, assessing and reporting performance information.

Figure 19: PME capacity requirements



Source: World Bank

Capacity development will further be undertaken as part of the public sector capacity building agenda under the under PMS mandate. Its implementation will be led by DPA, in coordination with MEHRD and the TGMI. Capacity-strengthening for producing statistics and assessing the quality of statistics will also be supported by the National Bureau of Statistics.

A comprehensive M&E training curriculum including modules tailored to the needs of each group of beneficiaries will be designed and implemented to include learning opportunities and incentives for applying skills acquired. This will be a combination of general support of government-wide approach and specific support to individual MDAs.

Table 6 below summarizes the skills mix that enables effective performance monitoring and evaluation, based on international experiences. Since ministries are already undertaking monitoring, capacity-strengthening activities will build on existing skills.

Table 6: Skills for Monitoring, Evaluation, Data analysis and Management decisions

Skills set	Monitoring skills	Evaluation skills	Data analysis skills	Management decisions
Required competencies	<ul style="list-style-type: none"> • Designing indicators, calculation methods, and definitions • Calculating targets • Identifying and reporting costs • Organizing reporting channels • Drafting progress reports/ writing skills • Developing standardized approaches, drafting standards 	<ul style="list-style-type: none"> • Research study design • Statistical Methods • Cost benefit analysis • Synthesizing evidence • Survey design and sample calculations • Questionnaire design • Data collection techniques (focus groups, interviewing, expert review) 	<ul style="list-style-type: none"> • Analytical skills • Calculating baselines • Qualitative and quantitative research skills • Logical framework analysis • Data interpretation • Data storage and management • Quality assurance (data quality checks) 	<ul style="list-style-type: none"> • Formulating recommendations based on data • Use M&E information for improving program performance • Applying M&E information in management decisions • Planning, communication and coordination between system stakeholders • Leadership
Potential target audience	<ul style="list-style-type: none"> • <i>DPA officers</i> that need to manage and support monitoring • <i>MFTIEP officers</i> to cross-reference indicator performance and financial data • <i>Departmental M&E focal persons</i> and <i>Program staff</i> to develop theories of change; select indicators, baselines and targets; collect data and populate monitoring templates. • <i>Field staff</i> to collect accurate and reliable data. 	<ul style="list-style-type: none"> • <i>DPA officers</i> that need to manage and support evaluation • <i>MFTIEP officers</i> to interpret the financial implications of evaluation findings 	<ul style="list-style-type: none"> • <i>DPA officers</i> to perform quality assurance checks, interpret findings and formulate recommendations. • <i>MFTIEP officers</i> to map indicators to expenditures or programs. • <i>Departmental M&E focal persons</i> to analyse, interpret and report performance information. • <i>Program staff</i> to analyse, interpret and report performance information 	<ul style="list-style-type: none"> • <i>Policy decision makers</i> that need to endorse and drive the PME process • <i>Executive leaders</i> (Ministers, PS, CEOs and Directors) to use M&E in decision-making

Source: World Bank

At national level, a comprehensive M&E training curriculum will include modules tailored to each group of beneficiaries (such as senior political and executive leaders, M&E specialists, program staff and field staff) and their specific skills needs. The content of the training curriculum will be guided by inputs from DPA, MFTIEP, the National Bureau of Statistics and the TGMI.

The capacity of senior *policy decision makers* will be strengthened to endorse and drive the PME process; to engage with monitoring and evaluation reports; and to encourage accountability of the executive. The value of evidence in decision-making should be emphasised to optimise buy-in, commitment and drive from senior leaders for successful implementation of the PME system.

The capacity of *senior executive leaders* (Ministers, PS, CEOs and Directors) will be strengthened with specific focus on the link between M&E, planning and budgeting; using M&E in decision-making to improve performance; as well as soft skills that can facilitate a behavioural change towards using performance information into decision making.

As key custodian of the PME, *DPA officers* will need to concentrate on skills required for the overall management and coordination of M&E; managing indicator databases; formulating recommendations based on data; quality assurance of monitoring reports to Cabinet, and interpreting monitoring and evaluation findings for evidence-based policy making.

To link PME, Strategic Planning and PPBB together, *officials in the MFTIEP* will need to concentrate on skills required to link performance monitoring and rapid evaluation to budgeting decisions; cross-referencing indicator performance and financial data, which would become relevant with annual output and intermediary outcome monitoring; mapping indicators to expenditures or programs, taking attribution issues into account; and interpreting evaluation findings from an operational of financial perspective and using evaluation findings to help cut or cut down on programs that are not effective.

Departmental M&E focal persons will receive capacity strengthening in building theories of change; selecting and refining indicators, baselines and targets; building monitoring templates; developing monitoring tools for data collection; data analysis, data quality assurance and storage; performance triangulation; interpreting performance information; reporting information for decision-making purposes; and dissemination of information to other stakeholders.

Program staff will receive capacity strengthening in building theories of change; selecting and refining indicators, baselines and targets; identifying data sources, determining their format, availability, and planning and coordinating to access these sources; data collection, quality assurance and storage (including field checks, database management, data cleaning and consistency checks); calculating indicator actuals, triangulating data and interpreting performance; and reporting and disseminating information.

Field staff will be capacitated in indicator design and selection, setting baselines, targets; data collection, quality assurance and storage; using data collection tools appropriately; checking for errors and inconsistencies in the data; calculating indicator actuals, triangulating data and interpreting performance.

At organisational level, ministries will lead M&E capacity-strengthening at the organizational level, with support from the DPA. Since performance M&E encompasses a set of practices that require frequent adaptation and refinement, the capacity assessment will be a continuous process. Ministries will therefore conduct iterative skill diagnostics. Once ministries start performing additional M&E activities, the skills gaps will become tangible and a skill audit will document specific needs for each ministry. Based on these

audits, ministries can improve internal coordination by taking advantage of their existing skills and identifying and filling skills gaps. Internal workshops to generate buy-in and understanding of M&E activities may help to foster a greater results-focus and data driven culture, while targeted training on and off the job can assist with the development of skills required for specific M&E responsibilities.

Once the National Evaluation Plan comes into action, evaluation skills will be fostered. Evaluations are skills and resource-intensive and requires quantitative and analytical skills to measure and analyse the causal relationships evaluations intend to capture. PME stakeholders will attend trainings on evaluation, its usefulness for the decision-making process and the management of the evaluation process. DPA will also need to staff up its evaluation expertise so that it is able to co-manage multiple evaluations and have stronger in-house technical capacity to provide support across government.

As evaluation capacity increases within the government, institutions that have successfully completed evaluations can share lessons through a community of practice. Regional and international evaluation networks will also be a source of best practices. DPA will consider active engagement in regional and international M&E networks such as the International Initiative for Impact Evaluation (3ie), the International Partnership for Development of Evaluation Training (IPDET), and the Centres for Learning on Evaluation and Results (CLEAR).

The above-mentioned capacity building activities will be complemented by training aimed at strengthening non-technical capabilities of staff such as communication or sophisticated leadership skills to drive quality performance data production and its use in decision making.

Strategic Communications

The performance M&E system implies a series of changes in roles, processes, systems as well as a change in behaviour and mind-sets. Communication, aimed at generating a high level of clarity regarding the system, openness, demand and support by different stakeholders, is an important tool throughout the roll-out and implementation of the PME System. It will aim to position the performance M&E function as part of the public sector management system, showcase its results, and increase awareness and understanding across government. It will also help shape the attitude of different stakeholders towards the proposed reforms, by aiding staff in appreciating how PME has been designed and integrated into the established public sector management systems.

The approach for delivering communication will be incremental, starting with the internal audience (key ministries and other key stakeholders) and following with activities targeted at the external audience (Civil Society, NGOs and Parliament). DPA will develop a sequenced Communication Action Plan to structure the communication effort and set up communication objectives. The Action Plan will include stakeholders responsible for delivering the messages, target audience, means, frequency, content, objectives, and metrics to measure the effectiveness of the communication activities. The PME communication activities will represent an opportunity for the Government to increase the use of digital communication instruments.

The internal communication plan aims at increasing stakeholder awareness of PME and strengthen the role of the DPA to effectively lead the implementation process. At the same time, the internal

communications will represent a tool to overcome the initial reform challenges and build an informed, convinced and engaged environment for implementing the PME. The internal communication efforts will target management and staff from various MDAs in an incremental approach to first get traction and change the way in which government is run, while later focusing on maintaining momentum, high level support and engagement with the PME.

The DPA, supported by Department of Information and Communication Technology (DICT), will apply the most effective communication channels for delivering communications given the preferences of the audience and the communications infrastructure in place, e.g. customised in person presentations, printed information brochures, and on-line information repositories or video recordings.

Communication regarding performance M&E needs to be a continuous, sequenced process and not a one-time launching event. Iterative messages can be delivered in the form of a monthly e-mail with updates and motivational messages, billboards and posters. Once the system is up and running, actual results, including successes and identified challenges, should be communicated. Communication needs to follow a two-way flow of information, enabling stakeholders to provide feedback about issues arising throughout the implementation of PME. This will enable corrective action, an adjustment of the communications messages, frequency etc. and hence allow for a more strategic, targeted and preventive communication.

External communication strategy aims at communicating the proposed reform objectives, scope, benefits and needs and seeking the support of various external stakeholders, such as Parliament, Civil Society, Academia and Private Sector. As stakeholders have different objectives, priorities, roles and responsibilities in the M&E system, the respective external communications need to be tailored to different groups of people involved in implementing the system.

DPA with support from the DICT will use online platforms for interactive dialogue and government website to post M&E reform objectives, benefits and expected results, including the posting of targets and performance which should animate public discussions in legislature and media and to build broader civil society support. Alternative means of external communication, such as interviews with the press, joint roundtables to elicit feedback, workshops oriented to the public, competitions and awards, participatory monitoring tools, M&E newsletter, social media communications and blogs may also be considered.

Communications with academia could have different purposes: seeking support and technical endorsement, co-production or simple providing information to external users. The specific communicational products designed for civil society also need to be targeted to the different civil society stakeholders. Special attention needs to be placed on the technical language used in some M&E products, focusing on the use of more colloquial or simple language.

7.2. PME for PME

To ensure that the PME is well implemented across all portfolios, DPA will track the implementation progress and use of information from the PME across government, including how ministries are strengthening the performance monitoring and evaluation function, compiling routine progress

report, reviewing and using the produced progress reports to improve performance, and disseminating and soliciting feedback from citizens.

In monitoring implementation of the PME, DPA will need to track various output and outcome indicators that reflect progress on PME adoption across government departments (see Table 7).

Table 7: Example of output and outcome indicators for PME adoption

Output indicators	Outcome indicators
<ul style="list-style-type: none"> • The percentage of MDAs that produce quarterly reports on the PME reporting template to Cabinet • The percentage of portfolios for which key performance indicators are reported to Cabinet on a quarterly basis • The production of an Annual Progress Report on the implementation of the National Development Strategy • Number of evaluations undertaken per year • The percentage of evaluations for which results are publicly available to citizens 	<ul style="list-style-type: none"> • The percentage of MDAs that have a formal management response plan to address specific recommendations that flow from the PME reporting template • The percentage of MDAs that produce an Annual Progress Report on the implementation of their strategic plan • The percentage of completed evaluations with an adopted management response to the evaluation recommendations

To ensure that the PME system is contributing towards driving public sector effectiveness and efficiency improvements across the public sector, the PME system itself shall be monitored and evaluated regularly. To avoid conflict of interest, this shall be done by Cabinet. Metrics for measuring the roll-out of the PME system across Government may include the following:

- a. Has the necessary institutional set-up been established, staffing in place and capacity-building provided as part of the roll-out?
- b. Has PME tools been developed and are they used to report Annual Progress on NDS implementation?
- c. Is there evidence of the use of PME information in PPBB reports?
- d. Are evaluation findings used for policymaking and implementation?
- e. Is performance information shared beyond government?
- f. Is there evidence of efficiency and effectiveness gains achieved?

Annex 25 provides a useful checklist to help guide M&E practitioners to strengthen the various elements of PME from the planning and system establishment stage through implementation and use of M&E findings.

As directed by the PME Policy (2018), robust implementation of the PME function is of high priority for Government of Seychelles. The findings of the implementation status reports will therefore inform both PME capacity development plans and decision-making at DPA, MDA and Cabinet level.

Annexes

To facilitate the use of the annexes they are organized in the following way according to the structure of the Manual:

- Part 1:** Annexes related to **Planning for PME**;
- Part 2:** Annexes related to **Monitoring**
- Part 3:** Annexes related to **Evaluation**
- Part 4:** Annexes related to **Reporting of performance information**;
- Part 5:** Annexes related to **PME Institutionalisation**

Each of the included templates will be made available separately on the DPA website for easy access, printing and use in the day-to-day work of PME practitioners.

The following table provides a quick overview and guidance on which template to use at the different stages of the PME process outlined in Chapters 3 to 5.

Annexes Quick Guidance Table		
PME Stages		Annex
1. Planning for PME	Guideline for developing a Sector-based Portfolio Results Framework	Annex 1
	Developing a theory of change	Annex 2
	The Results Chain Template	Annex 3
	Strategic Plans to inform Performance Monitoring and Evaluation	Annex 4
	Checklist for strategic plans	Annex 5
	Steps to PME roll out	Annex 6
	Compiling the Performance Monitoring and Evaluation Plan	Annex 7
2. Monitoring	Master Indicator Table	Annex 8
	Content in the departmental database to inform KPI reporting (example)	Annex 9
	Project monitoring table	Annex 10
	Reviewing the relevance of existing Monitoring templates	Annex 11
	Indicators Reporting Plan	Annex 12
3. Evaluation	Implementing the National Evaluation Plan	Annex 13
	Criteria for selecting and prioritizing programs for the National Evaluation Plan	Annex 14
	Evaluation Types, Uses and Links to other Evaluation Approaches	Annex 15
	Components of an Evaluation ToR	Annex 16
4. Reporting performance information	Components of the Reporting framework	Annex 17
	KPI reporting template	Annex 18

	Reporting timeline for quarterly reports	Annex 19
	Reporting on follow-up actions on quarterly reports	Annex 20
	Performance Review Meetings	Annex 21
5. PME Institutionalisation	PME Roles and Responsibilities	Annex 22
	MDA internal RBM Committee – Terms of Reference	Annex 23
	Scoring PME implementation between MDAs	Annex 24
	M&E Checklist	Annex 25

Annex 1: Guideline for developing a Sector-based Portfolio Results Framework

The purpose of the results framework is to clearly formulate the strategic objectives and outcomes for the portfolio and contributing programs, provide a set of indicators to measure the outcomes including a set of intermediate results to track progress toward achieving outcomes, and the M&E arrangements specifying clear units of measurement for each indicator, baselines, annual and final targets for each indicator as well as the roles and responsibilities for collecting, reporting, and analysing data on those indicators.

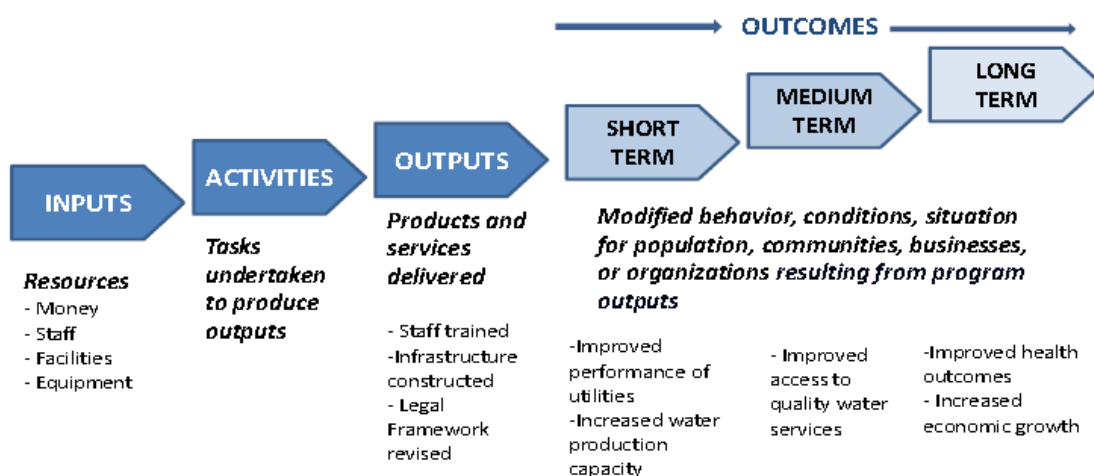
The process. Designing the results framework is a dynamic and iterative process that starts during the situational analysis process and is refined as the strategic planning process unfolds. At least four items of information are required to develop a fully-fledged results framework:

- (a) understanding of the key challenges in the portfolio that the strategic plan is trying to solve;
- (b) shared understanding of how the strategic objective can be achieved and what outcome changes will be required;
- (c) knowledge of the type of evidence required to assess progress of the strategic plan towards results; and
- (d) an understanding of the existing data sources and instruments available.

Results chain. The results framework represents the underlying logic that explains how the development objective of a strategic plan is to be achieved. This is achieved by translating the results chain (see Figure 1) of an intervention into indicators that measure the degree to which inputs are being transformed into specific activities and outputs, and the degree to which a relevant target population is using those outputs as the anticipated outcomes of the plan.

Figure 1: Results Chain

Figure 1: Results Chain



Source: World Bank

Strategic objectives and outcomes. The strategic objective captures the desired end result (impact) that the plan strives towards over the planning period. It is derived from the identified strategic challenges in the portfolio. The outcomes are the sector changes that the plan are expected to achieve for its primary target group, given its scope, duration, and resources. The strategic objective would clearly identify who

the primary target group is, the specific and measurable benefits that the target group will receive, while the outcomes should specify the expected change in behavior, situation, or performance of the primary beneficiaries. It is important that there is clear alignment between the adopted strategic objectives and outcomes in the strategic plan and the higher-order priorities of the country for the sector.

Performance Indicators. It is important that indicators used with the results framework are Specific, Measurable, Attributable, Realistic, and Time-bound to accurately measure results achieved through the strategic plan. Indicators should be specific in terms of the adopted unit of measurement for the indicator. Some guidance on what principles to follow when selecting indicators includes:

- **Identify relevant experts to guide the selection of indicators.**
- Avoid too many indicators. Limit the number of outcome indicators to two per strategic objective and the overall number of indicators at a lower level RBM to not more than 15.
- **Make it easy.** Indicator data should be easy to collect. If possible, select indicators for which data collection mechanisms and systems already exist.
- **Use cost-effective indicators.** Select indicators that can be collected with a reasonable amount of resources and within a reasonable period of time.

Baseline data. The baseline is the first critical measurement of the performance indicators and is used as a starting point against which to monitor future performance of the strategic plan. In some circumstances the baseline can be zero. Baseline data provides the value of the indicator, in the same unit of measurement, at the beginning, or just prior to, the monitoring period.

Targets. Targets specify the value of the indicator, in the same unit of measurement, that the country, society, or organisation wants to achieve by a given time. The target is the planned value against an indicator at a specific time in the future. These estimates are usually determined on the basis of existing technical expertise, past trends, and careful assessment of what is likely to be achieved. Targets provide benchmarks against which performance can be judged.

Monitoring. Monitoring consists of tracking inputs, activities, outputs, outcomes, and other aspects of the strategic plan on an ongoing basis during the implementation period, as an integral part of the project management function. Monitoring provides reliable, on-time, valid information on progress and performance. The framework should specify the sources of data and data collection methods, frequency of reporting, responsibility for collecting information and possible concerns on the accuracy or reliability of the data.

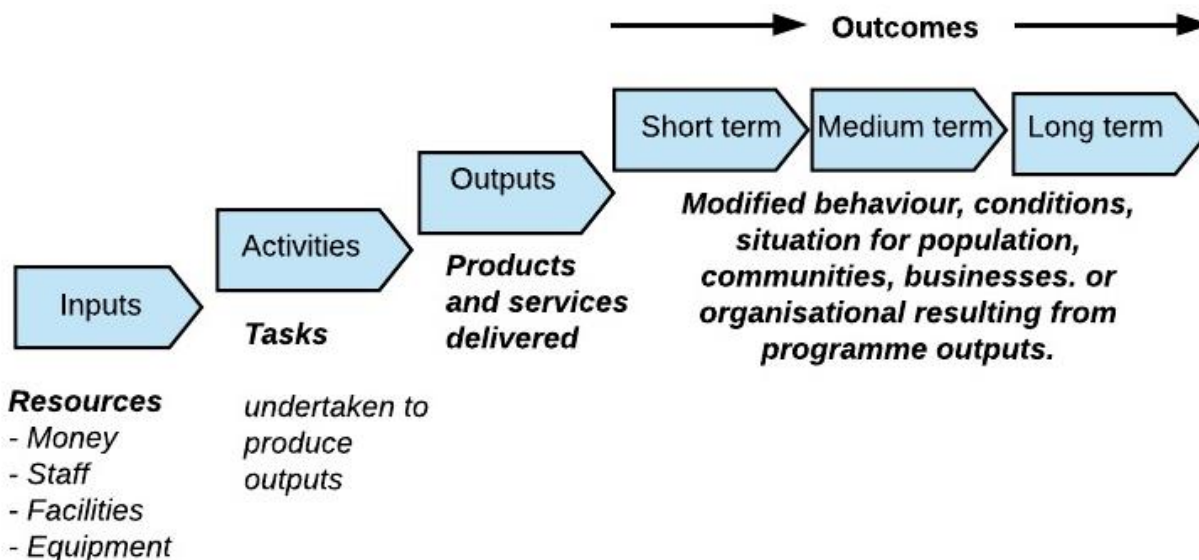
Evaluation. Evaluation is the process by which results, impacts, and implementation performance are assessed. Progress against the strategic plan can be evaluated at discrete points in time (usually at the start, mid-point and completion) along some key dimensions (i.e., relevance, efficiency, efficacy, impact, performance). Evaluation provides information on whether the strategy is focusing on the right things, whether operations are implemented correctly and lessons for future improvement.

Reporting requirements. Information produced by M&E system is used to report to different stakeholders (Strategic managers, Cabinet, Program Officers, Implementers, Civil society) on the progress and performance of a strategic plan, becoming a means to promote transparency and accountability and facilitate public awareness. The results framework should specify to whom the data is reported, the regularity of reporting and the purpose.

Use. The purpose of the M&E system is to provide accountability, inform strategic and operational decisions and to formulate budget requests. The results-based framework should clearly specify the recommendations for action, specifying the deadlines for follow-up action, the responsible and accountable persons and any resource requirements.

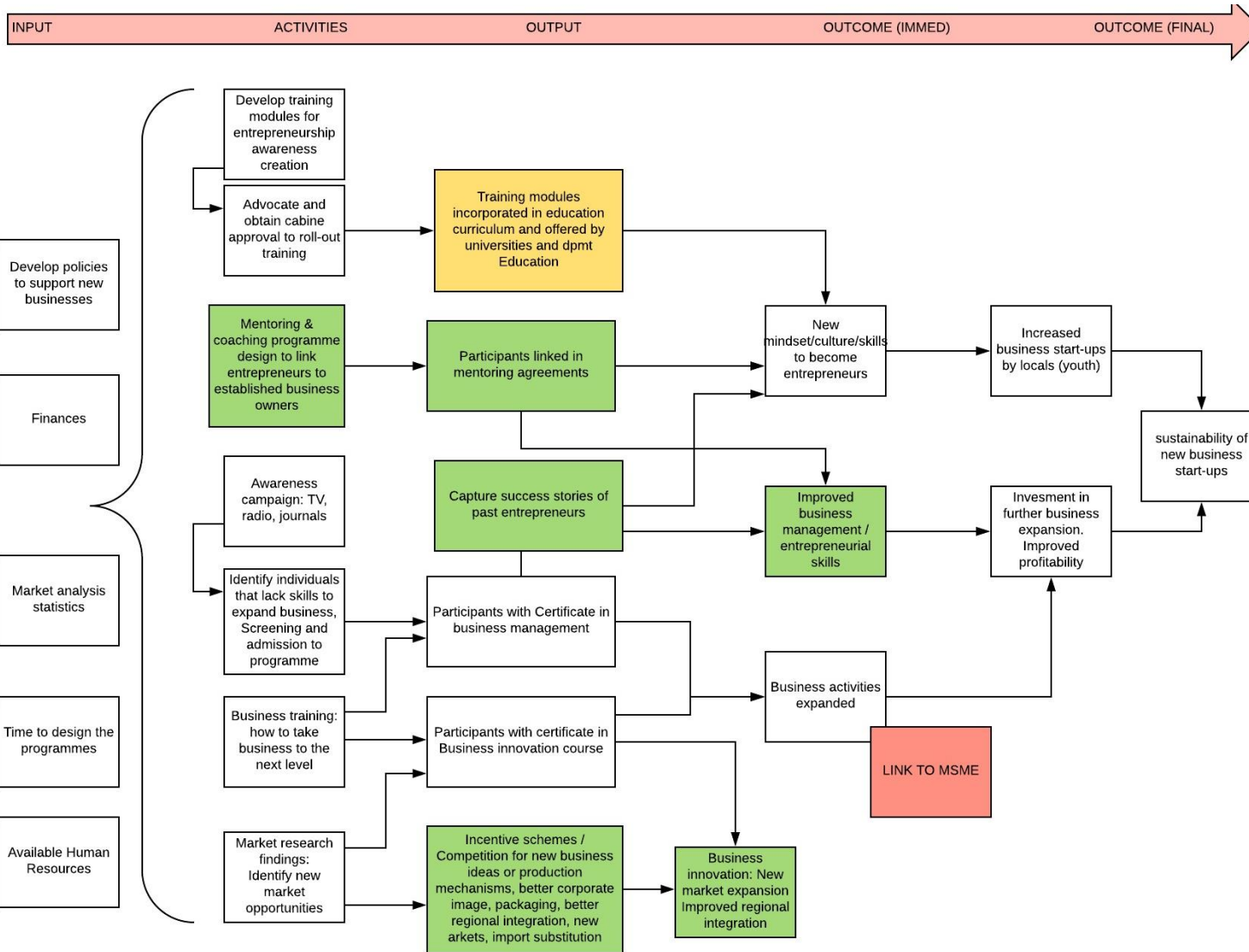
Annex 2: Developing the theory of change

The theory of change covers the entire delivery chain and typically depicts the resources required, planned implementation activities, the products and services that the program delivers and the immediate and longer-term outcome changes that the program wishes to achieve. The theory of change should clearly explain the assumptions and underlying logic on why and how changes will occur.



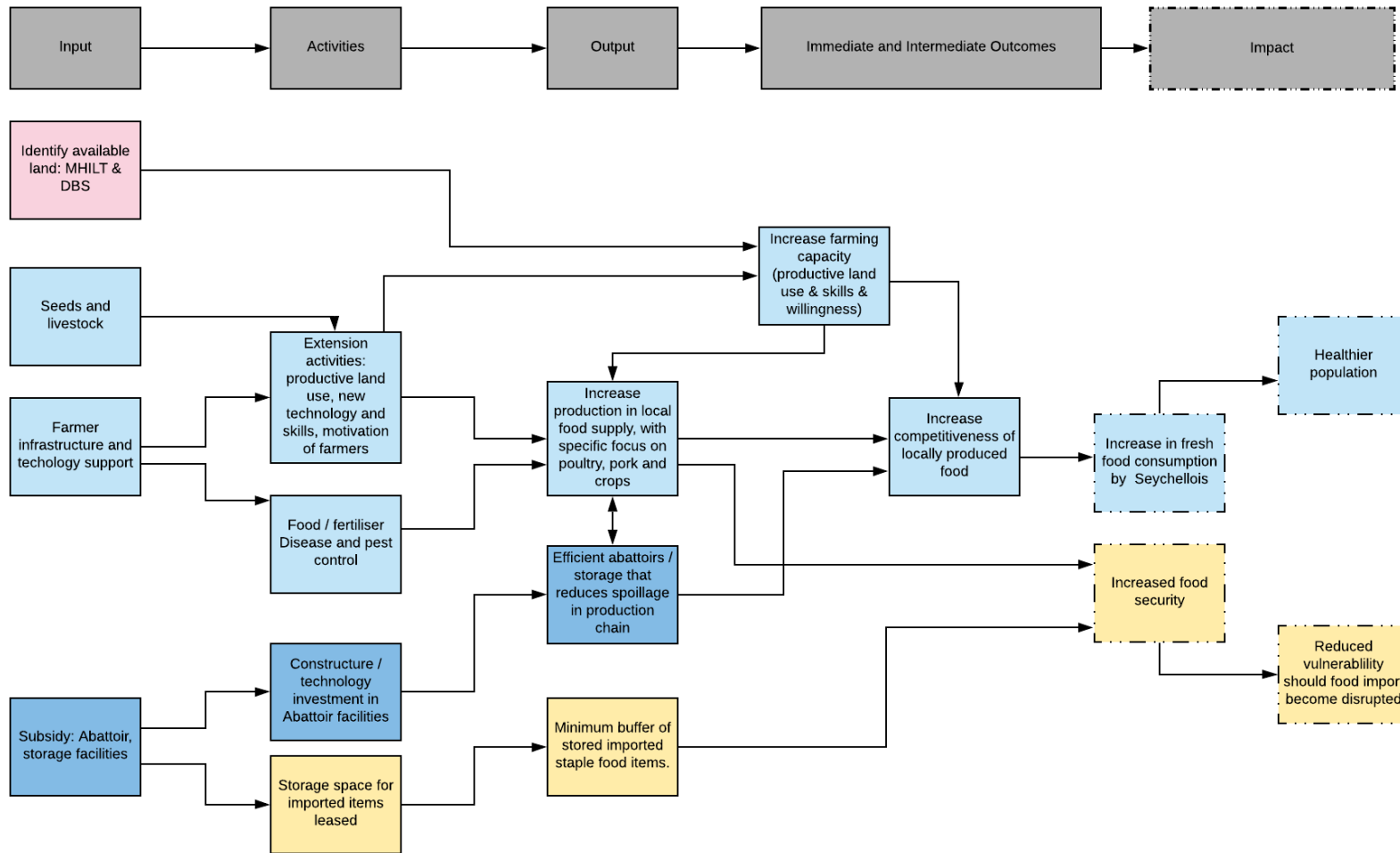
- To develop the theory of change, start by selecting 3-4 priority outcomes for the sector-based portfolio.
- Map backwards from the Outcome the outputs, activities and resources needed to achieve the Outcome (Visualised Theory of **how** Change will happen):
 - Inputs** are all the resources that contribute to the production and delivery of outputs/services.
 - Activities:** Activities are the processes or actions that use a range of inputs to produce the desired outputs/services and ultimately outcomes. Activities describe "what we do".
 - Outputs:** Outputs are the final products, or goods and services produced for delivery. Outputs may be defined as "what we produce or deliver".
 - Outcomes:** the medium-term results for specific beneficiaries that are the consequence of achieving specific outputs. Outcomes should relate clearly to an institution's strategic goals and objectives set out in its plans. Outcomes are "what we wish to achieve" in the environment that the MDA tries to affect.
 - Impacts:** the long-term results of achieving specific outcomes, such as reducing poverty and creating jobs.
- The theory of change can be visually presented in a logic model. Key assumptions and reasons that explain why change will happen should be added as narrative.
- Test the theory of change and add on further pathways of change. Development projects are seldom simple but have many change pathways that contribute to the intended impact.
- Finally select key components in the theory of change that should be tracked and measured by indicators in the M&E framework.

Example of a logic model for Sustainable Business Development:



Copyright: Department of Public Administration, Seychelles

Example of a logic model for an increase in local production of food











Copyright: Department of Public Administration, Seychelles

Annex 3: The Results Chain Template

This template may be used during the planning phase to ensure a robust results chain is formulated for each program objective in the strategic plan. It may also be used in the project formulation phase.

It is important not to over stretch the results chain by promising too much. For example, whereas increased learner retention contributes to a higher secondary pass rate which in turn may diversify the economy, formulating the impact statement as ‘higher GDP per capita’ will over stretch the results chain as many other projects also contribute to the same result.

Table 8: Results chain template		
Goal		[Enter impact level goal]
		
Outcome		[Enter outcome statement]
		
Outputs		[Enter intervention outputs]
		
Activities		[Enter planned activities]
		
Inputs		[Enter relevant inputs]

In the formulation of the results chain for each major program objective, M&E and Planning Officers should work closely with the relevant subject matter experts who have in-depth knowledge of the key issues in the portfolio, their causal relations, factors that promote/impede change and possible drivers of change.

Annex 4: Strategic plans to inform Performance M&E

Performance monitoring and evaluation commences with the drafting of the strategic plan for the portfolio-based sector, where key priority areas are identified, and key indicators are selected to track progress towards the envisioned results. The framework below provides the template for the Sector Strategic Plan. It is important that planners, M&E officials and dedicated PPBB officers jointly discuss the content of the strategic plan to ensure alignment between the functions of the RBM system.

Foreword (1)	<ul style="list-style-type: none"> • Key messages from Head of Institution regarding desired outcomes and process
A. Introduction (2)	<ul style="list-style-type: none"> • Organigram for portfolio-based sector • List of key functions and services provided • Summary table with sector institutions, budget programmes and staffing levels
B. Sector Vision & Mission (1)	<ul style="list-style-type: none"> • Based on foundational sector analysis
C. Foundational Sector Analysis (4-6)	<ul style="list-style-type: none"> • Analysis of external (global, regional) environment • Analysis of internal (national, sector) environment
D. Strategic Policy Framework (6-9)	<ul style="list-style-type: none"> • National Priorities (relevant priorities from previous and current NDS; relevant SONA commitments) • Strategic Goals • Strategic Objectives (desired sector outcomes) • Strategic Interventions
E. Budget & Fiscal Impact (2-3)	<ul style="list-style-type: none"> • High-level summary of sector budgets as per MTES • High-level cost estimates for strategic interventions
F. PM&E Framework (6-9)	<ul style="list-style-type: none"> • PME arrangements, process and tools • Templates for Key Performance Indicators (KPIs), contributing indicators and targets • Accountability framework identifying institutions and divisions responsible for each strategic intervention and related KPI/contributing indicator • Evaluation commitments
G. Change Management (3-4)	<ul style="list-style-type: none"> • Change management strategy overview • Stakeholder engagement • Strategic communications • Risk analysis, including key factors that may affect performance and mitigation measures to be considered • Capacity strengthening measures
Appendices (public plan)	<ul style="list-style-type: none"> • Summary of planning process & consultation record • Implementation sequence for strategic interventions • Full indicator descriptions • Summary of crosscutting issues with other sectors
Appendices (internal plan)	<ul style="list-style-type: none"> • Institutional SWOT assessment • Capacity strengthening plan • Digital and IT support

Annex 5: Checklist for strategic plans

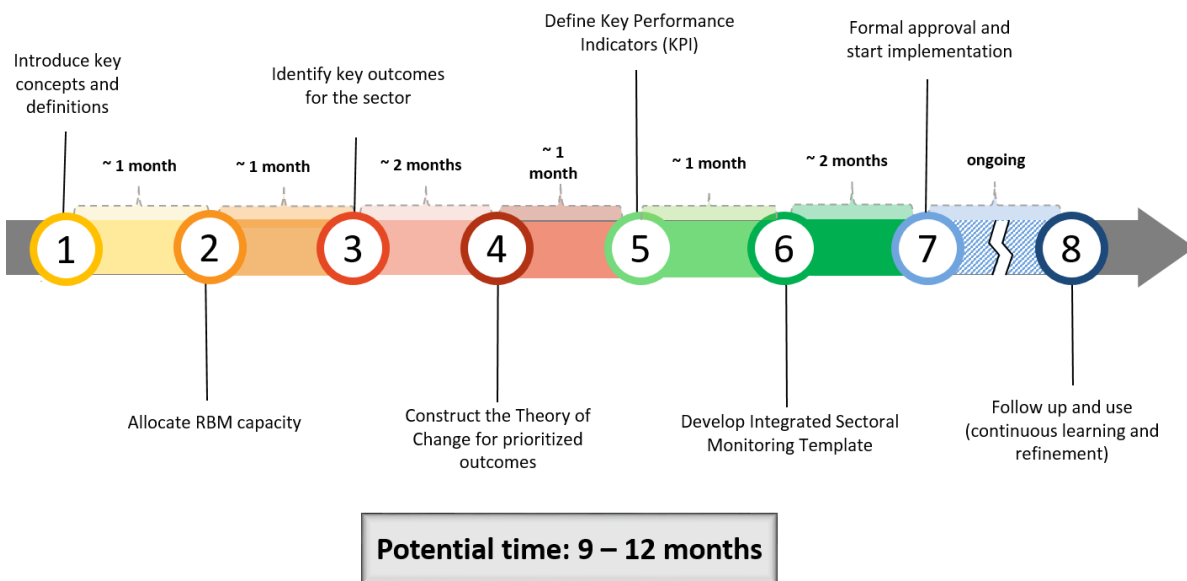
The summary checklist for linking for developing strategic plans and defining plan outcomes in Table 1 below should be completed to ensure a robust link between identified plan priorities and outcomes.

Table 9: Performance M&E Checklist			
No.	Checklist Questions	Yes	No
1. Strengthening the results-focus of strategic plans			
1.a	Does the plan follow the MFTIEP Guidelines for strategic plans?	<input type="checkbox"/>	<input type="checkbox"/>
1.b	Does the strategic plan include a comprehensive situation analysis?	<input type="checkbox"/>	<input type="checkbox"/>
1.c	Does each priority outcome have a robust theory of change from the inputs and outputs required to the planned outcomes/impacts?	<input type="checkbox"/>	<input type="checkbox"/>
1.d	Have results chains been formulated for all programs and projects in the strategic plan?	<input type="checkbox"/>	<input type="checkbox"/>
1.e	Have M&E arrangements for implementing the strategic plan been articulated in the draft plan document?		
1.f	Is the strategic plan structured across clear programmatic priority areas?	<input type="checkbox"/>	<input type="checkbox"/>
1.g	Does the strategic plan have clear outcomes for each priority program to enable the formulation of outcome indicators?	<input type="checkbox"/>	<input type="checkbox"/>
1.h	Does the strategic plan have clear outputs for each of the priority programs to allow for the formulation of output indicators?	<input type="checkbox"/>	<input type="checkbox"/>
1.i	Is the strategic plan costed and informed by a financial ceiling provided by the MFTIEP?	<input type="checkbox"/>	<input type="checkbox"/>
1.j	Were key stakeholders, including citizens, consulted in the formulation of the plan?	<input type="checkbox"/>	<input type="checkbox"/>
1.k	Has an implementation plan been formulated for the plan?	<input type="checkbox"/>	<input type="checkbox"/>
1.l	Can the strategic plan be evaluated?	<input type="checkbox"/>	<input type="checkbox"/>
1.m	Has the main costs and benefits for the elements of the strategic plan been considered?	<input type="checkbox"/>	<input type="checkbox"/>
2. Selecting indicator for the strategic plan performance framework (results matrix)			
2.a	Have indicators been formulated for all priority program and projects in the strategic plan?	<input type="checkbox"/>	<input type="checkbox"/>
2.b	Have indicators been defined for each level – from input to impact – of the theory of change for each of the main programs?	<input type="checkbox"/>	<input type="checkbox"/>

2.c	Are the indicators broadly in compliance with the SMART criteria?	<input type="checkbox"/>	<input type="checkbox"/>
2.d	Are the indicators in line with international standards for the sector?	<input type="checkbox"/>	<input type="checkbox"/>
2.e	Do the indicators satisfy the criteria for good indicators, e.g. Direct, Unambiguous, Adequate, Practical And useful?	<input type="checkbox"/>	<input type="checkbox"/>
2.f	Are there indicators for each level of the Indicator Hierarchy, e.g. KPIs, Contributing indicators and Outcome indicators?		
2.g	Is there a good mix of indicators, e.g. indicators that change more frequently (quarterly contributing indicators) and less frequently (annual KPIs)?	<input type="checkbox"/>	<input type="checkbox"/>
2.h	Is there existing data for each of the identified indicators?	<input type="checkbox"/>	<input type="checkbox"/>
3. Defining indicator baselines, setting targets, and preparing for monitoring			
3.a	Has the baseline information been recorded for all indicators?	<input type="checkbox"/>	<input type="checkbox"/>
3.b	Have targets been set for all indicators?	<input type="checkbox"/>	<input type="checkbox"/>
3.c	Are the portfolio outcome targets realistic?	<input type="checkbox"/>	<input type="checkbox"/>
3.d	Have the targets been informed by historical trends?	<input type="checkbox"/>	<input type="checkbox"/>
3.e	Has the master indicator table been filled in for each indicator?	<input type="checkbox"/>	<input type="checkbox"/>
3.f	Has the data source and reporting frequency been identified for each indicator?	<input type="checkbox"/>	<input type="checkbox"/>
3.g	Has the responsible reporting person for each indicator been identified?	<input type="checkbox"/>	<input type="checkbox"/>
3.h	Has the Indicator Reporting Plan template been filled in for all the indicators that are to be reported on?	<input type="checkbox"/>	<input type="checkbox"/>
3.i	Has the Ministerial Performance Monitoring and Evaluation Plan been developed?	<input type="checkbox"/>	<input type="checkbox"/>
3.j	Has a portfolio M&E calendar been formulated, e.g. a plan for progress reports on the portfolio indicators and tentative dates for performance review meetings?	<input type="checkbox"/>	<input type="checkbox"/>

Annex 6: Steps to PME roll-out

Steps to instilling PME



1 Introduce key concepts and definitions

- Invite key stakeholders, including political heads, senior managers, advisors, and PPBB program manager to a briefing workshop.
- Discuss how key concepts such as RBM, Monitoring, Evaluation, Outcomes, Theory of Change, Indicators, Monitoring Tools, and Reporting requirements apply within the context of the organisation.
- Discuss the current performance monitoring and evaluation practices of the Ministry, Department and Agencies (where relevant).
- Identify possible strengths and weaknesses in PME that require support.
- Sensitise strategic managers and technical staff on the process that will follow to introduce PME and their roles in this process.

Emphasise the integration between PME, strategic planning, PPBB, individual performance management and ICT support systems as components of results-based management

Relevant resources: PPT presentation, Seychelles PME Policy

2 Allocate dedicated RBM capacity

- In consultation with the strategic management team, assemble a RBM Committee comprising senior managers from all units/Agencies within the portfolio. Ensure adequate representation of all units and agencies within the portfolio on the RBM Committee.
- In consultation with the strategic management team, identify a core group of technical, advisory and strategic staff that will drive the process of developing the results framework. Ideally this could be the same staff that also work with the PPBB and strategic planning processes, but time constraints may need to be considered. Ensure adequate representation of all units and agencies within the portfolio on the RBM technical team.

The RBM Committee ensures integration between the various RBM components. The Committee will play a critical role to ensure that the PME processes and tools align to the monitoring and reporting needs of the sector. Once operational, the Committee will play a critical role in the PME reporting lines to support the PS and CEOs in the strategic management of the portfolio

Relevant resources: Roles of the RBM Committee

3 Identify key outcomes for the portfolio

- The RBM technical team is to review the strategic policies and high-level plans that inform the work of the portfolio.
- Identify the key problems, outcomes and changes that determines the focus of the portfolio.
- Identify the key change strategies and interventions through which the portfolio outcomes are pursued.
- Verify the identified problems, outcomes and changes with the RBM Committee.

While various units and agencies in the portfolio pursue multiple strategic objectives, the aim is to focus only on the core purpose, mission or aim of the portfolio. The identified outcomes will not represent the entire scope of work performed in the portfolio, but should focus on what is most important.

Relevant resources: Guideline for developing a Portfolio Strategic Planning Results Framework

4 Construct the Theory of Change for prioritized outcomes

- The RBM technical team is to construct a limited number of Theories of Change for the key portfolio outcomes that represents concisely the approach adopted through the portfolio's policies, strategic and operation plans
- For each Change Theory, indicate the minimum required resourced (inputs), key activities (processes), deliverables (outputs) and expected

A theory of change is a systematic and visual way to present and share the relationships among the resources available to operate the program, the planned activities, the underlying theory and assumptions, and the envisioned changes or results.

changes (outcomes) that will contribute toward the long-term impact (policy aim) to map out how progress and results will be achieved.

- Present the constructed theories of change to the RBM committee for discussion and validation.

Relevant resources: PPT presentation

5 Define Key Performance Indicators (KPI)

- The RBM technical team should extract from the strategic plans and routine reporting tools (quarterly and annual reports, PPBB statements, international agreements, donor reports) the indicators used to monitor progress against the identified portfolio outcomes (steps 3 and 4).
- The RBM technical team in close consultation with the PPBB program managers, M&E officer, technical advisors and relevant stakeholders should revise and where necessary design outcome indicators that focus on the results of the theories of change.
- While indicators across the theory of change can be identified, the key purpose of the workshop is to agree on the high level KPIs that can be used to represent key changes within the portfolio, aligned to the key policies and strategies of the portfolio.
- Maintain a balance between indicators for which reliable historical data is readily available and new indicators that more ideally focus on the identified outcomes of the portfolio.
- Where progress against the KPI is only measured on an annual basis, the KPI can be supported by a limited number of contributing indicators. The contributing indicators allow measurement of changes that constitute interim progress towards the KPI on a quarterly basis. Ensure a clear relationship between the contributing indicators and the KPI to ensure that progress against the contributing indicators can be used as an early indication of potential performance against the KPI.
- Coordinate the proposed KPIs and contributing indicators with the PPBB desk officers (MFTIEP) and the strategic planning department (Economic Planning) to ensure alignment between the pillars of RBM. Where necessary, propose changes to the respective indicators in the pillars to optimise alignment that performance are consistently measured across all RBM pillars.
- Adopt an iterative process and review and amend the adopted theory of change to fill gaps identified during the process of indicator development.

Indicators are variables that provide a simple and reliable means to assess the performance of an organization against the stated outcome.

Selected indicators must adhere to the SMART (Specific, measurable, actionable, realistic, time-specific) principle.

Maintain a balance between indicators for which reliable historical data is readily available and new indicators that more ideally focus on the identified outcomes of the portfolio

6 The RBM technical team should review the existing monitoring templates and identify the key components that are required for Cabinet reporting.

- The RBM technical team should develop integrated monitoring and reporting templates appropriate that can be used to report changes against the KPI and contributing indicators to Cabinet. The template should align with existing practices (see the templates from Education and MFA), but should also allow additions where needed to respond to the specific reporting needs of the portfolio. Amendments should not impede comparisons between sectors during Cabinet reporting.
- An appropriate and centralised information database (in excel or a dedicated MIS) should be compiled to track data over time, with standardized reporting in Word format to accentuate key trends and information per reporting period.
- The RBM technical team in close consultation with the PPBB program managers, technical advisors and relevant stakeholders should populate the templates with accurate, reliable and updated data for each selected KPI and contributing indicators.
- Adopt an iterative process and review and refine the indicators to ensure the relevance and reliability of each indicator, as well as alignment with available data within the portfolio.
- Present the final excel/MIS and Word monitoring and reporting templates to the RBM committee and Minister for discussion and validation. Where needed, make the necessary changes to respond optimally to strategic reporting needs.

The designed templates should be to enable the Minister and Cabinet to track progress on key outcomes and changes within the portfolio.

The level of detail in remarks and recommendations should allow Cabinet to debate issues and take appropriate action but should not provide so much information that key issues become lost in the detail.

Relevant resources: Example portfolio monitoring templates

7 Formal approval and start implementation

- Formal approval by the main authority (i.e., President, Minister, CEO).
- The RBM technical team and RBM Committee should design a Quarterly Reporting Guideline that specifies the reporting lines and time frames from program level upward to enable the submission of a quality quarterly report to Cabinet by the specified deadline (two weeks after end of the quarter). The guideline should enable more streamlined reporting.
- The RBM Committee should agree on a date for the implementation where the new monitoring and reporting templates will succeed the existing quarterly reports.

The key interest with RBM is the attainment of results. By reducing the Cabinet reporting burden, managers can engage more critically with the data, considering blockages and finding solutions to drive change.

Operational reporting within the unit will still remain to govern day to day implementation, but operations will not be reported to Cabinet unless it is strategically important.

- Managers throughout the reporting line should engage more critically and strategically with the reported data. The accuracy of data should be verified, and further information should be requested to accurately identify blockages and required actions.
- In completing the report, ‘remarks’ should clearly explain the sources of the data (what is being measured), and why progress is regarded as on or off track.
- ‘Recommendations’ should avoid general statements on change needed and rather concentrate on specific, actionable steps that will drive performance forward. Innovative solutions should take preference over requests for further budget or human resource allocation.

Relevant resources: Example quarterly reporting guidelines

8 Follow up and Use (continuous learning and refinement)

- Recommendations should be further expanded into action plans that clearly sets out the specific steps, responsibilities and expected deadlines for completing follow up actions.
- A Reporting Guideline for the implementation of action plans should be developed that sets out the reporting lines and time frames to track progress on the implementation of recommendations.

Change can only occur if the data and recommendations are used and acted upon.

Relevant resources: Example action plan template

Annex 7: Compiling the Performance Monitoring and Evaluation Plan

A. Purpose of the Performance M&E Plan

The M&E plan is a tool for a ministry to determine which M&E activities it will conduct, how those activities will be conducted and by whom, and identify the necessary resources for such activities. It also allows Ministry staff to identify all the practical implications for M&E and resolve these through a detailed work plan that commits all stakeholders to completing their respective M&E activities. The M&E plan can be updated periodically to capture changing M&E practices. The starting point for the M&E plan is the existing activities/practices in the ministry.

Main M&E activities to be captured include:

- Monitoring (including design of log frames and selection of appropriate indicators);
- Data collection (including data management);
- Reporting (reporting products and reporting cycle);
- Evaluation (programs and projects to be evaluated, timing and anticipated evaluation methodology);
- Capacity strengthening;
- Dissemination and outreach for M&E products; and
- Resourcing of M&E activities (human and financial resources).

B. When is the Performance M&E plan prepared?

- The plan is ideally prepared at the same time as the strategic plan or shortly afterwards and will be for the same duration.

C. Who prepares the Performance M&E plan?

- The IRBM committee, supported by the M&E officer where applicable, would be tasked with preparing the M&E Plan. They would need to consult with stakeholders in all ministry technical units to prepare the plan, as implementation will entail responsibilities from all stakeholders. As M&E activities can also entail stakeholders outside the ministry (NBS for data access, for example), the ministry's M&E unit should contact such stakeholders as well.
- Upon drafting of the M&E plan, the Principal Secretary circulates the plan to all department directors to solicit comments and input. The M&E unit should formally address these comments to arrive at a final draft. The relevant financial unit should also confirm budget availability for M&E activities, be they costed at a project level or across the ministry.

D. Performance M&E Plan content

- A Ministry M&E plan is expected to include the following sections:

Table 10: Ministry M&E Plan outline	
i.	<p>Introduction:</p> <ul style="list-style-type: none"> • Identify the timeframe the M&E plan covers, when it becomes effective, the total budget and the funding source. Include background information on existing practices and M&E arrangements.
ii.	<p>Overview of the Strategic Plans and Objectives</p>
iii.	<p>Objectives and program logic for major Ministry programs</p> <ul style="list-style-type: none"> • Identify major programs that the ministry is responsible for; • For each program: identify the objective and program logic (including a results matrix/diagram); and • Identify the projected beneficiaries of each program (disaggregated by sex, age and other socio-economic characteristics to the extent possible).
iv	<p>Monitoring Component:</p> <ul style="list-style-type: none"> • Summary of Monitoring Strategy, including planned qualitative studies; and • Data Quality Reviews (identifies the scope, timing and frequency of reviews).
v.	<p>Reporting:</p> <ul style="list-style-type: none"> • Standard reporting requirements, including dissemination; • Quarterly reporting and annual reporting: NDS annual progress review; and • Ad hoc reporting, data flow, and data management. • Identification of alternative users and the main purpose for which reported information is to be used.
vi.	<p>Evaluation Component:</p> <ul style="list-style-type: none"> • Evaluations to be proposed for the national evaluation plan; • Key evaluation questions and evaluation methodologies; • Data collection plans, timing of analytical reports; and • Dissemination strategy.
vi.	<p>Implementation and Management of M&E:</p> <ol style="list-style-type: none"> a. Responsibilities: Management Information System for M&E; and b. Process for reviewing and revising of the M&E Plan.
viii.	<p>M&E capacity strengthening:</p> <ul style="list-style-type: none"> • Capacity-strengthening for M&E coordination should start with DPA guidance on how to effectively coordinate the PMES; • The performance M&E plan will also list specific capacity-strengthening activities that Ministries will conduct. These initiatives need to be integrated into annual work plans, budgets, and staff would need to be availed for the performance M&E training;

	<ul style="list-style-type: none"> • Building performance M&E understanding across the organization by introducing all stakeholders to the sequence of performance M&E activities and their responsibilities, as specified in the M&E workplan; • Skill building for actors engaged in performance M&E activities. Training will allow staff to master each step in the M&E sequence; • Iterative skill diagnostics at ministry level. Skills audits will document specific skills needs for each ministry; and • Improving data mechanics at all levels by working with the NBS to design and implement training focused on developing and appropriate tools in that regard.
ix.	<p>Annexes</p> <ul style="list-style-type: none"> a. Indicator matrices: Table of indicator baselines and targets. Indicator protocols: Includes all indicators at all levels and specifies at least the following: precise definition, timing and frequency of data collection, data source, and responsible entity. b. M&E work plan. c. M&E budget – Resources for M&E will primarily be availed from refocusing existing budget resources. d. Modifications to the M&E plan.

The checklist below should be completed to ensure baselines and targets have been determined and set for all indicators and that the performance monitoring function has been fully established.

Section 1: Indicator

This section duplicates information from the Excel Monitoring Template (see Annex 9). Baseline refers to the first year of measuring the indicators. Columns for quarterly reporting are added over time to allow reflect the indicator's progress over time.

Section 2: Full definitions

This section provides meta information on the indicator, including the full definition for calculation, data sources, responsibility and method for measuring and verifying the accuracy of the data.

Section 3: Responsible person

Provides the name and contact details of the person responsible for the indicator, who may be contacted for further clarity on the reported performance.

Section 4: Routine data collection

Provides (i) in grey when data is released by the data capturing entity, (ii) in orange when the producer will submit the data to the Ministry/DPA; (iii) in green when the Ministry/DPA is going to produce the Integrated Template for the Quarter. If (i) and (ii) is the same month, information is added in orange.

Section 5: Comments

Provides further information that may be useful in understanding the indicator.

Annex 9: Content in the departmental database to inform KPI reporting (example)

Strategic Indicators per Program: Seychelles Fishing Authority (SFA) INDICATORS													
Program 2: Fisheries Management and Program 5: Monitoring, Control and Surveillance													
Program / sub-program													
Indicator #		5. Catch in tons of Yellowfin tuna at the allowable* quota											
Purpose & Objectives description:		This is important to assess and measure the effectiveness of the Fisheries Development mandate and functions											
Narrative description (story of progress):		Catch of Yellowfin tuna at the allowable* quota and catch of tuna and tuna like species* in the semi-industrial fishery were not on target. However, some quarters for the catch of tuna and tuna like species* in the semi-industrial fishery were on target.											
Key performance indicator		Baseline (Year)	Unit	Year	14	15	16	17	Programs/ Projects to achieve KPI	Actual SCR'000 (Overall budget)	Data Source	Person responsible	Further remarks
5. Catch in tons of Yellowfin tuna at the allowable* quota		2015	Tons	Target	N/A	N/A	33 000		1. Submission of catch and effort data 2. Compliance and scientific sampling 3. Compliance to IOTC resolutions	33 300	1. Log books 2. Sampling forms 3. Compliance report	CEO + CFO	Budget for activities under the 2 programs
				Actual	23 463	39 072	40 293						
Contributing indicators		Baseline (Year)	Unit	Quarter	1st	2nd	3rd	4th	Programs/ Projects to achieve KPI	Actual SCR'000 (Overall budget)	Data Source	Person responsible	Further remarks

5.1 Catch in tons of Yellowfin tuna at the allowable* quota per quarter	2015	Tons	Target	13 200	6 600	9 900	3 300	1. Monitoring of catch and effort data	33 300	1. Log books 2. Sampling forms 3. Compliance report	Principal Statistician	Budget for activities under the 3 programs
5.2 Increase in catch in tons of tuna and tuna like species* in the semi-industrial fishery	2015	Tons	Target	300	200	300	200	1. Monitoring of catch and effort data	33 300	1. Log books 2. Sampling forms 3. Compliance report	Principal Statistician	While catch varies between quarters, the overall result for the year is 969 actual catch against the 1000 tons target.
Recommended actions	<p>With the readjustment of the TAC in 2017 this will not apply to the 2016 catch levels, hence the red status, it will only be applicable for 2017 catches. *Allowable = As defined by the IOTC resolution 17/01</p> <p>The optimal exploitation level was not met because the optimal capacity has not been determined yet. This is currently underway through a fleet development plan for this sub-sector. Operators are currently facing difficulties to obtain adequate inputs, such ice and bait, to further develop this sub-sector.</p>											

Annex 10: Project monitoring table

This template is used to facilitate monitoring and evaluation (although evaluation will rarely be required for small and medium size projects) at the project level. It can be used by all projects, although, it is recognised that more elaborate reporting will be required for larger projects. During implementation, the template should be updated regularly, at least every quarter.

A. Project Identification Section

Table 12: Project Monitoring Table			
Ministry		Financial Year	
PPBB Program Name		Date	
Project Name		Responsible	
Planned Duration		Total estimated cost	

B. Project Implementation Section

Objectives	Indicator	Baseline	Target	Actual	Status	Corrective Action
Impact level						
[impact level statement]	[indicator 1]					
	[indicator 2]					
Outcome level						
[outcome level statement]	[indicator 1]					
	[indicator 2]					
Outputs						
[outcome level statement]	[indicator 1]					
	[indicator 2]					
Inputs						
-Financial -Personnel	Approved Budget					
	Received Budget					
	Actual Expenditures					
Additional Comments						

Project Management Section

Priority	Agreed Action	Assigned to:	Due by:	Status
!!	Action required	Unit and person responsible	dd/mm/yyyy	On/off track Completed/closed

Priority: Indicator priority, e.g. high, medium, low

Agreed action: Record the specific corrective action agreed

Assigned to: Record unit and the responsible person who must take the action

Due by: When is the action due by, e.g. the deadline

Status: What is the status of the action? To be updated at every internal progress review meeting. Completed actions can be taken off the list.

Annex 11: Reviewing the relevance of existing Monitoring templates

PME is not implemented in isolation but builds on the existing monitoring practices in government. It may therefore be prudent to review the relevance of existing monitoring templates in a MDA when they move to adopt PME as part of results-based management. The following questions may be useful to determine whether existing templates support the aims of results-based management:

Table 13: Assessing existing monitoring templates

Assessing existing monitoring templates	Yes / No
1. Is the template focused on outcomes (such as in the Strategy)?	
2. Is the theory of change from inputs to impact complete?	
3. Are the indicators' SMART (specific, actionable, realistic and measurable)	
4. Does the template include the indicator baseline and targets?	
5. Does the template include a data source and its frequency?	
6. Does the template include progress status (on track/off track)?	
7. Does the template identify specific actions if progress is off track?	

Annex 12: Indicator Reporting Plan

This table is to be filled in for each of the indicators that the ministry is responsible for reporting on. It will help organise reporting within the ministry. The table can be organized by month/quarter to aid data collectors/reporters on which indicator is due for reporting and when.

Table 14: Indicator Reporting Plan				
Indicator	Data Source	Reporting Frequency	Reporting Date(s)	Responsible Dept./Person
Section 1: Key Performance Indicators				
Indicator 1 [write the name of the indicator]	Household Survey X	Annual	30 th September every year	Statistics Officer
Section 2: Contributing indicators				
Indicator 2 [write the name of the indicator]	Administrative portfolio data	Monthly		M&E Officer or focal person
Indicator 3 [write the name of the indicator]	Administrative portfolio data	Quarterly		Planning Officer
Section 3: Operational Performance Indicators				
Indicator 4	HR records	Quarterly		HR Officer
Indicator 5	Budget system	Government Accounting and Budgeting System		Finance Officer

*Insert additional indicator rows, as needed.

Guide to fill in the template

- **Indicator:** Include the name of the indicator from the Master Indicator Table
- **Data source:** Include the name of the data producer (NBS, Line Ministry etc.) and the name of the survey.
- **Reporting frequency:** Indicate the reporting frequency, e.g. daily, weekly, monthly, quarterly, biannually, annually, every 5 years, etc.
- **Reporting date:** Indicate the actual date the data will be available
- **Responsible Department/Person:** Indicate what department/division/unit and possible officer is responsible for indicator data collection.

Annex 13 Implementing the National Evaluation Plan

This section defines the steps needed for the successful completion of evaluations in the NEP.

Table 15: Implementing the National Evaluation Plan	
Step 1: Select the evaluation topic	Topics can be proposed either through the NEP, or Ministries and agencies can independently propose evaluation topics outside of the NEP. When selecting the evaluation topic, it is recommended to identify: i) the purpose of the evaluation; ii) the name of the program, project or policy being evaluated; iii) who the main users of the evaluation findings will be and how they will be used to inform decisions (see sub section 6); iv) how the results will be disseminated- externally, internally only, etc.; and v) who will be responsible for developing and following up on the Performance Improvement Plan.
Step 2: Assess the evaluability of the proposed topic	The M&E officer ²⁶ or another qualified official in the MDA works with DPA to complete the evaluability assessment template, by identifying: i) evaluation questions/ hypotheses to be addressed; ii) methodological feasibility for answering the evaluation questions; iii) evaluation type (design, diagnostic, implementation, impact, economic or evaluation synthesis); iv) timing of the evaluation, with respect to when in the course of a program's implementation information can be sought to respond to the evaluation questions ; and v) data availability and feasibility for collecting the necessary data to respond to the evaluation questions.
Step 3: Approve the selection of the evaluation topic	Evaluations included in the National Evaluation Plan will be approved by Cabinet. The IRBM committee of the MDA would approve evaluations conducted outside the NEP.
Step 4: Appoint an evaluation project manager	The institution managing/conducting the evaluation appoints a project manager. If the evaluation is jointly managed by a line ministry and DPA, then both institutions appoint project co-managers, but it is recommended that one of the two institutions is designated as the lead. M&E/Planning officers or other qualified officials could be designated evaluation project managers. They will assume day-to-day management of the evaluation within the institution. These responsibilities include formal feedback on the evaluation deliverables and facilitating contact between the host institution and evaluator.

²⁶ Ministries are assumed to have specific M&E officers or Planning Officers tasked with specific M&E functions, covering different technical departments. Thus, the M&E officer that works with the technical department relevant to the evaluation would be engaged for the evaluability assessment.

<p>Step 5: Develop an evaluation work plan</p>	<p>The evaluation project manager, in consultation with relevant stakeholders, develops an evaluation institutional work plan with DPA. This work plan illustrates the timeline for the evaluation, the tasks expected based on the evaluation type, and the responsibilities of the different actors (evaluation team, evaluation reference group, project manager, etc.).</p> <p>The work plan must allow for sufficient time for evaluation results to be reported, verified and validated prior to being used to inform the intended decisions, budget or planning. Working backwards from when results must be completed, the work plan should establish key milestones for developing the ToR, hiring the service provider, and beginning the evaluation. The work plan will also be used to confirm the budget for the evaluation, reflecting the resources needed such as time, money, and expertise.</p>
<p>Step 6: Appoint the evaluation Reference Group</p>	<p>A Reference Group shall be constituted for each evaluation. Depending on the evaluation type and technical sophistication, this group will include a combination of technical and managerial skills relevant for the evaluation topic. The project manager will draft an Evaluation Reference Group ToR to specify the responsibilities of the group and who participates in it. Ideally, the Reference Group should include M&E/ planning officers, departmental leaders from the technical department within the ministry whose project/program is being evaluated, representative from the chief finance officer's unit, portfolio specialists relevant to the evaluation topic, representative from either NBS who ensures the evaluation design, research tools and analysis has followed appropriate standards, and where relevant representatives of civil society and the private sector.</p>
<p>Step 7: Develop the evaluation Terms of Reference</p>	<p>Each evaluation should have a detailed ToR. In the case of externally contracted evaluation, the ToR will be used to prepare the request for proposals and select the evaluator(s)/evaluation team through a competitive bidding process. Generic guidelines for writing an evaluation ToR are available at https://siteresources.worldbank.org/EXTEVACAPDEV/Resources/ecd_writing_TORs.pdf</p>
<p>Step 8: Select the evaluator/evaluation team</p>	<p>When evaluations are contracted out, it is recommended to select the evaluator or the evaluation team based on a combined score of technical quality (meeting a minimum score) and price. Procurement should be done according to the relevant rules and procedures. The evaluation project manager will develop specific scoring criteria for the evaluation panel to apply when reviewing evaluator candidates.</p>
<p>Step 9: Provide background information and data to the evaluator, comments on the Inception Report</p>	<p>Once the evaluator has been appointed, the project manager is responsible for providing them with an initial set of background documents and data which the evaluator will use to prepare the Inception Report.</p> <p>The Inception Report lays out the evaluator's approach, based on their interpretation of the ToR, the evaluation design and methodology, data collection plan, proposals for key informant interviews, and work plan. The</p>

<p>and organize a kick-off meeting</p>	<p>evaluator will need to have access to existing data immediately upon appointment to determine whether the data suffices to answer the proposed evaluation questions.</p> <p>The Inception Report will be discussed with the Reference Group during the kick-off meeting. This meeting is used to formally launch the evaluation, gather all stakeholders around the table and validate the evaluator’s proposed approach.</p>
<p>Step 10: Facilitate data collection and access to key informants</p>	<p>Once the Inception Report has been approved, the evaluator will start collecting necessary data. It is important that the project manager facilitates this process by proposing relevant data sources, securing access to institutions and being in touch with relevant people. In this process, the project manager will strive to communicate the objectives of the evaluation clearly and spur interest in its findings.</p>
<p>Step 11: Organize a debriefing meeting following the data collection phase and submission of the interim evaluation report</p>	<p>It is recommended that after the evaluator has completed the data collection, a meeting is organized with the project manager to hear the evaluator’s preliminary findings. This meeting is also an opportunity to check whether the evaluation will be completed on time and whether any changes to the work plan are required.</p>
<p>Step 12: Ensure quality control of interim evaluation reports</p>	<p>The evaluation project manager and the Reference Group will review in detail the drafts of the evaluation report and will provide feedback to the evaluator. The quality requirements will be laid out in the ToR and the Reference Group will ensure that the product delivered by the evaluator meets them.</p>
<p>Step 13: Organize a validation workshop and present the draft final evaluation report</p>	<p>Once the evaluator has prepared a draft final evaluation report, the project manager will organize a validation workshop during which the evaluator will present to the Reference Group and other relevant stakeholders their findings and recommendations. This is an opportunity to ensure that the recommendations are realistic and well-grounded in evidence. Based on feedback received during the validation workshop, the evaluator will finalize the recommendation and will submit the final evaluation report.</p>
<p>Step 14: Prepare a management response to the evaluation recommendations</p>	<p>The management of the host institution(s) will review all findings and recommendations and will indicate with which ones it agrees and with which ones it doesn’t, specifying the reasons why. If necessary, the evaluator and/or the project manager can present the recommendations to management in a dedicated meeting.</p>
<p>Step 15:</p>	<p>Based on this management response, the evaluation Reference Group will draft a performance improvement plan. This plan specifies the recommendations taken on board and describes how they will be</p>

Prepare a Performance Improvement Plan	implemented, by whom and by when. It is recommended that the Plan is signed off by a high-ranking official and integrated into the coming year's Annual Performance Plan.
Step 16: Disseminate the evaluation results and promote use of evaluation findings in policy-making	<p>Per the ToR, the evaluator will prepare a dissemination package which will consist of a one-page policy summary of key policy messages, a 5- page executive summary, and a 25-page summary report. Evaluation project managers will ensure that all NEP evaluations are made public unless compelling reasons are presented to the contrary. DPA will establish a basic, publicly available, evaluation repository, where it will upload all NEP outputs, evaluation TORs, evaluation design reports, final reports, management responses, and improvement plans.</p> <p>Dissemination and transparency will need to be weighed against sensitivities, especially when dissemination would deter the intervention from being evaluated to begin with. If there is an important opportunity for learning and taking corrective action from evaluating such interventions, this should be taken into account when proposing and selecting evaluation topics in the NEP, despite limitations for broader dissemination.</p>
Step 17: Monitor and report on the implementation of the Performance Improvement Plan	DPA and relevant line ministry officials monitor the performance improvement plan against the results framework in the strategic plan. Relevant technical departments report on their follow up actions. As part of its broader monitoring of PME effectiveness, DPA will also track how evaluation results influence high- level decision-making, which recommendations are taken on board and what the consequences or benefits are over time.

Annex 14: Criteria for selecting and prioritizing programs for the National Evaluation Plan

The following list of criteria is useful in prioritising evaluations for inclusion in the National Evaluation Plan

1. Programs or policies that are of national strategic relevance. These may include programs and initiatives identified as priorities in the Seychelles National Development Strategy. Evaluation of these programs are required to inform cross-cutting decision making, policy, planning and implementation;
2. Programs or policies that imply major fiscal investment (e.g. size of expenditure of total government budget or total portfolio budget);
3. Programs or policies with major social impact (e.g. nationwide social priority);
4. Special evaluation requests from policymakers (e.g. MFTIEP and portfolio) and/or by beneficiaries for the evaluation (e.g. perceived value of undertaking the evaluation);
5. Programs identified as highly successful program, or a program facing important challenges (from which lessons can be drawn, either to enhance program performance or to influence the design of a new programs);
6. Programs that offer potential for scaling up, e.g. a pilot or innovative initiative for which a decision needs to be taken whether to scale them up.

Annex 15: Evaluation Types, Uses and Links to other Evaluation Approaches

This guideline is intended to help evaluation co-managers select the appropriate evaluation type based on the six types included in PME system. The description of each evaluation type is based on South Africa’s DPME Evaluation guidelines²⁷, and borrows from Gertler’s Impact Evaluation in Practice.

Evaluation type	Purpose	When to use?	Link to other approaches
Diagnostic Evaluation	Establishes baseline and develops the Theory of Change for the intervention	Preparatory- what is the root cause of the problem? Reflect on the likely effectiveness of various policy options	Conveys the “before” circumstance, therefore relevant to all evaluations
Design Evaluation	Analyses the Theory of Change, before or early on during the intervention, to determine if it is working as planned	Quick assessment geared towards new programs. Apply after the design of an intervention and during the first year	Provides baseline information for all evaluation types (except meta evaluations)
Implementation Evaluation	Helps understand how a program works. Is intervention implemented as intended?	Mid-term or at critical junctures where new steps are about to be undertaken and one needs to take stock of progress	Builds on existing monitoring systems
Impact Evaluation	Measures change in outcomes such as well-being, attributable to the intervention (using comparison group or counterfactual where feasible); can also detect unintended consequences	Best used at the start of interventions to obtain baseline data, and ex poste data upon completion Informs high level decision making, for example if a program	Builds on Design & process evaluation and can be combined with program cost analysis to provide economic evaluation,

²⁷ [http://evaluations.dpme.gov.za/images/gallery/Guideline 2.2.10 Diagnostic Evaluation 14 03 20.pdf](http://evaluations.dpme.gov.za/images/gallery/Guideline%202.2.10%20Diagnostic%20Evaluation%2014%2003%2020.pdf)
[http://evaluations.dpme.gov.za/images/gallery/Guideline 2.2.12 Implementation Evaluation 14 03 20.pdf](http://evaluations.dpme.gov.za/images/gallery/Guideline%202.2.12%20Implementation%20Evaluation%2014%2003%2020.pdf)
[http://evaluations.dpme.gov.za/images/gallery/GL 2 2 13 Impact Evaluation 14 03 20 \(3\).pdf](http://evaluations.dpme.gov.za/images/gallery/GL%202.2.13%20Impact%20Evaluation%2014%2003%2020%20(3).pdf)
[http://evaluations.dpme.gov.za/images/gallery/Guideline 2.2.15 Economic Guideline 14 03 20 docx - Copy.pdf](http://evaluations.dpme.gov.za/images/gallery/Guideline%202.2.15%20Economic%20Guideline%2014%2003%2020%20docx%20-%20Copy.pdf)
[http://evaluations.dpme.gov.za/images/gallery/GL 2 2 15 Evaluation Synthesis accepted 14 03 20.pdf](http://evaluations.dpme.gov.za/images/gallery/GL%202.2.15%20Evaluation%20Synthesis%20accepted%2014%2003%2020.pdf)
 Gertler et al, 2011. https://siteresources.worldbank.org/EXTHDOFFICE/Resources/5485726-1295455628620/Impact_Evaluation_in_Practice.pdf

		should be continued or not, or how, and scaling up Outcomes or impacts may materialize with time lag	
Economic evaluation	Measures if costs outweigh benefits, based on unit of outcome (cost effectiveness) or monetizing the changes in outcomes (cost benefit analysis)	At all stages, but also partial where particular budgetary components are brought into question	Relates inputs (tracked through process evaluation/ monitoring system) to outcomes
Evaluation Synthesis	Synthesizes a range of evaluations to generalize findings across government, e.g. a function such as supply chain management, a sector, or a cross-cutting issue such as capacity	At initiation, planning; but also, when project model or theory of change looks doubtful or is brought into question	Requires completion of multiple evaluation and focus on similar issues

Source: Authors, based on OECD and DPME

1. Diagnostic evaluation

- *Definition of evaluation type* also known as an ex ante evaluation, this evaluation diagnoses the current conditions, problems and opportunities to be addressed through the intended intervention. This diagnostic can help develop the theory of change and reflects the likely effectiveness of different policy options.
- *What is the purpose of this evaluation type?* The diagnostic evaluation aims to provide empirical evidence to a PPBB program manager or policy maker of the root causes of a problem, situation, or opportunity, and to provide the evidence on which to base a strong theory of change and design for a new, or revised intervention.
- Diagnostic evaluations can serve four key purposes, and any given evaluation may have a combination of the following:
 - 1) Understand the current situation (including the met and unmet needs, current opportunities and threats);
 - 2) Understanding the root causes that can contribute towards a problem;
 - 3) Identifying possible solutions to the problem;
 - 4) Testing the feasibility of a short list of options by considering various implications such as cost and human resources.
- *What objectives and evaluation questions can this evaluation type help address?*

Table 17: Evaluation Objectives Questions	
Purposes	Common Diagnostic Evaluation Questions
Purpose 1: Understand the current situation	What are the needs around a particular issue (e.g. scale of malnutrition)
	What is the scale and scope of the met and unmet needs?
	What are the strengths, weaknesses, opportunities and threats in the current situation?
	What are the legal obligations imposed by existing legislation that may be relevant to the issue?
Purpose 2: Understand the root causes	What is already known about the issue or problem?
	What is the root cause of the issue or problem? There may be multiple root causes, and prioritization and assessment of the potential impact is advised.
Purpose 3: Identify possible solutions to the problem	<ul style="list-style-type: none"> • What does data on Seychelles tell us about possible solutions? • What are the options that could be considered to deal with the problem? • What are the potential theories of change that should be considered? • What is considered good practice? • Have the proposed approaches been tried before? And in what contexts? • What scientific evidence exists of the results of implementing these options? • Are the proposed interventions appropriate given the characteristics (culture, etc.) of the target population?

Purpose 4: Test feasibility of a short list of options	What are the funding sources and costs associated with the proposed policy, project, program or strategic plan?
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- *When during the course of implementation is this evaluation type applied?* Diagnostic evaluation is most relevant if it is conducted prior to the design of a new intervention or prior to the redesign of a current intervention. Diagnostic evaluation processes should have been implemented and/or findings should be available by the time decisions are made about the design of a proposed intervention, whether a policy or strategic plan.

- *Process for conducting this evaluation type:* Diagnostic evaluations may combine a range of methodologies, such as needs assessments and forecasting, situational analysis, root cause analysis, or review of previous literature and evidence. To apply these techniques, the diagnostic evaluation process would usually consist of:

- 1) Identify the program to be evaluated;
- 2) Identify key evaluation questions (can follow from the table of purposes above);
- 3) Identify the methodology or combination of methodologies to be used (needs assessments and forecasting, situational analysis, root cause analysis, or review of previous literature and evidence);
- 4) Identify data or information sources needed to undertake the specified methodology;
- 5) Plan information gathering activities, such as key informant interviews;
- 6) Summarize and analyse data; and
- 7) Determine the results of the diagnostic, including decisions to be taken with respect to:
 - a. Can problems uncovered through the diagnostic evaluation be addressed by the implementing department? How?
 - b. Suggestions on the refinements of the intervention focus; and
 - c. Suggestions on the refinements of different options (of implementation) considered.

- *Skills needed for conducting this evaluation type:* Diagnostic evaluations can be conducted internally and require a basic understanding of the subject (program) that is considered in the evaluation, basic data analysis, and mastery of specific methodology (root cause analysis, etc.) foreseen for the diagnostic evaluation.

2. Design evaluation

- *Definition of evaluation type:* this evaluation assesses a program's theory of change, log frame and implementation plan to determine whether this implementation is appropriate for achieving the intended objectives.

- *What is the purpose of this evaluation type?* This evaluation helps to determine whether a program is likely to succeed and have its intended impact, based on the current design. It relies on testing the cause and effect assumptions in the program's theory of change.

- *What objectives and evaluation questions can this evaluation type help address?* The objective is to analyse the theory of change, test the inner logic and consistency of a program, either before a program starts, or during implementation to see whether the theory of change appears to be working.

Table 18: Evaluation Design Questions	
Purpose	Design evaluation questions
A: Diagnostic analysis of status quo	1. Is the need or problem the intervention addresses clearly defined and the nature and scale of the problem substantiated by good evidence?
	2. Is there a convincing analysis of the root causes of the problem substantiated with strong evidence?
	3. Is there a strong rationale of why this is a government priority?
B: Consideration of options	4. Are the different options for addressing the root causes made clear and is there evidence presented that these options are appropriate
	5. Are the cost/benefits of the different options made clear and the justification for selection of the preferred implementation option convincing?
C: Theory of change	6. Is there a clear Theory of Change explaining the causal mechanism for achieving the desired outcomes and impacts
D: Target group	7. Is the target group clear and are there clear measures to see who is in/out, and progress?
E: Performance Framework	8. Are the impacts clear and appropriate
	9. Are the planned outcomes clear, appropriate and important
	10. Are the planned outputs clear, appropriate and important and not just products but the key building blocks needed to achieve the outcomes
	11. Are the activities appropriate, sufficient and necessary for achieving the outputs?
	12. Are the assumptions appropriate at each level, can they be managed and is management included in the actions?
	13. Are the indicators appropriate and SMART?
	14. If needed, are component projects clear, and who is responsible for these?
	15. Does what is proposed contradict or duplicate any existing institutional arrangements and roles and responsibilities in government, in which case there must be explanation of how this will be addressed;
	16. Does the design consider any up-scaling or replication needs?
F: Planning implementation	17. Is there a realistic timeline for implementing the proposed activities?
	18. Are the human resource required to implement the intervention clear, appropriate and available?
	19. Are the finances well planned and the link to the activities to be undertaken clear?
	20. Are there appropriate management arrangements within the department for running the intervention?

	21. Are there roles that must be played by other role-players in or outside government and are all of the roles envisaged funded mandates?
	22. If needed, is there a coordination mechanism established to link with partners?
	23. Is there an M&E capacity established including a budget for evaluations and have these been programed?
	24. Is there a risk management plan?
G Summary: Will it work?	Based on the Theory of Change, performance framework, and implementation arrangements does it look like the intervention is likely to work?

- *When during the course of implementation is this evaluation type applied?* Design evaluation can happen as a stand-alone evaluation before the program has been implemented, to refine the design prior to implementation. It will also be undertaken as part of significant implementation evaluations, where the design of the intervention will be reviewed.

- *Steps for conducting this evaluation type:*

1) Request key documentation: Secondary resources suffice for this approach and it can be executed rapidly:

- Diagnostic;
- Feasibility study;
- Theory of Change (ToC);
- Program Plan; and
- Performance framework.

2) Follow up on missing documents.

3) Review background documentation.

4) Identify questions or missing documents.

5) Identify the informants needed for input on the evaluation and organize meetings to discuss:

- Diagnostic including root cause analysis, and options;
- Link to government priorities and strategic plan; and
- Identification of target group.

6) Identify relevant stakeholders and organize meeting on the ToC, refining it if appropriate.

7) Identify evidence for the ToC.

8) Work on logic of the performance framework – checking it matches the ToC (narrative summary and assumptions).

- 9) Review indicators for consistency with ToC.
- 10) Review implementation plan for consistency with indicators and targets.
- 11) Evaluators meet to finalise report and findings.
- 12) Evaluators meet with program staff on overall results.
- 13) Program staff feed results back into program design considering:
 - a. Minor changes made during the design evaluation process and proceed to implementation;
 - b. Further minor changes needed and proceed;
 - c. Some changes needed and these need to be reviewed by evaluators;
 - d. Major changes needed and to resubmit for full design evaluation; and
 - e. Rethink the program completely as the logic and evidence are weak.

- *Who conducts design evaluations/ skills needed:* Design evaluations can be carried out by internal M&E or planning staff? Familiarity with the program being analysed is important, as is analytical skills and mastery of any specific evaluation technique employed (such as root cause analysis). However, it will take time to build capacity and so departments may wish to outsource this role initially.

3. Implementation evaluation

- *Definition of evaluation type:* An implementation evaluation assesses program delivery, strategies, procedures and processes. It can answer questions about what is happening in practice, how it is happening, and why it is happening.
- *What is the purpose of this evaluation type?* An implementation evaluation aims to understand how a policy, strategic plan or program is working, and how it can be strengthened.
- An implementation evaluation typically focuses on the activities undertaken, how these are likely to contribute to the outputs, whether the assumptions and the theory of change seems to be working in practice and may well suggest whether it is likely that the planned outcomes will be achieved. This evaluation can provide early warnings of operational difficulties in newly implemented programs or components. It can also be conducted at regular intervals to check that operation remains on track and follows established procedures, or at any time when there are stakeholders' complaints about service delivery.
- *What objectives and evaluation questions can this evaluation type help address?* Implementation evaluation address "What happens during implementation of the program?" Sub-questions might include:
 - What does the program consist of? What are the key characteristics?
 - Who are the program participants?
 - What do staff members do?
 - How are the different components of the program internalised and incorporated into existing organisational systems?
 - How do the service-users/end-users experience the program?

- Does the ToC appear to be working and is it likely the outcomes will be achieved?
- Implementation evaluations can include different forms of analysis, including any combination of the following:
 1. Documenting how implementation is happening in practice;
 2. Comparing actual implementation to planned implementation, assessing quality of institutions, state of formal and informal networks that make program run etc.;
 3. Making recommendations for improving implementation (which may be about different processes, changes to design etc.);
 4. Anticipating likely achievement of the outcomes, unpacking how the ToC is working in practice (and in some cases, it may be combined with an impact evaluation which would confirm the achievement of outcomes or impacts); and
 5. Considering whether a program can be replicated.
- *When during the course of implementation is this evaluation type applied?* This evaluation can happen at any time after the start of program implementation, as a stand-alone evaluation, as part of a series of evaluations, or as one component of an impact or economic evaluation.
- *Process for conducting this evaluation type:* The specific methodology may vary by the evaluation questions that are selected. A general approach is likely to include:
 1. Review of the program's ToC.
 2. Identification and request for further background documentation to address specific evaluation questions;
 3. Organize and conduct field work as necessary;
 4. Assessment of the current status of implementation- can be based on quantitative and qualitative program, input from key informants, interviews, focus groups or other participatory techniques; and
 5. Analysis and conclusions of the evaluation- usually responding to:
 - a. Does it look like the intervention is on course to achieve its outcomes – if not what needs to be done?
 - b. How should implementation be strengthened?
- *Skills needed for conducting this evaluation type:* For implementation evaluations requiring field research, an external evaluator is likely to be recruited, who specializes in research and evaluation. If such additional data collection is not involved, then the evaluation can be carried out by M&E officers, perhaps with expert support from external evaluators to validate the evaluation questions, design and analysis. Any evaluator should have minimal familiarity with the program of focus and implementation context.

4. Impact evaluation

- *Definition of evaluation type:* impact evaluations seek to answer cause-and-effect questions and are structured around one particular question: What is the impact (or causal effect) of a program on an outcome of interest?²⁹
- *What is the purpose of this evaluation type?* Impact evaluation can serve three different purposes:
 - **Informing policy decisions** – the impact evaluation of large programs, or the inclusion of impact evaluation data and findings in synthesis evaluations, can provide useful and convincing evidence to support decisions on public policy, including deciding which programs will be funded in the future.
 - **Improving intervention design and implementation** – impact evaluations that can show impact but also explain how programs and projects work, and what is needed to make them work well, can inform and improve the design of future similar interventions. In this case they will combine with an implementation evaluation described above.
 - **Accountability** – Impact evaluation of government policies and programs shows whether public funds are making a difference, and the extent to which the public interest has been effectively served. Even where an impact evaluation finds that a program or policy has not worked, the results can be used to improve the allocation of future resources, thus improving accountability.
- *What objectives and evaluation questions can this evaluation type help address?*

What was the overall impact of the intervention?

- Did the intervention (program, project or policy) work? Did the intervention produce the intended impacts in the short, medium and long term?
- For whom, in what ways and in what circumstances did the intervention work?
- To what extent did the impacts match the needs of the intended beneficiaries?
- What unintended impacts (positive and negative) did the intervention produce?

What is the nature of the impacts and their distribution?

- Are impacts likely to be sustainable?
- Did these impacts reach all intended beneficiaries?

What other factors have influenced the intervention to achieve impact?

- How did the intervention work in conjunction with other interventions, programs or services to achieve outcomes?
- What helped or hindered the intervention to achieve these impacts?

²⁹ Gertler et al, 2011.

Used together with an implementation evaluation, the impact evaluation can examine how the intervention worked to achieve (or not to achieve) the specified impact?

- How did the intervention contribute to the intended impacts?
 - What were the particular features of the intervention that made a difference?
 - What variations were there in implementation?
 - What has been the quality of implementation in different sites?
 - To what extent are differences in impact explained by variations in implementation?
- *When during the course of implementation is this evaluation type applied?* Ideally an impact evaluation should be designed prior to implementation of the intervention and conducted for long enough for impacts, or longer-term outcomes, to be evident. The Theory of Change that underpins a program or project can identify key points when it will be useful to collect data for an impact evaluation. Some impact evaluations may involve experimental or quasi experimental techniques that would have implication on the program design and implementation. For example, program beneficiaries might be randomly selected, or program implementation might follow a pipeline design that helps establish a comparison group for beneficiaries. Such evaluation designs need to be determined together with the program design, or shortly after completion of the program design, yet before implementation.
- *Process for conducting this evaluation type:* The evaluation process and timing will depend on the evaluation design foreseen, with early engagement required in the cases of experimental or quasi-experimental design, and particularly where additional data collection is involved. A basic, general evaluation process entails the following steps:

1) Program Review and Evaluation Design

- Project Background Review, including drafting of the logic model and objectives;
- Outreach and Collaboration with evaluation stakeholders (PPBB or implementation program managers, etc.);
- Evaluator proposes evaluation design, methodology and data collection plan;
- Evaluator drafts potential evaluation questions and hypotheses;
- Evaluation methodology finalized, specifying:
 - Beneficiary group (similar to treatment/ experimental group) is composed of a group of individuals receiving the services, products, or activities that you are evaluating.
 - Comparison group (similar to control group) - a group of individuals whose characteristics are similar to those of your program participants, but do not receive the program (services, products, or activities) you are evaluating. Participants are randomly assigned to either the treatment (or program) group or the control group. A control group is used to assess the effect of your program on participants as compared to similar individuals not receiving the services, products, or activities you are evaluating. The same information is collected for people in the control group as in the experimental group.
 - Identification strategy: how to identify the impact of the project separately from changes due to other causes.
 - Evaluator and implementation partners discuss whether the evaluation design has any implications for the implementation of the program being implemented? For example, proposed randomization of beneficiaries or specific implementation sequence.

- Data collection method confirmed (survey, focus group, etc.) including equipment foreseen, such as computer assisted personal interviewing;
- Sampling strategy drafted, including power calculations (that indicated the sample size required for an evaluation to detect a minimum desired effect - defined as the change in outcome that would justify investment in the program); and
- Draft Instrument (questionnaire) developed.

2) Evaluation Implementation

- Present a detailed work plan;
- Test instrument (field test and/ or train enumerators as necessary);
- Undertake data collection (baseline);
- Data entry (and quality control);
- Draft baseline report; and
- Follow up data collection (per data collection plan, based on the time frame when impacts are expected to materialize).
- Data analysis comparing before and after (or relevant comparison per the evaluation design). Analysis generally follows this logic:
 - Implementation Objective;
 - Actual Implementation;
 - Differences? (Yes/No);
 - If Yes, Reasons for Change;
 - Barriers Encountered; and
 - Facilitating Factors.
- Conduct tests for significance- statistical procedure, such as a t-test or Z-score, that is applied to data to determine whether results are statistically significant (i.e., the outcome is not likely to have resulted by chance alone).
- Prepare evaluation reports- Statement of findings with respect to each evaluation question.

3) Dissemination of evaluation reports

- Peer review or validation of evaluation report; and
 - Communication of findings and recommendations to relevant stakeholders.
- *Skills needed for conducting this evaluation type?* Impact evaluations require evaluators with adequate technical skill to develop an evaluation methodology, sampling design, quality control for data collection, and analysis. Thus, impact evaluation methodology usually requires strong econometric skills. External evaluators usually undertake impact evaluations, also helping make the evaluation independent. Such evaluators are often affiliated with academia or research institutions. Depending on the specific evaluation design and activities, the external evaluation team can include an evaluation manager, sampling

expert, data specialist who designs data collection instruments, a field work team (particularly where additional data collection is foreseen), data managers and processors, and data and policy analysts.³⁰

5. Economic evaluation

- *Definition of evaluation type:* examines whether the costs of a program or policy outweigh the benefits. Cost effectiveness analysis can generate a “unit cost per outcome” by comparing the total value of the cost in generating the outcomes of a policy or program, to the units of outcomes generated. Cost-benefit analysis monetizes the changes in the outcome, such as value of additional crop harvested.
- *What is the purpose of this evaluation type?* An economic evaluation aims to identify the best course of action, based on comparative analysis of alternative courses of action in terms of both their costs and outcomes.³¹
- *What objectives and evaluation questions can this evaluation type help address?*
 - What are the costs and effects of various alternatives? Which alternative is the most affordable? Is this an efficient way to achieve outcomes? A common method to answer these questions is Cost-Effectiveness Analysis; and
 - Do the program direct costs outweigh its direct benefits? Is the program providing value for money? Is this program worthwhile? What is the net social benefit resulting from a program? A common method to answer these questions is Cost-Benefit Analysis.
- More specific questions include:
 - What is the benefit-cost ratio for different options (in monetary terms)?
 - What is the benefit-cost ratio for different options (using a standard such as cost per full-time job equivalent)?
 - What is the benefit-cost ratio for different health options (using a standard such as quality adjusted life years)?
 - What is the efficiency of investing in X or Y?
- *When during the course of implementation is this evaluation type applied?* This evaluation must be aligned with decision-making, so that analysis and results is available to inform a decision about resource allocation (in time for decision-making processes). The timing of this evaluation also needs to take into account the availability of information about financial and economic costs, and the time or resources needed to generate these.

³⁰ *Ibid.*

³¹ World Bank, 2015. “Performance M&E Policy Framework Final Report”.

- *Process for conducting this evaluation type:* Specific approaches will vary depending on whether a cost-benefit analysis, cost effectiveness analysis or cost utility analysis is used. The following process generalizes the type of analysis used in an economic evaluation (building on a CBA):³²

- 1) Identify the project, technical and demand analyses;
- 2) Identify the implementation context;
- 3) Identify the objective of the program, defining the socio-economic objectives that the project intends to achieve;
- 4) Identify the unit of analysis to which the cost-benefit analysis is applied;
- 5) Specify the direct benefit streams, unit of measurement and the time horizon for benefit streams anticipated (ideally, these benefit streams would be estimated based on how they would evolve in absence of the project, and with the project - using previous evidence of impacts from similar projects);
- 6) Specify the costs (often the project costs through a specific technical and financial model);
- 7) Collect data on the direct benefit streams and costs; and
- 8) Construct a cash-flow analysis, including sensitivity analysis. This analysis should use variance decomposition or other tools to identify the key parameters driving the returns. The analysis should also focus on those parameters or assumptions for which the evidence is weakest and those which have the largest impact on cost-benefit ratio.

- *Skills needed for conducting this evaluation type:* Economic evaluations can require a high level of research expertise and often involve an external evaluator. The evaluator needs to have minimal technical familiarity with the implementation context and the program being implemented. There is a need for strong quantitative analysis skills, and experience in research design and developing economic models for projects. Financial analysis skills are needed as well. It helps if the evaluator is familiar with the literature on benefit streams and returns generated by the intervention.

6. Evaluation synthesis

- *Definition of evaluation type:* an evaluation synthesis examines a range of evaluations of government interventions with a similar theme, objective or design to draw overall conclusions about these types of interventions. It brings together existing studies, assesses their relevance and reliability, and draws together their data to answer specific questions. An evaluation synthesis aims to bring together what is known about a particular type of program or a particular issue in service delivery.

- *What is the purpose of this evaluation type?* The evaluation synthesis systematically distils and integrates data from several evaluations and other sources of evidence to draw more reliable conclusions about a given question or topic. Often, it does not generate new knowledge but rather summarizes existing evidence.

³² Based on MCC “Guidelines for Economic and Beneficiary Analysis”.
<https://www.mcc.gov/resources/story/story-cdg-guidelines-for-economic-and-beneficiary-analysis>

- An evaluation synthesis can inform program and policy decisions by identifying feasible, appropriate, meaningful and effective program models and service delivery practices. It can inform the planning of an evaluation by identifying what is currently known, the gaps in knowledge, and appropriate methods for measurement and data collection.
- *What objectives and evaluation questions can this evaluation type help address?* Evaluation synthesis can build on diagnostic, implementation, impact or economic evaluations and so use similar questions, provided such data exists. The specific purposes can include systematic reviews, rapid evidence assessment or thematic analysis, with specific evaluation questions highlighted below.

Table 19: Evaluation focus	
Purposes	Evaluation focus or questions
Type 1: Systematic review	Studies which have a significant effect size (experimental or quasi-experimental studies) and use meta-analysis to produce a summary in the form of an overall conclusion about effectiveness
	What overall model can be developed from how concepts are understood across different qualitative studies?
	What works for whom in what circumstances?
	Wide range of evidence (including single cases where relevant), weights evidence more if it demonstrates long term effects and large effect sizes), and recognises the importance of program context
Type 2: Rapid evidence assessment	Focus on fairly comprehensive electronic searches of relevant databases and some searching of print material. These need not be exhaustive database searching, hand searching of journals and textbooks or searches of the grey literature of systematic reviews.
Type 3: Thematic analysis	Focus on a specific theme and refers to evaluations that cross multiple programs and projects. Because of the mixed nature of these studies (e.g. they come from different fields or focus on multiple topics), this approach is often used to analyse qualitative research.

- *When during the course of implementation is this evaluation type applied?* Evaluation synthesis is undertaken usually once there is a critical mass of evidence to be reviewed. As an evaluation synthesis can entail different methodologies (rapid assessments vs iterative processes), the time frame for conducting this evaluation type can vary. The methodology will be determined based on when evidence is needed and how credible this evidence needs to be.
- *Process for conducting this evaluation type:* While evaluation synthesis can use different methodologies (ranging from rapid assessments to more in-depth processes, potentially involving some data collection), the generic process is as follows:
 - 1) Identifying the specific topic or review questions;
 - 2) Developing and implementing an explicit search strategy, including strategies to locate unpublished research and evaluation studies;
 - 3) Selecting sources based on explicit inclusion and exclusion criteria (which address relevance and quality);
 - 4) Extracting data in a standardized format;
 - 5) Summarizing and synthesizing the results; and

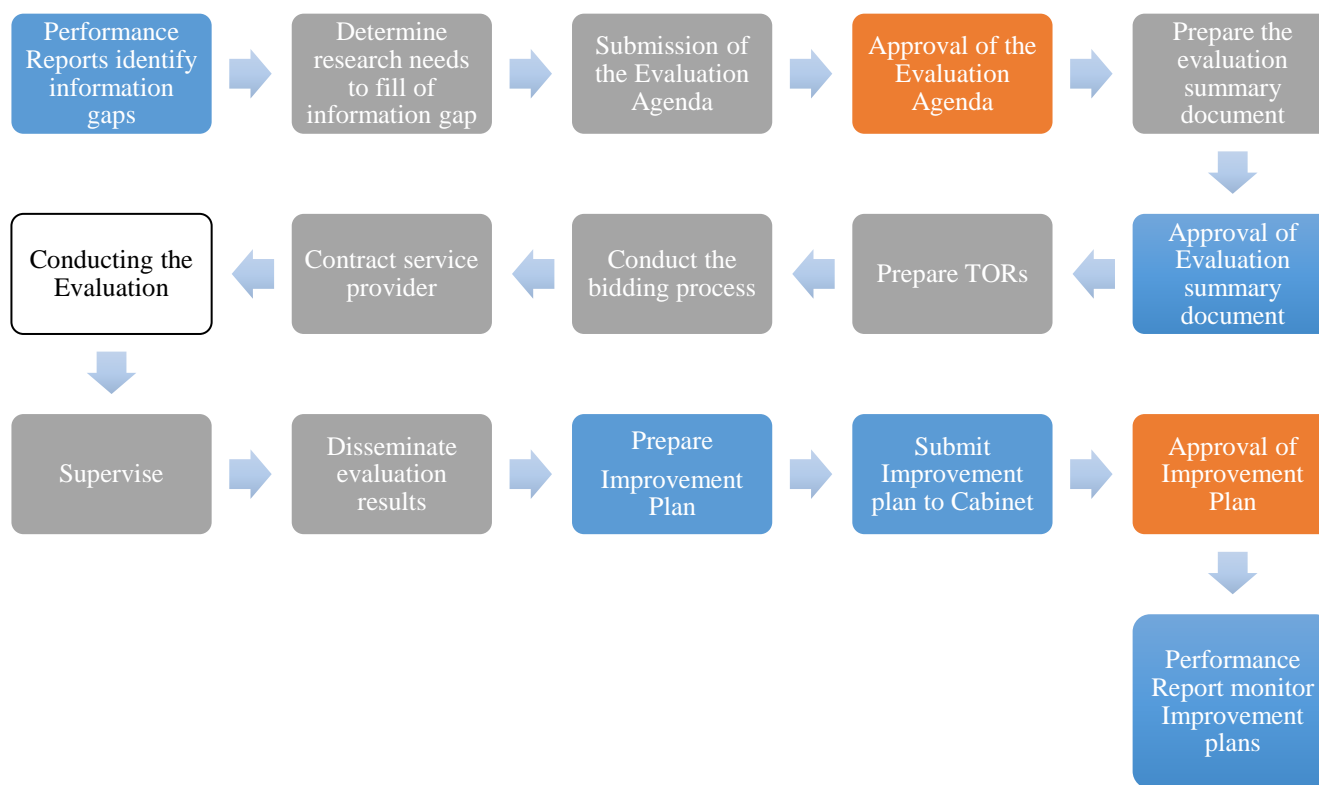
6) Disseminating the results.

Skills needed for conducting this evaluation type: Depending on the sophistication of the methodology foreseen, evaluation synthesis can be conducted either internally or externally. External evaluators would be recommended for evaluations that generate new data and require techniques such as key informant interviews or iterative analysis. The evaluator would need strong analytical skills, experiences with different data analysis techniques, and often proficient in qualitative research techniques. The evaluator should also be familiar with the literature related to the program, the evidence on the selected topic (evaluation literature, etc.), and the implementation context.

Annex 16: Making Evaluation Operational

The flowchart below depicts the operational steps to determining the evaluation agenda, conducting the evaluation and dissemination of the results for performance improvement purposes. This is further supported by a checklist to draft a terms of reference (TOR) to commission evaluation studies.

Figure 1: Making Evaluation Operational: Evaluation Agenda & Process



Source: World Bank

Copyright: Department of Public Administration, Seychelles

Possible ToR Section	Relevant (Yes/No)
Description of the program - its context, purpose, key activities and scope	
Purpose of the evaluation and major questions to be addressed	
Identification of the stakeholders	
Key information requirements	
Specify the methodology and data collection instruments	
Reporting requirements, including how and when the information should be reported to whom	
List background documentation that will be provided to the evaluator	
Time schedule for the major stages of the study including the reporting deadlines	
Budget details - generally as a range or upper limit but in more detail if desired	
Ethical considerations that are relevant to the specific program	
Required evaluator credentials, including qualifications and experience	
Selection process criteria to be used in assessing the proposals	
Contact details for additional information	
The format in which to submit the proposal including where, when and in what form	
Deadline for proposals	

Annex 17: Components of the Reporting framework

KPI #2: % of P6 students scoring C and above in English (E) and Math (M). Cyril Pillay, Director Primary Schools

Accountability

Alignment with PPBB

Contributing indicators – PPBB and output indicators more frequently measured

Programs that help to move the numbers

Data, formula and data accountability

Corrective actions recommended

PPBB Program 4: Primary Education

	Baseline (year)	Unit	Targets and actuals: <i>Please use the same unit as baseline</i>			
			2014	2015	2016	2017
% of P6 students scoring C and above in English	18% (2013)	%	20%	23%	26%	30%
% of P6 students scoring C and above in Math	17% (2013)		24% 26%	12% 23%	42% 13%	35%

Targets

Contributing indicators	Baseline (year)	Unit	Targets and actuals: <i>Please use the same unit as baseline</i>			
			Q1	Q2	Q3	Q4
% of P3 to P6 teachers with an appraisal rating between 51 to 60 ^d	(2016)	%	30%	40%	50%	60%
% of teachers applying sound pedagogical skills in English/Math	(2016)		6% TBD	11% TBD ^d		

By quarters/terms

Programs for achieving this KPI

- 1 Support and intervention program
- 2 Mentorship Program
- 3 Upgrading program (for teachers)

Data Source Test scores Key Stages Exams; End of Cycle Reports; Teachers performance plan, end of Cycle Report

Formula # of pupils achieving C and above/total pupils sitting the exams; # of teachers achieving rating 51-60/# teachers; # teachers meeting criteria/# teachers

Responsible Cyril Pillay, Director Primary Schools

Visual representation of the KPI

Year	Targets Math	Real Math
2013	17%	17%
2014	20%	26%
2015	23%	12%
2016	26%	13%
2017	30%	35%

Remarks

As of 2018, School will have more autonomy. School Council and Management will need to be focused on results

Accountability and costs

	Corrective actions if indicators are Off-track	Responsible	Responsible follow up	Deadline	Budget (mm SCR)
1	Hire a consultant to design and an accountability system for schools	PS of Education, Dr. Decomarmond		12/2017	SR\$50,000
2	Hire a consultant to review Appraisal Policy	PS of Education, Dr. Decomarmond		12/2017	SR\$30,000
3	Organize a curriculum leadership training for middle management positions	Director SIRE, Ms. Jules		6/2018	SR\$ 1 M

Annex 18: KPI reporting template

KPIs FOR THE – _____ PORTFOLIO, Q _____ Year _____

KPI #1:

PPBB Program 3:

KPIs	Baseline (year)	Unit	Targets and actuals			
			2017	2018	2019	2020
	(Year: ____ _)					
	(Year: ____ _)					

PPBB and Contributing indicators	Baseline (year)	Unit	Targets and actuals		
			T1	T2	T3
	(2016)	%			
	(2016)				

Programs for achieving this KPI

1	
2	
3	

INSERT GRAPH BASED ON HISTORIC ACTUAL DATA

Data Source	a)
Formula	a) b) c)
Responsible	

 **OFF TRACK!**







Remarks

--

Corrective actions if indicators are Off-track	Responsible	Responsible follow up	Deadline	Budget (SCR)
1				
2				







Annex 19: Reporting timeline for quarterly reports

Table 20: Reporting timeline for quarterly reports

REPORTING LINE	ACTION	SUBMISSION DEADLINE
CABINET	Review progress Deliberate recommendations	
		
MINISTER	Review progress Request further information	Second week after the end of the quarter (Duration: 1 week)
		
PS / RBM COMMITTEE	Review progress Request further information	First week of after the end of the quarter (Duration: 1 week)
		
M&E Officer/TECHNICAL ADVISOR	Quality control Agency reports and Ministries report. Each report to include only KPIs and contributing indicators	Final week of the quarter (Duration: 1 week)
		
CEO	Quality control the report. Request further information and clarification.	Second last week of quarter (Duration: 2 days)
		
M&E Focal Person	Integrate report on KPIs and contributing indicators for the Agency	Second last week of quarter (Duration: 3 days)
		
PPBB PROGRAM MANAGERS	Provide data for KPIs and contributing indicators for the program	Third last week of the quarter (1 week)

Annex 20: Reporting on follow-up actions on quarterly reports

Table 21: Reporting on follow-up actions on quarterly reports

REPORTING LINE	ACTION	SUBMISSION DEADLINE
MINISTER	Review progress Request further information	Second week after the end of the quarter (Duration: 1 week)
		
PS / RBM COMMITTEE	Review progress Request further information Identify priority areas	First week of after the end of the quarter (Duration: 1 week)
		
M&E UNIT MINISTRY	Compile a summary of on-track / off-track action plans Flag the issues that are off-track	Final week of the quarter (Duration: 1 week)
		
CEO	Quality control the report. Endorsement. Request further information and clarification.	Second last week of quarter (Duration: 2 days)
		
M&E Focal Person	Compile the progress report Quality assurance, spot checks	Second last week of quarter (Duration: 3 days)
		
PPBB PROGRAM MANAGERS	Collate the data and summarise progress on the implementation of the action plan	Third last week of the quarter (1 week)
		
TECHNICAL FIELD STAFF	Collect data and report on progress	

Annex 21: Performance Review Meetings

The M&E officer will assist with the preparations and follow up action from performance review meetings.

Step 1: Preparing for the performance review meeting.

Before the progress review meeting and based on the filled-in templates from the officers responsible for progress reporting, the M&E Officer will fill in the four summary sections of the reporting template in Annex 7. The M&E Officer will indicate whether the indicator is on or off track by means of traffic lights. The reported challenges that the implementation process is facing will also be included as well as the data/evidence that will be used to determine the solution to the identified problems.

Step 2: Reviewing and agreeing on performance improving actions.

For each indicator that is off track the performance review meeting will discuss and agree on an appropriate corrective action based on the action proposed by the implementing team. The meeting should interrogate the reasons stated for delays in progress, the recommended corrective actions, the deadlines, and the responsible units. The corrective actions identified should be operational and specific and accompanied by an action plan with a timeline for implementation.

Step 3: Performance review meeting follow-up.

Once the progress review meeting has been completed, the M&E Officer will compile meeting minutes which will include the agreed actions. The agreed actions and recommendations should be signed off on by the Principal Secretary and communicated back to the responsible program and project implementation teams in order for them to implement the agreed actions by the stated deadlines.

Step 4: Dissemination of performance information.

In line with the Performance M&E Policy, Ministries are furthermore required to disseminate M&E information widely, including the Ministerial Annual Progress Report and evaluations, through public launch events and ministerial websites.

Annex 22: PME Roles and Responsibilities

President. The President is the main champion of the M&E system and uses information from the system to keep government accountable and to provide feedback to citizens on progress against strategic objectives and undertakings.

National Assembly. In addition to passing legislation and approving the annual budget, the National Assembly is a user of performance M&E information which it will use to exercise its oversight responsibility over the executive. The assembly will receive summaries of the quarterly performance reports in order for Members of Parliament to be informed about progress towards achieving Seychelles' national development goals. This will also enable Parliament to discuss linkages between the approved plan and budget and the delivered results and services to citizens.

Cabinet. As a Centre of Government apex decision-maker, the Cabinet approves the Performance M&E Policy and reporting templates through which it receives regular performance updates from the various Ministries on progress towards strategic outcomes of government. As part of the PME system, Cabinet will receive routine quarterly reports summarising progress on key indicators and contributing indicators per portfolio. These quarterly reports also include the high-level progress and contributions of the department and agencies reporting to the Ministry. Quarterly reports inform should inform portfolio and cross-sectoral decision-making.

Department of Public Administration. DPA is responsible for the roll-out of PME and work closely with the Ministry of Finance, Trade, Investment and Economic Planning to integrate PME with the PPBB and Results Planning pillars of results-based management. It supports the establishment of the PME function across government through guidance on the positioning of the function in the governmental organogram, direction on the integration of the job function in existing schemes of service and development of job description for M&E Officers. Annex 24 provides guidance for comparing institutionalisation maturity between MDAs. In time, the DPA will monitor Public Service performance from a performance management perspective.

Ministry of Finance, Trade, Investment and Economic Planning. The MFTIEP is responsible for both economic planning and the preparation of the annual budget and the main custodian for RBM. This is reflected in the Public Finance Management Act, 2012, which also gives it the legal authority for monitoring and evaluation. MFTIEP has the technical expertise to assess thematic and ministerial plans, policies, programs and projects at both the portfolio and national levels, review budget allocation and determine priorities in line with the National Development Strategy priorities.

National Bureau of Statistics. The NBS is responsible for collecting official statistics through the production of survey data and quality assurance/vetting of administrative data produced in the line ministries for the monitoring of portfolio performance targets. To strengthen the PME system, the NBS should set standards for portfolio statistics, improve methodologies for data collection and quality assurance, build capacity of various stakeholders, and compile and publish collected data. At MDA level, the Statistics Officer and technical advisors lead on all matters related statistics.

The DPA, MFTIEP and NBS will work closely together and with line ministries to ensure that:

- i. Ministerial performance indicators (both KPIs and contributing indicators) are quality assured and ministerial performance frameworks have credible indicator data;
- ii. Reliable and timely data is available for the National Development Strategy reporting process; and
- iii. The data is vetted and signed off on and any issues that may arise are addressed effectively.

To manage the data required for effective NDS monitoring, a Data Management System (DMS) will be established. The data management system for the NDP will be limited in scope and focus on the indicators needed to monitor implementation of the NDS. The Data Management System will not cover the production of the

indicators, which is part of the National Statistical System. It will be supported by a separate data management strategy that will cover the following broad areas:

- Objectives and scope;
- Data production unit;
- Data quality and vetting mechanisms;
- Data sharing and management arrangements;
- Data storage system;
- The generation of standard reports; and
- User access and dissemination.

Department of ICT. The DICT will support the development and infrastructure support for an integrated data management system, including electronic data platforms and dashboards, such as the RBM dashboard. Systems support will be provided to MDAs to develop portfolio PME systems harmonized with the national system.

During implementation of the PME, the option of an electronic Management Information System (MIS) for the NDP indicators will be considered to facilitate reporting and ease access to performance information for all stakeholders. An e-PME fully integrated with existing IT and statistics systems of the NBS and other government departments would furthermore help to ensure improved availability, timeliness, integration, and interoperability of information across the public sector. DICT will take the lead in this process in partnership with the NBS and the DPA. A tailor-made NDS KPI dashboard will also be developed and be available online for decision-makers and other stakeholders to be able to follow implementation status progress efficiently. Once developed, the dashboard could be extended to ministries to include a wider range of performance data.

The Portfolio RBM Committee. The Internal RBM (IRBM) Committee is chaired by the PS at meets on a quarterly basis. The role of the committee is to review and discuss the findings of the routine performance progress reports with a view to decide on corrective actions where needed to improve overall performance and progress towards set targets for strategic priorities of the plan. The committee also discusses the findings of evaluations and endorses management responses. The committee may be supported by an RBM technical team which will meet on a need-to basis and chaired by the RBM Coordinator (Policy/Planning/or M&E officer). The RBM Committee therefore plays an important role in the overall successful implementation of the PME system, which relies on the quality and timeliness of input from the ministries. Annex 22 provides the Terms of Reference that informs the work of the RBM Committee.

Ministries, Departments and Agencies. Ministries, Departments and Agencies are both the main producers and users of the bulk of performance information. Most of the performance progress reports are produced in the line ministries. The MDAs will monitor and report progress towards implementation of portfolio/ministry plan targets with a view to taking corrective action when and if off track and for successful policy, program, and project implementation. Produced information are reviewed by the National RBM Steering Committees to inform decisions and actions to drive continuous performance improvement. The MDAs also provide summary progress information to Cabinet, MFTIEP, and the Auditor General on the progress against set performance targets.

M&E Officer. The M&E Officer will work with planning, budgeting, and technical staff at the department and agency level to ensure that performance M&E is fully integrated in the strategic plans, budgets, and performance management processes of the Ministry. At ministry level, the starting point for monitoring is the ministry or strategic plan, including programs and projects and the approved budget. Monitoring will focus mainly on the strategic priorities of the plan. In the design phase, integrating performance M&E in the plan will help to improve both the formulation of priority outcomes and the results-focus of the plan. The M&E Officer in the ministry should therefore work closely with the planning officers during the formulation or any subsequent revisions of the plan. The main functions of the M&E Officer will be:

- Supporting the formulation of strategic plans, including strengthening their results focus and performance frameworks (making sure they ready for performance management purposes);
- Linking data collection systems to the ministerial performance monitoring system;
- Collecting routine performance information and preparing quarterly and annual progress reports;
- Preparing and supporting RBM committee performance review meetings;
- Compiling performance review meetings reports detailing agreed corrective actions, accountabilities, and deadlines; and
- Perform the role of evaluation project manager when needed.

To guide the establishment and integration of the M&E Officer in the existing public sector management systems, a detailed job description for the M&E Officer will be developed and customised to the needs of the sector. The job description will be reviewed and updated by the DPA periodically.

Office of the Auditor General. The Office of the Auditor General is both a producer and user of PME information. The AG undertakes performance and value-for-money audits as well as finance and compliance audits. The performance audits, amongst others, include a review of progress towards annual performance plan targets and goals. In doing so, the AG makes use of available PME information from line ministries and the National Bureau of Statistics to inform the findings of each audit report. Produced reports are used by other stakeholders to assess progress and strengthen both financial accountability and accountability for results.

Citizens and Civil Society. Predominantly users of PME information at the higher level of KPIs and Outcome Indicators, these stakeholders provide regular feedback on performance results and service delivery.

Training Institutions. Training institutions such as Professional Centres, University of Seychelles, and TGMI to develop national capacity to strengthen institutional PME capabilities and address PME talent management and retention and promote a results-oriented culture across government.

RESULTS-BASED MANAGEMENT

**MDA Internal RBM Committee and Technical Team
Terms of Reference**



1. Introduction

Cabinet approval of the Result-Based Management (RBM) Policy in 2013 calls for an integrated approach to bind performance measurement to the planning and budget processes to ensure:

- ∞ Alignment of overall goals and the delivery of policies to recipients and stakeholders;
- ∞ Improvement of public service delivery and value for money;
- ∞ Reduction in program and project completion time and costs; and
- ∞ Timely and regular feedback to stakeholders on activities.

The policy provides a standardised framework for assessing the performance of a ministry or department by organising all its activities into results-focused functions for the achievement of program outputs that can be clearly linked to policy outcome indicators and budgets.

This policy further reinforces the Government's commitment to achieve the goals of the Public Administration Reform by improving operational efficiency, effectiveness, and accountability, in order to create a sustainable fiscal platform to increase the quantity and quality of public services.

The expected results of the *Policy on Integrated Results-Based Management* are:

- o **Focusing on results:** Departments collect sound information on activities (whether or not these are funded by core budget or by donors) to support informed decisions on public management and new program proposals.
- o **Decision-making for results:** All departmental activities are strategically linked to results, and sound financial and non-financial performance information is used to make allocation and reallocation decisions across the Government.
- o **Performing for results:** All public-service managers are evaluated on the basis of their ability to deliver results (to be stipulated in their job descriptions) and are held accountable for their performance and their contribution to that of their organisation.
- o **Planning for results:** Decision-makers are able to allocate resources according to government priorities and on the effectiveness of returns. This will provide more power,

The RBM policy comprises four pillars:

- i. Strategic Planning – led by Ministry of Finance, Trade and Economic Planning (MFITEP)
- ii. Program Performance Based Budgeting (PPBB) – led by MFITEP
- iii. Performance Management System (PMS) – led by Department of Public Administration (DPA)
- iv. Performance Monitoring and Evaluation (PM&E) – led by DPA

The PPBB pillar was launched in 2013 using a gradual approach, and the Strategic Planning and PM&E pillars are in the process of being implemented similarly, building on the PPBB implementation plan. While PM&E can ensure progress is aligned to the Strategic Plan and PPBB, PMS will provide the accountability platform for

alignment between organizational performance and personnel performance so that staff commit to the results they intend to achieve with the resources allocated. Ultimately, this will result in a harmonious system where all the tasks performed by a Ministry, Department or Agency (MDA) fits clearly within a structured framework.

To remain focused on an Integrated RBM approach, and to provide leadership and coordination it is necessary to have a structure within Ministries and Departments - an **Internal RBM Committee**.

1. The Sector RBM framework

- 2.1 An **Internal RBM Committee** (IRBM) shall be established as a focal point in each MDA to implement the RBM policy framework. Members shall be from each pillar (Strategic Planning, PPBB, PM&E and PMS) and from the MDA's Management Information System. The Committee shall be chaired by the Principal Secretary. Each MDA shall appoint a Focal RBM Coordinator who will be the Committee's Secretary.

The IRBM Committee will be further supported by the set-up of an IRBM Task Team and shall be chaired by the Focal RBM Coordinator.

o Role and Responsibilities.

The main function of the Committee within each MDA is to oversee the coordination and implementation of the RBM pillars for a more integrated approach to public service management and accountability.

- 1) Provide direction on any policy issues relating to the implementation of the RBM pillars.
- 2) Establish the roles and responsibilities of the stakeholders/committee leading each RBM pillar.
- 3) Monitor the implementation progress of each pillar and take appropriate actions to address deficiencies for improvement.
- 4) Coordinate the development and review of the results-framework to ensure alignment between resources, activities and results and consistency across the departments and agencies.
- 5) Validate quarterly and annual performance reports and corrective actions, prior to submission to Senior Management and take appropriate actions to improve delivery of results.
- 6) Promote the RBM initiatives within the MDA through a variety of communication channels.
- 7) Recommend any preparatory work necessary for the implementation of the RBM pillars; such as conducting capacity readiness assessments; and ICT diagnostic assessments for development of information systems, standards and guidelines.
- 8) Advise the National RBM Task Force on capacity building requirements for effective implementation of the RBM pillars.
- 9) Report on the RBM's implementation progress to the Senior Management Committee and the National RBM Task Force.
- 10) Consult the respective National RBM officer (s) on issues pertaining to the individual pillar.

o Frequency and Procedures for Meetings

The Steering Committee meeting shall convene at least once every quarter and shall develop its own procedures for the agenda, record of proceedings and meeting materials.

The Committee shall report to the Minister.

o Composition of the Committee

Name	Designation	Department/Division/Section	Membership
			Chairperson (<i>Principal Secretary</i>)
			Vice-Chair
			Secretary (<i>Focal RBM Coordinator</i>)
			Members (<i>representatives from the departments and agencies</i>)

The quorum for the **Committee** will be 50%+1 members including either the Chair or Vice-Chairperson.

2.2 The IRBM Task Team is to support and coordinate the implementation of RBM relating to Strategic Planning, PPBB, PM&E and PMS, and other RBM initiatives.

o Role and Responsibilities.

- 1) Ensure integration of RBM in all planning, budgeting and monitoring activities across departments and agencies within the MDA.
- 2) Problem-solve and escalate any RBM implementation issues/challenges to the IRBM Committee for further actions.
- 3) Assist in the development/review of the MDA's strategic plan, including the results-framework, performance indicators and M&E tools.
- 4) Ensure the integration of PPBB's framework and updated Medium Term Expenditure Strategies (MTES) during the development/review of the strategic plan.
- 5) Ensure performance indicators are aligned with the strategic plan and budget allocations, and propose modifications, as necessary.

- 6) Assist in the development/review of a Performance M&E plan for the MDA in line with the strategic plan to document M&E practices within the MDA.
- 7) Review the quarterly and annual performance reports and flag issues that need further actions prior to submission to the Internal RBM Committee.
- 8) Undertake any preparatory work required for the implementation of RBM, such as: conducting diagnostic assessments for development of information systems; establishing protocol for data collection, analysis and reporting; and development of standards and guidelines for performance measurement and reporting.
- 9) Recommend amendments to internal policies, procedures and protocol, as necessary to the IRBM Committee to ensure smoother implementation of pillars.
- 10) Identify and compile the main RBM capacity building requirements and advise the IRBM Committee, as necessary.
- 11) Assist in providing the required capacity building sessions, on any of the RBM pillars to staff, as necessary.
- 12) Ensure RBM initiatives are communicated and implemented within the MDA.
- 13) Consult the National RBM officers on issues pertaining to the individual pillars.
- 14) Seek advice from the respective National RBM implementer to brainstorm on pertinent issues relating to any one pillar.

The Task Team shall report to the Internal RBM Committee.

o Composition of the Task Team

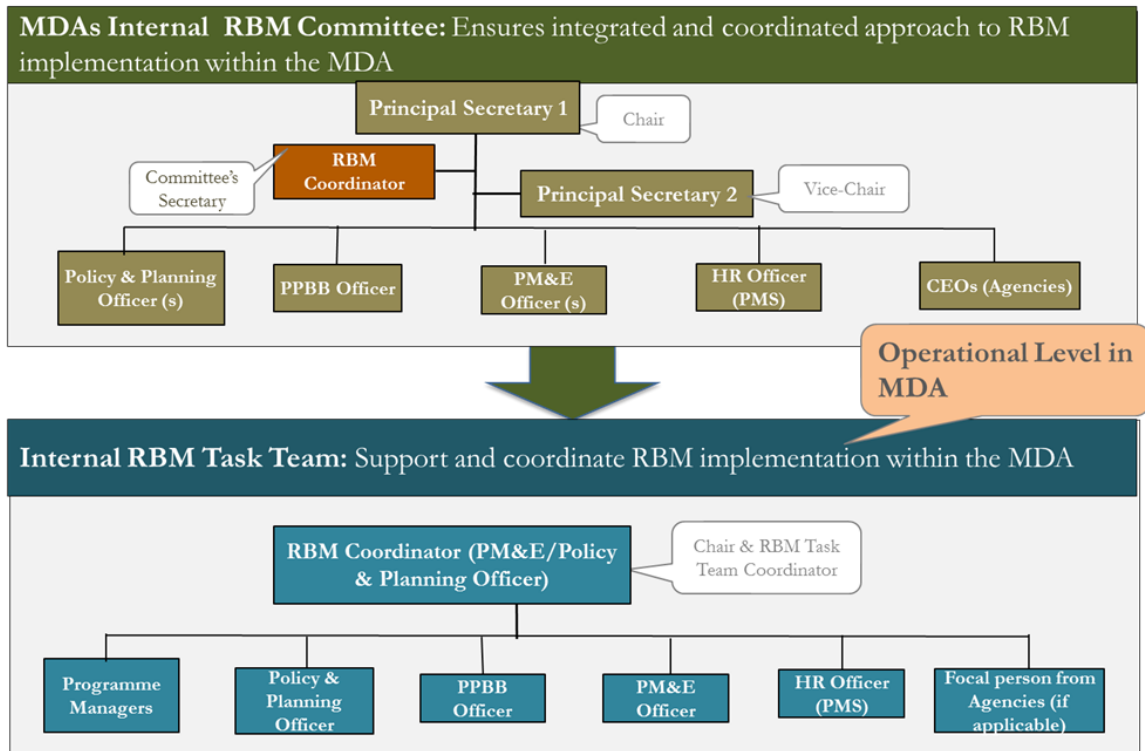
Name	Designation	Department/Division/Section	Membership
			Chairperson (<i>RBM Coordinator</i>)
			Secretary (<i>Focal person to be identified</i>)
			Members (<i>representatives from the departments and agencies</i>)

o Frequency and Procedures for Meetings

The Task Team meeting shall convene at least once a month, and shall develop its own procedures for the agenda, record of proceedings and meeting materials.

2.3 Internal RBM Structure within MDAs

The RBM structure within the MDA is indicated below. The structure and composition for the IRBM Committee and Task Team will be dependent on the size and function of the organisation. Each MDA shall set-up their Committee and Task Team accordingly.



Annex 24: Scoring PME implementation between MDAs

The following list of criteria may be used to track PME adoption within MDAs.

Table 22: MDA performance on PME implementation			
No.	Index Questions	Yes	No
1)	Has an M&E unit been established in the ministry, department or agency?	<input type="checkbox"/>	<input type="checkbox"/>
2)	Has the M&E function been staffed, e.g. has the responsibility for M&E been formally assigned and incorporated in the individual PMS?	<input type="checkbox"/>	<input type="checkbox"/>
3)	Is there an approved budget for PME in the ministry?	<input type="checkbox"/>	<input type="checkbox"/>
4)	Has a Strategic Plan for the ministry been formulated with a performance framework (indicators and targets)?	<input type="checkbox"/>	<input type="checkbox"/>
5)	Does the Strategic Plan contain guidance on M&E or outline the required M&E arrangements in the ministry?	<input type="checkbox"/>	<input type="checkbox"/>
6)	Is the ministry producing regular quarterly performance reports using the developed PME templates?	<input type="checkbox"/>	<input type="checkbox"/>
7)	Is the RBM committee holding quarterly performance review meetings, including agreeing on follow-up actions with assigned responsibilities and deadlines?	<input type="checkbox"/>	<input type="checkbox"/>
8)	Did the ministry undertake any evaluations of their priority programs or flagship projects during the last financial year?	<input type="checkbox"/>	<input type="checkbox"/>
9)	Is the ministerial revenue and expenditure estimates informed by the progress against KPIs and outcome indicators?	<input type="checkbox"/>	<input type="checkbox"/>
10)	Are performance targets included in Performance Contracts and individual performance assessments?	<input type="checkbox"/>	<input type="checkbox"/>
11)	Are performance reports regularly disseminated in electronic format on the ministerial website?	<input type="checkbox"/>	<input type="checkbox"/>
12)	Are citizen consulted routinely on service delivery?	<input type="checkbox"/>	<input type="checkbox"/>
Ministerial Score [Max score = 12]		Score: _/12	

Annex 25: PME Checklist

The checklist below can be applied at various stages of the PME cycle. The purpose of the checklist is to help guide PME practitioners to strengthen the various elements of PME from the planning and system establishment stage through implementation and use of M&E findings. Each section of the checklist applies to different stages of the PME cycle following the stages in establishing the PME system as outlined in chapter 4 of this manual.

The section references in brackets refer to the sections of this manual.

Table 23: Performance M&E Checklist			
No.	Checklist Questions	Yes	No
1. Strengthening the results-focus of strategic plans			
1.a	Does the plan follow the MFTIEP Guidelines for strategic plans?	<input type="checkbox"/>	<input type="checkbox"/>
1.b	Does the strategic plan include a comprehensive situation analysis?	<input type="checkbox"/>	<input type="checkbox"/>
1.c	Does each priority outcome have a robust theory of change from the inputs and outputs required to the planned outcomes/impacts?	<input type="checkbox"/>	<input type="checkbox"/>
1.d	Have results chains been formulated for all programs and projects in the strategic plan?	<input type="checkbox"/>	<input type="checkbox"/>
1.e	Have M&E arrangements for implementing the strategic plan been articulated in the draft plan document?		
1.f	Is the strategic plan structured across clear programmatic priority areas?	<input type="checkbox"/>	<input type="checkbox"/>
1.g	Does the strategic plan have clear outcomes for each priority program to enable the formulation of outcome indicators?	<input type="checkbox"/>	<input type="checkbox"/>
1.h	Does the strategic plan have clear outputs for each of the priority programs to allow for the formulation of output indicators?	<input type="checkbox"/>	<input type="checkbox"/>
1.i	Is the strategic plan costed and informed by a financial ceiling provided by the MFTIEP?	<input type="checkbox"/>	<input type="checkbox"/>
1.j	Were key stakeholders, including citizens, consulted in the formulation of the plan?	<input type="checkbox"/>	<input type="checkbox"/>
1.k	Has an implementation plan been formulated for the plan?	<input type="checkbox"/>	<input type="checkbox"/>
1.l	Can the strategic plan be evaluated?	<input type="checkbox"/>	<input type="checkbox"/>
1.m	Has a cost-benefit analysis for the main elements of the strategic plan been undertaken?	<input type="checkbox"/>	<input type="checkbox"/>

2. Selecting indicator for the strategic plan performance framework (results matrix)			
2.a	Have indicators been formulated for all priority program and projects in the strategic plan?	<input type="checkbox"/>	<input type="checkbox"/>
2.b	Have indicators been defined for each level – from input to impact – of the theory of change for each of the main programs?	<input type="checkbox"/>	<input type="checkbox"/>
2.c	Are the indicators broadly in compliance with the SMART criteria?	<input type="checkbox"/>	<input type="checkbox"/>
2.d	Are the indicators in line with international standards for the sector?	<input type="checkbox"/>	<input type="checkbox"/>
2.e	Do the indicators satisfy the criteria for good indicators, e.g. Direct, Unambiguous, Adequate, Practical And useful?	<input type="checkbox"/>	<input type="checkbox"/>
2.f	Are there indicators for each level of the Indicator Hierarchy, e.g. KPIs and Contributing indicators?		
2.g	Is there a good mix of indicators, e.g. indicators that change more frequently (quarterly) and less frequently (annually)?	<input type="checkbox"/>	<input type="checkbox"/>
2.h	Is there existing data for each of the identified indicators?	<input type="checkbox"/>	<input type="checkbox"/>
3. Defining indicator baselines, setting targets, and preparing for monitoring			
3.a	Has the baseline information been recorded for all indicators?	<input type="checkbox"/>	<input type="checkbox"/>
3.b	Have targets been set for all indicators?	<input type="checkbox"/>	<input type="checkbox"/>
3.c	Are the portfolio outcome targets realistic?	<input type="checkbox"/>	<input type="checkbox"/>
3.d	Have the targets been informed by historical trends?	<input type="checkbox"/>	<input type="checkbox"/>
3.e	Has the master indicator table been filled in for each indicator?	<input type="checkbox"/>	<input type="checkbox"/>
3.f	Has the data source and reporting frequency been identified for each indicator?	<input type="checkbox"/>	<input type="checkbox"/>
3.g	Has the responsible reporting person for each indicator been identified?	<input type="checkbox"/>	<input type="checkbox"/>
3.h	Has the Indicator Reporting Plan template been filled in for all the indicators that are to be reported on?	<input type="checkbox"/>	<input type="checkbox"/>
3.i	Has the Ministerial Performance Monitoring and Evaluation Plan been developed?	<input type="checkbox"/>	<input type="checkbox"/>
3.j	Has a portfolio M&E calendar been formulated, e.g. a plan for progress reports on the portfolio indicators and tentative dates for performance review meetings?	<input type="checkbox"/>	<input type="checkbox"/>

4. Reporting progress on the implementation of the Strategic Plan			
4.a	Has the letter from the Principal Secretaries to the responsible reporting officers been drafted [Responsibility of the M&E Officer]?	<input type="checkbox"/>	<input type="checkbox"/>
4.b	Have the quarterly reports been completed?	<input type="checkbox"/>	<input type="checkbox"/>
4.c	Have the quarterly reports been completed on time [one month after the end of each quarter]?	<input type="checkbox"/>	<input type="checkbox"/>
4.d	Has the Annual Progress Report been completed?	<input type="checkbox"/>	<input type="checkbox"/>
4.e	Have on-the-ground monitoring been undertaken for selected high priority projects?	<input type="checkbox"/>	<input type="checkbox"/>
4.f	Have the progress reports been transmitted to the relevant departments and stakeholders by the given reporting deadlines?	<input type="checkbox"/>	<input type="checkbox"/>
5. Using Progress Reports to improve ministerial performance			
5.a	Have the quarterly progress review meetings being held in the ministry?	<input type="checkbox"/>	<input type="checkbox"/>
5.b	Are the quarterly progress review meetings being chaired by the Minister or PS?	<input type="checkbox"/>	<input type="checkbox"/>
5.c	Are the quarterly progress review meetings focused on the ministerial programs/project result indicators?	<input type="checkbox"/>	<input type="checkbox"/>
5.d	Is the status reviewed for each of the ministerial performance indicators, e.g. on or off track?	<input type="checkbox"/>	<input type="checkbox"/>
5.e	If performance is off track, are correct actions identified?	<input type="checkbox"/>	<input type="checkbox"/>
5.f	If performance is off track and a corrective action is identified, is a responsible unit/person identified?	<input type="checkbox"/>	<input type="checkbox"/>
5.g	If performance is off track and a corrective action is identified, is a deadline set for the corrective action?	<input type="checkbox"/>	<input type="checkbox"/>
5.h	During the ministerial performance review meetings, is progress against agreed actions (in previous meetings) reviewed?	<input type="checkbox"/>	<input type="checkbox"/>
5.i	During the ministerial performance review meetings, are the findings of evaluations reviewed?	<input type="checkbox"/>	<input type="checkbox"/>
5.j	Is a management response prepared to the findings of evaluations?	<input type="checkbox"/>	<input type="checkbox"/>
5.k	If a management response is prepared on the findings of ministerial evaluations, does it include an action plan?	<input type="checkbox"/>	<input type="checkbox"/>
6. Developing a National Evaluation Plan			
6.a	Have ministries identified evaluation priorities in their strategic plans?	<input type="checkbox"/>	<input type="checkbox"/>

6.b	Have ministries been consulted on their evaluation priorities?	<input type="checkbox"/>	<input type="checkbox"/>
6.c	Have potential evaluation topics been prioritised per the criteria in section 3.3.5?	<input type="checkbox"/>	<input type="checkbox"/>
6.d	Has the evaluation technical working group assessed the evaluability of the proposed topics?	<input type="checkbox"/>	<input type="checkbox"/>
7. Conducting individual evaluations			
7.a	Has the accounting officer appointed a project manager and the evaluation reference group?	<input type="checkbox"/>	<input type="checkbox"/>
7.b	Has the institutional work plan for the evaluation been drafted?	<input type="checkbox"/>	<input type="checkbox"/>
7.c	Have the Ministry allocated resources for the evaluation (staff time, financial, etc.)?	<input type="checkbox"/>	<input type="checkbox"/>
7.d	Has the evaluation ToR been drafted?	<input type="checkbox"/>	<input type="checkbox"/>
7.e	Have the evaluation managers addressed the data collection plan to ensure data availability for the evaluation?	<input type="checkbox"/>	<input type="checkbox"/>
7.f	Has the evaluation manager aligned the institutional work plan with support the evaluator requires for data collection (field visits, key informant interviews, etc.)?	<input type="checkbox"/>	<input type="checkbox"/>
7.g	Have the quality criteria for the review of evaluation outputs been updated?	<input type="checkbox"/>	<input type="checkbox"/>
7.h	Has the evaluation reference group applied the tailored quality checklist when reviewing outputs?	<input type="checkbox"/>	<input type="checkbox"/>
7.i	Have the evaluation co-managers arranged the validation workshop?	<input type="checkbox"/>	<input type="checkbox"/>
7.j	Have the evaluation co-managers identified the channels for disseminating the evaluation results?	<input type="checkbox"/>	<input type="checkbox"/>
7.k	Has the evaluation reference group drafted the performance improvement plan and has the accounting officer signed off on it?	<input type="checkbox"/>	<input type="checkbox"/>
7.l	Are action items in the performance improvement plan included in the Annual Performance Plan and monitored by DPA and the Accounting Officer?	<input type="checkbox"/>	<input type="checkbox"/>
7.m	Has the evaluator followed data storage and confidentiality protocols?	<input type="checkbox"/>	<input type="checkbox"/>
7.n	Has DPA uploaded the evaluation materials to the public portal?	<input type="checkbox"/>	<input type="checkbox"/>
8. Linking the performance framework to the budget [optional]			
8.a	Have priority indicators for inclusion in the Annual Budget been identified for each priority program?	<input type="checkbox"/>	<input type="checkbox"/>

8.b	Have the indicators been transmitted to MFTIEP?	<input type="checkbox"/>	<input type="checkbox"/>
8.c	Has the realism of the indicator targets been verified given the provided budget ceilings in the MTEF?	<input type="checkbox"/>	<input type="checkbox"/>
8.d	Have the standard budget implementation indicators been calculated for the ministry?	<input type="checkbox"/>	<input type="checkbox"/>
9. Use of portfolio indicators in performance management [optional]			
9.a	Have the indicators for inclusion in Performance Contracts and Performance Appraisals been derived from the strategic plan?	<input type="checkbox"/>	<input type="checkbox"/>
9.b	For the Performance Contracts of each Director: Have priority outcomes from the strategic plan been included in their performance contracts?	<input type="checkbox"/>	<input type="checkbox"/>
9.c	For the Performance Contracts of the Permanent Secretary: Have the overarching strategic plan indicators and targets been included in their performance contracts?	<input type="checkbox"/>	<input type="checkbox"/>
9.d	For staff applicable to performance appraisal forms: Are relevant program/project indicators and targets included in their Performance Appraisal Forms?	<input type="checkbox"/>	<input type="checkbox"/>
9.e	In the review of the performance contract and performance appraisal forms, is performance information taken into account?	<input type="checkbox"/>	<input type="checkbox"/>
9.f	Are strategic plan priorities and targets reflected in the institutional Service Charter	<input type="checkbox"/>	<input type="checkbox"/>
9.g	Is progress towards targets in institutional Service Charters reviewed regularly?	<input type="checkbox"/>	<input type="checkbox"/>
9.h	Is the agreed action to improve delivery of Service Charter goals/promises included in the ministerial performance improvement plan?	<input type="checkbox"/>	<input type="checkbox"/>
10. Data management Strategy			
10.a	Has a data management strategy been developed for the strategic plan?	<input type="checkbox"/>	<input type="checkbox"/>
10.b	Does the template identify the responsible data collection institution, program or responsible?	<input type="checkbox"/>	<input type="checkbox"/>
10.c	Is the data frequency included?	<input type="checkbox"/>	<input type="checkbox"/>
10.d	Does the template include type of data, e.g. administrative, survey, census, and/or financial?	<input type="checkbox"/>	<input type="checkbox"/>
10.e	Is the data entered in the monitoring template validated by the Ministry and/or NBS?	<input type="checkbox"/>	<input type="checkbox"/>
10.f	Is the necessary data to monitor progress through the template available and on time to complete the template?	<input type="checkbox"/>	<input type="checkbox"/>
10.g	Is there a system in place to routinely share the data collected with the Ministerial M&E Officer (or Strategic Advisor)?	<input type="checkbox"/>	<input type="checkbox"/>

11. Dissemination of results information			
11.a	Have the ministerial progress reports been disseminated in hard copy?	<input type="checkbox"/>	<input type="checkbox"/>
11.b	Have the ministerial progress reports been disseminated in soft copy (pdf or similar) on the ministerial website?	<input type="checkbox"/>	<input type="checkbox"/>
11.c	Does the ministry routinely share progress reports with media, civil society organisations, Office of the Auditor General?	<input type="checkbox"/>	<input type="checkbox"/>
12. Citizen feedback on performance reports			
12.a	Are citizens consulted on service provision in the portfolio?	<input type="checkbox"/>	<input type="checkbox"/>
12.b	Do citizens provide feedback on ministerial progress reviews?	<input type="checkbox"/>	<input type="checkbox"/>
12.c	Does citizen feedback inform program or project implementation in the ministry?	<input type="checkbox"/>	<input type="checkbox"/>
13. Resourcing, staffing, and capacitating the M&E function			
13.a	Has the M&E function been included in the ministerial organogram?	<input type="checkbox"/>	<input type="checkbox"/>
13.b	Has the M&E Officer position been established?	<input type="checkbox"/>	<input type="checkbox"/>
13.c	If an M&E Officer position has not been established, has an M&E Focal Person been identified?	<input type="checkbox"/>	<input type="checkbox"/>
13.d	Is there an M&E Officer (or similar) Job Description in the ministry?	<input type="checkbox"/>	<input type="checkbox"/>
13.e	Have resources (approved budget) been allocated to the M&E function?	<input type="checkbox"/>	<input type="checkbox"/>
13.f	Has the M&E Officer (or similar) been trained in M&E practices?	<input type="checkbox"/>	<input type="checkbox"/>
13.g	Has any other officer in the ministry been trained in M&E?	<input type="checkbox"/>	<input type="checkbox"/>
13.h	Is M&E included in the ministerial capacity building plan (if any is in existence)?	<input type="checkbox"/>	<input type="checkbox"/>
13.i	Has the staff in the ministry been trained in using any of the templates in the PME S Manual?	<input type="checkbox"/>	<input type="checkbox"/>