BACKGROUND ORIENTATION PAPER FOR
INFF BUILDING BLOCK 3:
MONITORING AND REVIEW (M&R)
ANALYTICAL FRAMEWORK AND COUNTRY CASE STUDIES

presented by
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to

The Financing for Sustainable Development Office (FSDO) of
The United Nations Department of Economic and Social Affairs (UNDESA)

Final Draft
April 30, 2021

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[1] Comments on this paper from Oliver Schwank and Cecilia Caio are gratefully acknowledged. All actors interested in further discussion of this paper can contact the authors at fmartin@ideasolutionsonline.org.

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Acronyms

BfR	Budgeting for Results
CIF	Climate Investment Funds
CREAM	Clear, Relevant, Economic, Adequate, Monitorable
CRS	Creditor Reporting System
DAC	Development Assistance Committee
DU	Delivery Unit
FSDO	Financing for Sustainable Development Office
FSDR	Financing for Sustainable Development Report
IATF	Inter-Agency Task Force on Financing for Development
IDB	Inter-American Development Bank
IDEAS	International Development Evaluators Association
INFFs	Integrated National Financing Frameworks
LAC	Latin America and the Caribbean
LMICs	Low- and Middle-Income Countries
MCA-Niger	Millennium Challenge Account in Niger (MCA-Niger)
MCC	Millennium Challenge Corporation
M&E	Monitoring and Evaluation
M&R	Monitoring and Review
MfDR	Management for Development Results
MTEF	Medium Term Expenditure Framework
MTFF	Medium Term Fiscal Framework
OECD	Organisation for Economic Co-operation and Development
O&M	Operations & Maintenance
PFM	Public Financial Management
PER	Public Expenditure Review
PETS	Public Expenditure Tracking Survey
PIB	Performance-Informed Budgeting
PIM	Public Investment Management
PMF	Performance Measurement Framework
PPP	Public-Private Partnerships
RBM	Results Based Management
SDGs	Sustainable Development Goals
SMART	Specific, Measurable. Achievable, Relevant, Time-bound
ToC	Theory of Change
UNDESA	United Nations Department of Economic and Social Affairs
USAID	United States Agency for International Development
UNFCCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations International Children's Emergency Fund
VOPE	Voluntary Organizations of Professional Evaluators

1. Context and Objectives of the Paper

In the Addis Ababa Action Agenda, countries noted the importance of Integrated National Financing Frameworks (INFFs) to support nationally owned sustainable development strategies. INFFs are a planning and delivery tool used to identify and implement targeted financing policies and reforms to achieve nationally identified sustainable development priorities.

The Inter-Agency Task Force on Financing for Development (IATF), in its 2019 Financing for Sustainable Development Report (FSDR) report, laid out four building blocks for the operationalization of INFFs (Inter-Agency Task Force on Financing for Development 2020): i) assessment and diagnostics; ii) financing strategy; iii) monitoring and review; and iv) governance and coordination. These blocks are not a sequential exercise, as each informs the others.[2]

Member States subsequently requested the IATF, which is coordinated by the Financing for Sustainable Development Office (FSDO) of the United Nations Department of Economic and Social Affairs (UN DESA), to continue to develop the INFF methodology and to elaborate policy toolkits for different types of countries and sectors. In response, guidance on the INFF Inception Phase, on Building Block 1 Assessment and Diagnostics, Building Block 2 Financing Strategy and Building Block 4 Governance and Coordination, was produced over the course of 2020 and early 2021.

This orientation paper is intended to provide guidance for the development of the methodology and toolkits related to Building Block 3 Monitoring and Review (M&R), and provide case studies and/or illustrative examples, including practical insight for country-level implementation. More specifically, its objectives are to:

1) Present key concepts relevant for the INFF M&R Building Block;
2) Map existing planning, budgeting, and monitoring systems on which the INFF M&R Building Block can capitalize;
3) Specify objectives and characterize levels of development of the INFF M&R Building Block,
4) Illustrate how to move along levels of development of the INFF M&R Building Block.

The paper is divided accordingly in four sections.

In terms of scope, although the INFF concept covers both public and private financing, this paper focuses on financing and results of public programmes and Public-Private Partnerships (PPPs) contributing directly to the nationally identified sustainable development priorities.

[2] For more details, please see INFF guidance developed by the Inter-Agency Task Force on Financing for Development, available at inff.org.

2. Key Concepts Relevant for the INFF M&R Building Block

Monitoring vs Review vs Evaluation

Monitoring is "the continual and systematic collection of data on specified indicators to show the managers and main stakeholders how a development intervention is progressing and whether objectives are being achieved in using allocated funds" (OECD 2002). Monitoring is conducted at all levels of the programmatic architecture of the country: progress on strategic results, programme outcomes, project outputs, activity, and budget execution. It is conducted at national level by central agencies such as the ministry of planning, the ministry of economy and finance, line ministries and other institutions at sector level, and subnational level by deconcentrated and decentralized institutions.

Review is an "assessment of the performance of an intervention, periodically or on an ad hoc basis" (OECD 2002). Review is also about identifying lessons learned/ what works and what doesn't in implementation of specific financing policies and/or in the institutional set ups that may be in place. Examples of reviews would be a mid-year review of budget execution, a yearly performance report for a project, a programme or a ministry, a yearly review of a consultative forum of stakeholders on a specific theme, a mid-term project review of a project or of the implementation of a national or sector strategy, etc.

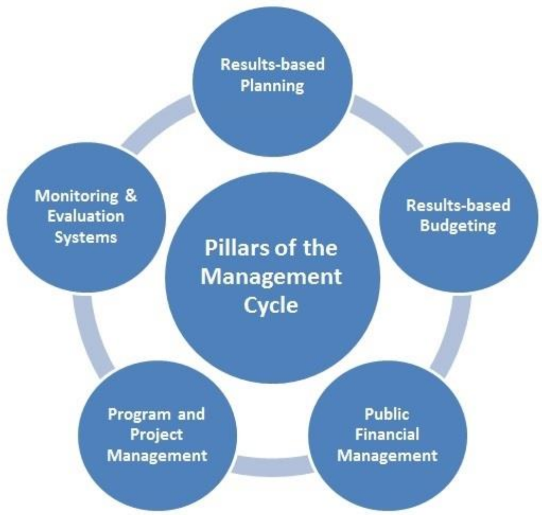
Evaluation is the "systematic and objective assessment of an on-going or completed project, programme or policy, which looks at its design, implementation and results. The aim is to determine the relevance and fulfilment of objectives, coherence, development efficiency, effectiveness, impact and sustainability" (OECD 2002). Typically, an evaluation will involve a more comprehensive and in-depth assessment than a review. Reviews tend to emphasise operational aspects while evaluations focus on analytical issues and causal relationships in a Theory of Change (TOC) supposed to be brought about by the project, program, or policy. The approach taken in this paper is pragmatic and notwithstanding the Building Block name, does include evaluations as long as they have direct practical implication for INFF stakeholders.

The Overarching Development Approach: Managing for Development Results

Managing for Development Results (MfDR) is a management approach that provides a coherent framework for development effectiveness in which performance information is used for improved decision making, and it includes practical tools for strategic planning, risk management, progress monitoring, and outcome evaluation. The principles of MfDR, agreed upon during the Second Roundtable on Managing for Results of Marrakech in 2004, are: 1) focusing the dialogue on results at all phases of the development process; 2) aligning programming, monitoring and evaluation with results; 3) keeping measurement and reporting simple; 4) managing for, not by, results; and 5) using results information for learning and decision making. MfDR has become over the last 20 years the dominant overarching framework for supporting national development.[3][4]

The MfDR approach and terminology may vary from one country to the next even though the essentials are the same. Typical MfDR pillars include: 1) Strategic planning 2) Budgeting for results 3) Public Financial Management (PFM), audit and public procurement, 4) Program and project management and 5) Monitoring and evaluation (see Figure 1).

Figure 1: MfDR Pillars



Source: IDB

All MfDR pillars are relevant for INFF Building Block 3. Results-Based Planning brings focus on a few strategic development priorities viewed from the perspective of target groups in the medium to long run. Results-Based Budgeting (RBB) is the practice of performance budgeting, which means to use performance information in the budget process to achieve national targets. RBB links the funds allocated to measurable results (OECD, 2008). Public Financial Management along with Programme and Project

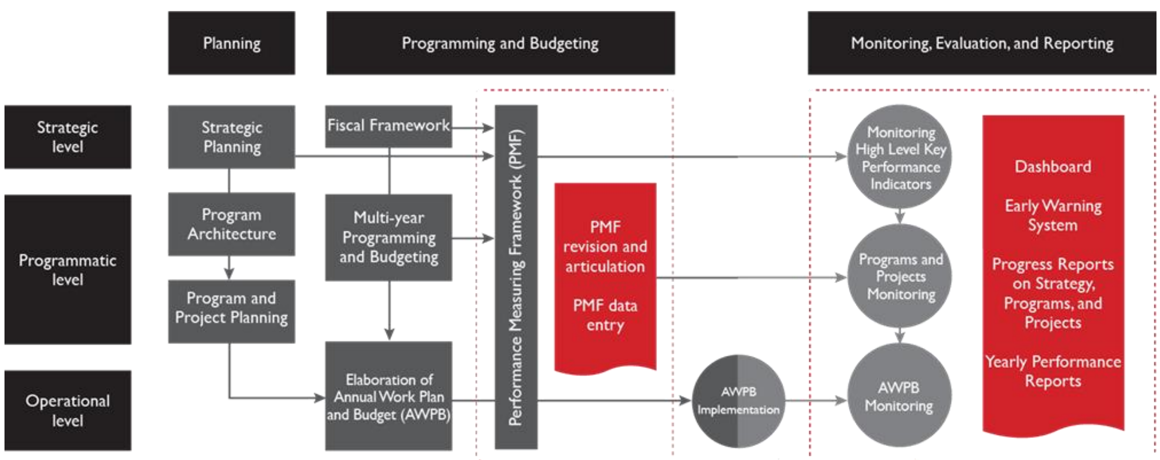
[3] A closely related concept to MfDR is Results-Based Management (RBM) which is "an approach aimed at achieving important changes in the way that organizations operate, with improving performance in terms of results as the central orientation used mainly in OECD countries. It provides the management framework and tools for strategic planning, risk management, performance monitoring, and evaluation. Its main purposes are to improve organizational learning and to fulfill accountability obligations through performance reporting" (Meier 2003). Both terms are therefore considered synonymous although RBM applies more generally to any organization in the private sector, the public sector, or in the civil society while MfDR focuses on the development process and therefore considers also other concepts such as collaboration, partnership, country ownership, harmonization, and alignment.

[4] MfDR and RBM are concepts generally applied by public sector institutions and international organizations, which strive to adopt management approaches from the private sector for better performance. Trying to achieve results in terms of providing products and services with client satisfaction and profitability (or at least cost coverage) is a condition for survival of a private company or an NGO. This is not the case in traditional public management which is supply-driven and where performance is assessed mainly in terms of respect of hierarchical orders and normativity.

Management are at the heart of the operational funding and delivery of public services, mobilizing resources and then making management and spending decisions to execute programme budgets with a Value for Money approach. M&E means going beyond monitoring of budget execution, physical progress of the level of activities, and production of outputs to monitor outcomes, at least immediate outcomes since outcomes and impacts can take a long time to materialize. Those MfDR pillars have been part of the reform processes in a number of countries, including OECD and developing countries. Experience has proven that MfDR is not easy to implement and that there is no unique way to do it. Its contents and implementation process should be tailored to each country's capacities, culture and priorities, while following a minimum set of standard principles, objectives, and methodologies.

It is very important to conceive of MfDR as a cycle in which all pillars interact (see Figure 2). The MfDR cycle includes several phases (columns): (i) planning, (ii) programming and budgeting, and (iii) implementation (in grey), and (iv) monitoring & evaluation (in red) with a feedback loop to the next cycle. One needs also to take into account that the MfDR cycle is implemented at several levels: strategic, programmatic, and operational (rows). Red boxes highlight activities that are directly related to M&R.

Figure 2: The MfDR Cycle



Source: IDEA International

Progress in M&R will therefore depend on progress in the other pillars, planning and budgeting among others. Tables 1, 2, and 3 illustrate three levels of development of planning, budgeting, and M&E systems that may be in place at the country level. For the sake of simplicity, we map such systems according to three levels of capacity: basic, intermediate, advanced. Of course, each country is a specific case, and might have systems at different levels of development, e.g., intermediate planning and basic budgeting.

Table 1: Planning, Budgeting, and M&E Systems – Basic Level (No MfDR)

Planning – Basic Level	Budgeting – Basic Level	M&E - Basic
• Multiplicity of plans of different kinds (national, sector, subsector, policy, thematic, subnational, etc.) disarticulated in terms of coverage and methodology. • No strategic plans for some sectors and regions. • Different time horizons, missing and inconsistent targets in the results chain which becomes an obstacle to track achievement. • Poor articulation between strategic plans and operational plans (e.g., yearly work plan) which becomes an obstacle to track achievement among the results chain guided by a Theory of Change. • Limited, under-capacitated, overloaded and underpaid staff.	• Yearly perspective (next fiscal year) prepared in a time-consuming yearly process by limited, under-capacitated, overloaded and underpaid staff. • Fragmented perspective on funding sources, especially external sources. • Budget of means, focusing on reproducing last year expenditures, plus a slight increase, which becomes an obstacle to relating funding with outputs and outcomes. • Current expenditure budget funded by national budget not connected with capital expenditure budget funded by external sources, resulting typically in poorly articulated investment projects with sector plans and insufficient O&M and poor use and deterioration of assets created by investment projects. • Basic process of investment selection more guided by availability of funds than correspondence with national priority needs.	• Multiple monitoring systems disarticulated in terms of coverage and methodology, making comparability and aggregation difficult. • Missing baseline, target, and actual values, making it difficult to measure and assess performance. • Poor indicator selection and data quality. • Limited reporting and focused on compliance with normativity and donor's requirements to obtain next funding tranche. • Review limited to Yearly activity reports. • Very few evaluations, mostly on externally funded projects. • Poor use of M&E information for decision-making and accountability. • Limited, under-capacitated, overloaded and underpaid staff Limited resources allocated to M&E.

Table 2: Planning, Budgeting, and M&E Systems - Intermediate Level of MfDR

Planning – Intermediate Level	Budgeting – Intermediate Level	M&E – Intermediate Level
• Introducing the programmatic level between the strategic level and the operational service delivery and project level in most sectors/agencies. • Designing a consistent programme architecture and articulating it with the institutional architecture in most sectors/agencies. • Designing a programme logic according to a Theory of Change for most programmes. • Designing a Performance Measurement Framework (PMF) for most sectors/agencies, including a Results Matrix and efficiency indicators, that will specify a set of CREAM performance indicators, baseline values, and SMART targets for a subset of Key Performance Indicators. • Designated planning units staffed with intermediate quantity and quality of staff in most agencies.	• Introducing Medium Term Fiscal Frameworks (MTFF) for major sectors/agencies. An MTFF is characterized by the unicity of budget including all sources of funds going to a specific sector, and a medium-term perspective (3-5 years), the first year of the MTFF being the next yearly budget. • Introducing Medium Term Expenditure Framework (MTEF) for major sectors/agencies. An MTEF outlines proposed budget allocations for the next 3 years for each programme. • Introducing programme budgeting with a basic level of articulation of plan and budget through Programme Performance Statements indicating objectives and targets along with budget requests for each programme in the MTEF and the Budget Estimates. • Update of the MTFF and MTEF every year with a rolling horizon (the next 3-5 years). • Budget staff trained to move from basic “means budgeting” to “programme budgeting” • Unique budget presentation integrating current expenditures and capital expenditures. • Support provided to agencies for standard project formulation, ex ante evaluation and selection of major proposed projects according to a set of standard criteria corresponding with national priority needs.	• Implementation monitoring systems for all programmes and projects with monthly and/or quarterly reporting for key sectors/agencies: budget execution, activities progress, and output completion as per work plan. • Results monitoring systems on the PMF indicators with semesterly and/or yearly reporting major programmes of key sectors/agencies: outcome and impact indicators as per a Theory of Change (ToC). • Compatible monitoring systems in key sectors/agencies based on standard definition of indicators and related methods of data collection and analysis in indicator reference sheets as per the national statistical system and international standards. • Data development plan designed and implemented to obtain baseline, target, and actual values, whenever relevant, for key performance indicators in key sectors. • Ad hoc Data Quality Reviews for selected programmes in key sectors. • Yearly performance reports in time to inform the next update of the MTEF and next budget formulation for key sectors/agencies. • Set of ad hoc evaluations conducted every year on a purposive sample of policies, programmes and projects in key sectors. • Establishing an official policy or guidelines for monitoring, evaluation, and reporting to clarify processes and obligations in terms of using M&E information for decision-making and accountability. • Designated M&E units staffed with intermediate quantity and quality of staff and adequately financed in most agencies.

Table 3: Planning, Budgeting, and M&E Systems - Advanced Level of MfDR

Planning – Advanced Level	Budgeting – Advanced Level	M&E – Advanced Level
• Clear articulation of long term, medium term and yearly working plans in all sectors and regions. • Implementing an institutional architecture based on the programme architecture in all sectors/agencies. • Designing a programme logic according to a ToC for all programmes. • Designing a PMF for all sectors/agencies, including a Results Matrix and efficiency indicators, that will specify a set of CREAM performance indicators, baseline values, and SMART targets for a subset of Key Performance Indicators. • Considering cross-cutting effects across programmes to better anticipate their combined impact at regional and national levels • Staffing planning units with sufficient quantity and high-quality professionals with proper incentives and means in all agencies.	• Implementing MTFF in all sectors/agencies. • Implementing MTEF in all sectors/agencies. • Performance-Informed Budgeting (PIB) in which future budget allocations take into consideration past performance and future performance targets included in the presentation of the programme budget for each programme. • Clear articulation of budget requests based on output/activity-based costing to be able to elaborate budget scenarios presenting various combinations of budget allocations and anticipated results. • Update of the MTFF and MTEF every year with a rolling horizon (the next 3-5 years). • Budget staff trained to move from programme budgets to performance informed budgets. • Unique budget presentation with articulated current expenditures and capital expenditures, including O&M of assets created by investment projects. • Support provided to agencies for standard project formulation, ex ante evaluation and selection of all proposed projects according to a set of standard criteria corresponding with national priority needs.	• Implementation monitoring systems for all programmes and projects with monthly and/or quarterly reporting for all sectors/agencies: budget execution, activities progress, and output completion as per work plan • Results monitoring systems on the PMF indicators with semesterly and/or yearly reporting major programmes of all sectors/agencies: outcome and impact indicators as per a ToC • Compatible monitoring systems in all sectors/agencies based on standard definition of indicators and related methods of data collection and analysis in indicator reference sheets as per the national statistical system and international standards. • Data development plan designed and implemented to obtain baseline, target, and actual values, whenever relevant, for key performance indicators in all sectors. • Design and implementation a plan of Data Quality Reviews for selected programmes in all sectors • Yearly performance reports in time to inform the next update of the MTEF and next budget formulation for all sectors/agencies. • Design and implementation of a plan of evaluations conducted every year on a purposive sample of policies, programmes and projects in all sectors. • Following up and support to the effective implementation of the official policy or guidelines for monitoring, evaluation, and reporting. • Designated M&E units with sufficient quantity and high-quality professionals with proper incentives and means in all agencies.

Common Challenges in MfDR Implementation

Since the INFF approach builds upon planning, budgeting, and monitoring systems already in place, a review of common challenges in MfDR implementation is relevant for INFF implementation. Let us start with one important caveat. The situation varies significantly from on country to the next, even from one administration to the next, and from one pillar to the next, without a clear pattern, indicating that the MfDR implementation process is country-specific. This being said, there has been real, but uneven progress in implementation of MfDR pillars at country level since 2010. (Martin 2019).[5] Pillars that are the most implemented are strategic planning and PFM while M&E and Budgeting for results are the least implemented; the pillar on program/project management is in an intermediate position.

Challenges in Strategic planning

In strategic planning, progress has been made in a number of countries, sectors and institutions to (i) develop strategic plans, (ii) define or revise the programme architecture and the logical frameworks/models, (iii) define performance measurement frameworks or results frameworks that include CREAM performance indicators and set SMART targets. However, more work is needed to articulate strategic plans (Inomata 2012), and disaggregate indicators and targets for specific poor and vulnerable groups in specific regions.

Challenges in Budgeting for Results

There has been some progress in many countries in terms of budgeting for results, even in certain fragile states (Arizti 2009, ODI 2012): fiscal responsibility laws, tax reforms to raise fiscal space for national and sub-national governments, medium term budgeting frameworks, participatory budgeting processes, and program budgeting are some of the popular budgeting reforms encountered. However, the development of sound budgetary institutions requires time, as budget is especially prone to rent-seeking influences (Allen 2010) and maintaining a focus on the basic functions of the PFM system is justified, especially in fragile states (Gill 2015). There is often a gap between the official presentation by governments of what they are supposed to do and the actual practices (Andrews 2003, Browne 2010, CABRI 2013). One example is medium term fiscal frameworks which tend to be based on overoptimistic revenue forecasts, forcing the government to adopt a revised budget during the course of the year with the risk of across-the-board cuts harming programs that directly affect inclusive development and of contributing to unreliable budgets (Third International MfDR Roundtable 2007). Another example is program budgeting. In many line ministries, the program architecture is still organized along traditional institutional divisions, program logical models are poorly defined with a confusion between outputs and outcomes, the articulation between strategic, programmatic, and operational indicators and targets is less than convincing and budget allocations may include significant patronage. Many program managers would be at a loss

[5] Few global systematic evaluations of progress in MfDR implementation at country level exist, the notable exception being the LAC region (Garcia Lopez and Garcia Moreno 2011; Kaufmann et al 2015; Garcia Lopez 2016). The other global evaluations concern the larger concept of governance, but applied to African countries only (Mo Ibrahim Foundation 2016), the competitiveness of countries around the World (World Economic Forum 2016), and the quality of business regulation across the world (World Bank 2017).

demonstrating how their program contributes to the improvement of the living conditions of the less well off and marginalized groups.

Challenges in Public Financial Management

In terms of PFM, progress has been made in a number of countries and sectors (ACCA 2010): improving public procurement systems to make them more operational and transparent; introducing program budget classification and accrual accounting; reducing ex ante control, and increasing ex post control for a greater responsibilization and accountability of managers; and strengthening the evaluation function through Public Expenditure Reviews (PERs) and Public Expenditure Tracking Surveys (PETS). However, further progress in reform requires adjustments in reform approach and sequencing, less focus on pushing technicalities and more on creating 'space' in which reform takes place (Andrews 2010, Bietenhader and Bergmann 2010, World Bank 2011). Countries that have progressed most have put PFM reform within the larger context of governance reform (Morgner 2013).

Challenges in Programme and Project Management

Progress has been made in implementation and program and project management with better development outcomes (Amerasinghe and Furagganan 2005). Public sector reform has been ongoing in many countries, with multiple organizational reforms, the introduction of performance contracts, and public sector size streamlining. Analytical tools have been more introduced or more systematically used in the Public Investment Management (PIM) cycle such as ex ante evaluation, better project management practices, including project portfolio management and earned value analysis, the setting up of Delivery Units (DUs) and Public-Private Partnerships (PPPs) as well as more transparent procurement systems for selection of execution agencies. However, public service reform is still largely an unfinished agenda. It is more a question of doing different things differently with less rather than the simplistic mantra of doing more with less (IPA 2013). Cost-cutting measures need to go hand in hand with organizational and process reform of the public service. A number of national projects, and even more sub-national projects have yet to be submitted to proper ex ante evaluation, in particular of relevance and sustainability (Klaggeg 2008). Pre-selection of projects conceived outside of the regular project *ex ante* evaluation and selection processes too often leads to inefficiencies and turf wars. The world is a cemetery of white elephants, not to mention the majority of projects that are completed overtime, overbudget, and under quality. Project management techniques make a difference only if fitting with the institutional environment (Pigeon and Pletka 2009). DUs and PPPs can help, but they need to be properly designed and managed, and they are no miracle cures (Daly and Singham 2012, EPEC 2015). There are still a number of governance issues (World Bank 2017) which make delivery of public services a challenge (Daly and Singham 2012). The procurement process is either still too loose with rampant temptation of corruption or too tight when zealous procurement officers block or delay unnecessarily execution, and therefore results, in the name of a literal interpretation of the procurement rules and procedures. Too often, public sector effectiveness is affected by excessive politicization of manager positions, human resources selection and promotion and compensation systems based on other criteria than productivity and outcomes, insufficient accountability, a value system and work ethics that do not put the focus on client service and outcomes and more generally the public interest, and authoritarian tendencies (Amjad 2008, Ayee 2005, Pazvakavambwa and Steyn 2014, Curristine 2005).

Challenges in Monitoring and Evaluation

There has been progress in both the supply and demand for M&E (Acevedo et al 2010, Porter and Goldman 2013). On the demand side, there is an increasing demand for accountability from the three branches of government, civil society citizens, and development partners. On the supply side, there have been a number of initiatives for the formal establishment and improvement of monitoring systems, both on the technical side through the definition of better performance measurement frameworks, the improvement of administrative data quality statistics, and surveys, the elaboration of guides and training programs on M&E, the implementation of information systems using modern IT, and on the institutional side with new legal frameworks (e.g. evaluation policy), the setting up of M&E units and specialized institutions in charge of M&E and/or fostering a culture of evaluation and accountability.

However, those systems do not necessarily translate into actual practices and issues of data quality, completeness and timeless of reports are recurrent themes when working on the ground (ADB 2012). Actually, some countries and institutions went in overkill with too numerous indicators and report requirements. In some cases, excessive focus was put on accountability and control compared to learning, with counterproductive effects (Intrac 2011, Porter and Goldman 2013). Statistical systems and data quality remain major issues in many countries.

As for the evaluation function, it is progressively emerging in many countries. Courses in evaluation are popular, national evaluation associations and Voluntary Organizations of Professional Evaluators (VOPE) are popping up, and the International Development Evaluators Association (IDEAS) is supporting some interesting initiatives to reinforce the professionalization of evaluators in addition to some national initiatives. However, the practice of evaluation is still weak in numerous countries while needs for evaluation capacity building are huge (Rist et al. 2011). It often meets resistance from civil servants who mistakenly confuse it with audit. Many ministries struggle to find a balance between shoddy evaluations by complacent consultants and unnecessarily complicated, long, and costly evaluations by researchers that serve other purposes than feeding back relevant information in the national decision-making process in a timely manner. Finally, the follow up on evaluations in terms of accountability and corrective action plans is often found wanting.

The COVID pandemic creates additional challenges for achieving national development priorities. Apart from its huge human suffering toll, it represents a major shock on the public health system, economic activity, public debt, social safety nets of most countries, and severely constrains their fiscal space for years to come. Developing countries are impacted directly by the burden of taking care of their own population, but also indirectly by the reduction in trade and tourism opportunities and development aid from industrialized countries. Vulnerable and marginal groups as well as women are bearing an even greater share of the burden, jeopardizing the achievement of several Sustainable development Goals. This raises the importance of the INFFs to secure additional funds in the short and medium run, but also channel those funds to achieve national development priorities through a greater implementation of MfDR pillars.

3. Objectives and Levels of Development of the INFF M&R Building Block

The INFF M&R Building Block aims at monitoring funds mobilization and allocation to programmes that have direct results on nationally identified sustainable development priorities and then demonstrate to what extent those results actually take place, in other words, there was value for money in terms of development results.

An INFF M&R system requires an articulation between resource mobilisation and allocation (the financing side) with the nationally identified sustainable development priorities (the planning side) (UNDP 2019. p. 6). It also requires operational and high quality (i) PFM systems for efficient public expenditure management; (ii) programme and project management to create value for money in terms of outputs and immediate outcomes; and finally (iii) M&E systems which collect and analyze quality data to present relevant, reliable, and timely information on the performance of key programmes and projects contributing to national development priorities for decision-making, accountability, and learning purposes.

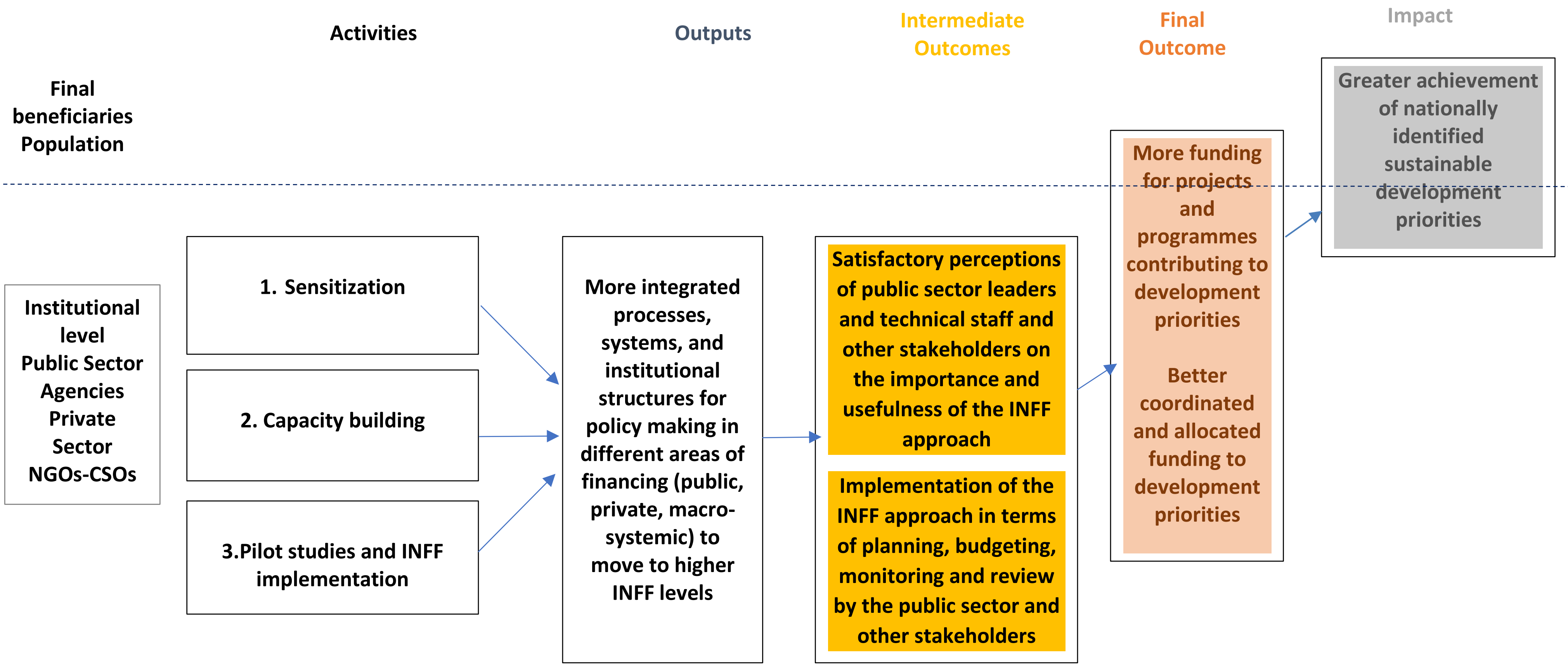
The INFF M&R does not substitute for existing management systems. On the contrary, it piggybacks on existing planning, budgeting, and M&E systems to assess to what extent (i) resource mobilization took place; (ii) budget allocation was made according to planning priorities (budgeting for results); and (iii) public financial management; and (iv) programme management were efficient in achieving results targets as measured in the M&E systems. In this sense, the INFF M&R building block is an integrator system.

A ToC for a generic INFF approach is proposed in Figure 3. This ToC should then be adapted to the specific country context and INFF objectives.

Levels of development of INFF M&R Building Block

The INFF Monitoring & Review Building Block depends on the level of development of planning, budgeting, and M&E systems. For the sake of simplicity, we consider three levels of capacity: basic, intermediate, advanced (see Tables 4, 5, and 6).

Figure 3: Theory of Change for a Generic INFF Approach



Assumptions /Risk factors

- Public officials a priori interest in INFF activities
- Low staff turnover & key personnel assigned and available to participate in TA activities
- Minimum capacities at public sector agencies (human, institutional, IT)
- Minimum availability of quality data on financial flows and their allocations to programme results in line with national priorities
- Fiscal space and availability of development aid to support activities

- Strong political commitment to prioritize INFFs approach and tools at national and subnational levels
- Ministerial coordination, and interest for effectiveness and efficiency of the approach
- Willingness of most important national and international stakeholders to participate in INFF activities in a coordinated way

- Political stability
- Functional public sector
- Translation of increased budget allocations for nationally identified sustainable development priorities into greater scope, quantity, and quality of services

Table 4: INFF M&R – Basic Level (no MfDR)

INFF M&R – Basic Level
• Five national disarticulated monitoring systems: - Monitoring of budget execution by budget agency conducted by a central agency (Ministry of Finance); - Monitoring of international aid flows to track the flows of each funding agency and which projects are funded, commitments and disbursements by a unit at the ministry of Planning and External Cooperation and/or Finance; - Monitoring of private investment (domestic and external) by Ministry of Business/ Investment promotion agencies/ Central Bank (eg as part of national accounts reporting); - National monitoring system of outcome and impact indicators conducted by a central agency (e.g. Ministry of Planning); - Sector M&E systems that monitor budget commitments and disbursements, activities and outputs, but not fully connected to impacts. • External donors and international organisations monitoring systems, tracking their funds allocations to specific projects and monitoring result indicators for those projects. • Fund tracking system limited coverage. • Fund tracking system not updated. • Fund tracking system limited disaggregation, reducing capacity to track the use of funds. • Results monitoring system with many missing values. • Results monitoring system with inconsistent values. • Results monitoring system with piecemeal information, making it difficult to connect the dots along a Theory of Change. • INFF work being assigned to existing civil servants already overworked and/or to consultants with limited sustainability.

Table 5: INFF M&R Building Block - Intermediate Level

INFF M&R – Intermediate Level
• Global integrated funding source tracking system with quarterly and/or semesterly reporting **for key sectors**, including national public revenues, international aid flows, Foreign Direct Investment, and major national private sector funds. • Global fund allocation tracking system to sectors, programmes, and projects with quarterly and/or semesterly reporting for key sectors based on administrative data complemented by ad hoc Public Expenditure Tracking Studies (PETS) for selected sectors • Global Implementation monitoring system using synthetic indicators on budget execution, activities progress, and output completion for all programmes and projects with monthly and/or quarterly reporting for key sectors/agencies. • Global results monitoring system using synthetic indicators on the achievement of PMF indicator targets with semesterly and/or yearly reporting major programmes of key sectors/agencies: outcome and impact indicators as per a Theory of Change. This system should be able to disaggregate whenever relevant and possible by gender, rural/urban milieu, age group, and socio-economic status of beneficiary groups. • Integrated monitoring of funding and results with a quarterly dashboard for key sectors/agencies. • Yearly Reviews of INFF for key sectors/agencies and consolidation in a national report. • Intermediate quality of indicators and data. • Intermediate level of coverage. • INFF work being assigned to a task force consisting of designated staff of planning, budgeting, and M&E units from key stakeholders under the supervision of the Ministry of Economy and Finance[6] supported by consultants.

[6] In the countries where there is a Ministry of Planning and a Ministry of Finance, the suggestion is to have a co-chair from the Ministry of Planning and the Ministry of Finance.

Table 6: INFF M&R Building Block - Advanced Level

INFF M&R – Advanced Level
• Global integrated funding source tracking system with quarterly and/or semesterly reporting **for all sectors**, including national public revenues, international aid flows, Foreign Direct Investment, and major national private sector funds. This system should be able to disaggregate between tagged and untagged funds at all levels of the programme architecture (national, sector, agency, programme, sub-programme, activity or project). • Global fund allocation tracking system to sectors, programmes, and projects with quarterly and/or semesterly reporting for all sectors based on administrative data complemented by a Plan of Public Expenditure Tracking Studies (PETS) for all sectors • Global Implementation monitoring system using synthetic indicators on budget execution, activities progress, and output completion for all programmes and projects with monthly and/or quarterly reporting for all sectors/agencies. Tis system should be able to enable to conduct effectiveness and efficiency performance analysis, in particular earned value analysis. • Global results monitoring system using synthetic indicators on the achievement of PMF indicator targets with semesterly and/or yearly reporting major programmes of key sectors/agencies: outcome and impact indicators as per a Theory of Change. This system should be able to (i) disaggregate whenever relevant by gender, rural/urban milieu, age group, and socio-economic status of beneficiary groups; (ii) conduct a comparative analysis of the Theory of Change (desired results) with the Reality of Change (actual results). • Integrated monitoring of funding and results with a quarterly dashboard for all sectors/agencies. • Yearly Reviews of INFF for all sectors/agencies and consolidation in a national report. • High quality of indicators and data. • High level of coverage. • INFF work being assigned to a task force consisting of designated staff of planning, budgeting, and M&E units from all stakeholders under the supervision of the Ministry of Economy and Finance supported by consultants.

4. How to Move along Levels of Development of the INFF M&R Building Block

4.1. Potential Strategies to Move Along Levels of Development of the INFF M&R Building Block

Several strategies can be used to help a country move from one INFF M&R level to the next or at least put in place the missing elements of a given level. These strategies deal with improving various institutional arrangements and technical systems related to the INFF M&R, but there is no single-entry point and sequence of activities since the situation of each country is unique. It is rather suggested to use a pragmatic and opportunistic approach, taking advantage of opportunities and champions to conduct pilots, learn from them, adjust as necessary, and expand in a stepwise way. A total of six strategies illustrated by nine case studies were selected to demonstrate the potential value of tapping into existing knowledge and practice to speed up the design and implementation of the INFF M&R Building Block:

- Strategy 1: Institutionalizing the INFF M&R Building Block into Existing Systems.
- Case Study 1: Policy Evaluations in 42 Countries.
- Case Study 2: Institutionalization of the Planning, Budgeting and M&E Feedback process in Colombia.
- Strategy 2: Adjusting the INFF M&R Building Block to the Specifics of Each Results Domain.
- Case Study 3: Health-Related Funding.
- Case Study 4: Climate Change Finance Funding.
- Strategy 3: Considering Explicitly Investment Projects in the INFF M&R Building Block.
- Case Study 5: Improvements in the Project Investment Management (PIM) cycle.
- Strategy 4: Assessing Data Quality and Developing a Data Development Plan.
- Case Study 6: Reviewing Data Quality in Niger.
- Strategy 5: Conducting pilot experiments revising business processes and using business intelligence software to improve the articulation between financing and results.
- Case study 7: Articulating the Planning and Budgeting Processes at Programme Level in Guyana with a Pilot Programme in the Health Sector.
- Case Study 8: Dominican Republic: Moving towards Performance Informed Budgeting for two pilot programmes.
- Strategy 6: Forging Alliances to Foster a Culture of Accountability and Learning.
- Case study 9: Promoting Transparency in Budget Elaboration and Reporting on its Implementation

4.1.1. Strategy 1: Institutionalizing the INFF M&R Building Block into Existing Systems

The INFF M&R Building Block should capitalize on existing planning, budgeting, monitoring and evaluation systems as much as possible. The institutional framework for a results-based M&R Building Block involves (i) setting up or piggy-backing on existing institutional coordination mechanisms, including a clear and complementary definition of roles and responsibilities; (ii) conducting advocacy activities to promote sensitization and buy-in of decision-makers as well as technical capacity building activities for public sector professionals; (iii) conducting pilots with champion entities and leaders to test, learn and adjust before expanding to other agencies and sectors; and (iv) putting in place or reinforcing win-win incentive systems to promote quality M&R.

Building and sustaining an INFF M&R is no small endeavour. Realism dictates that the objectives and scope of any such building block need to be realistic and take into account a diversity of factors: the slowness of bureaucratic processes in the public sector, the importance of incentives to vanquish vested interests and resistance to change, the need to accept the legal, political, institutional and cultural dimensions of monitoring and evaluation, and the complexity of building successful partnerships. An INFF M&R Building Block has to be designed and managed as a medium-term process with a progressive expansion of the scope and sustainability of results through a programme portfolio approach and an institutionalization perspective. Third, success starts at the phase of design of the INFF. The objectives, the targets and the roadmap need also to be clearly defined with a clear Theory of Change. Given resource constraints, hard choices must be made. Although there is no unique route, most often, the first element to address is the enabling environment, then the institutional and individual dimensions can be strengthened.

Identifying and support champions is a good strategy to put in place pilots. Champions are managers and decision-makers that have a more entrepreneurial managerial style different from the traditional supply driven and hierarchical managerial style of the public sector. Champions need to be ready to spend time and resources strengthening M&R. This is obviously a large and complex issue related to public service reform, including better recruitment, training, career paths, and financial incentives for career civil servants. However, this can be conducted on a smaller scale within some programmes as pilot experiences. Other programmes, ministries, and stakeholders could then perceive the benefits of this new approach in terms of additional resources and reputation of the units that demonstrate value for money and more easily climb on board.

Case Study 1: Policy Evaluations in 42 Countries

A key issue of the INFF M&R is its anchoring in national systems for buy-in and sustainability. Lessons can be learnt from a recent review of policy evaluations in 42 countries made by OECD (OECD 2019). The report concluded that while governments show strong commitment to policy evaluations, they face significant challenges in promoting and implementing this new culture across government, among which the limited use of the result of this new approach for decision-making, the absence of whole-of-government strategy for implementation, and the insufficiencies of human resources in terms of skills, capacity, and capability.

The approach should be to find an institutional and operational balance between wanting to make M&E 'everyone's job' and integrated across all processes, and putting in place a specific M&E Unit with the required power, capacities and independence to exercise its mandate. There is no unique response to this query but there are some examples of good pilots to improve the articulation of the planning-budgeting-M&E cycle, and its sustainability, such as:

- The elaboration and official adoption by the highest executive and legislative branches of a policy regarding evaluation (e.g., Uganda by the Office of Prime Minister and then officially vetted by Parliament, Philippines by the Department of Budget and Management and the National Economic and Development Authority, CDEMA as a regional policy adopted by the Caribbean Community CARICOM);
- The creation of an M&E unit at the highest level of the executive branch for coordination purposes in liaison with the existing M&E units of the line ministries and/or agencies (e.g., the Department for Planning, Monitoring and Evaluation at the Presidency of South Africa, the Center for Excellence in Evaluation at the Treasury Board Secretariat of the Federal Government of Canada from 2001 to 2016; Consejeria Presidencial para la Gestion y Cumplimiento[7] in Colombia from 2002).
- The creation of an implementation Unit at the highest level of the executive branch (e.g. the Prime Minister's Delivery Unit (PMDU) from 2001 to 2010 in the United Kingdom replicated in a number of countries)
- The elaboration of guidelines (e.g., Monitoring for Results Handbook by the Department of Budget and Management of Philippines);
- The harmonization and coordination of national and sector monitoring systems (e.g. Cambodia by the Ministry of Planning and the Ministry of Finance);
- The consideration of cross-cutting effects in programme planning at regional level (e.g. Morocco by the Ministry of Finance);
- The importance of adopting an institutional capacity building approach (e.g., the support to the "Ecole Nationale d'Administration" of Niger to develop and improve its training programmes in results-based management) rather than an individual capacity building approach (e.g. the training of thousands of civils servants in public investment management that were then dismissed when the new administration came to power in Panama).

Case Study 2: Institutionalization of the Planning, Budgeting and M&E Feedback process in Colombia

Colombia has made significant progress in terms of the design and implementation of an institutional framework oriented towards performance-based management. Since the early 1990's the constitution assigned to the national planning authority the responsibility to design and organize the results evaluation systems of the public administration. A series of laws[8] established a national planning and M&E system called SINERGIA. Even more important than the

[7] The name has changed through the years but the roles and functions are similar regarding overseeing the M&E function.
[8] Law of the National Development Plan (Law 152 of 1994); Budget Transparency Law (Law 819 of 2003).

support to the development of various planning, budgeting, and M&E tools according to best practices, SINERGIA's key achievement was the institutional design. It managed to come up with a balance between the three (3) key actors of the system: Ministry of Finance (MOF), National Planning Department[9] (DNP), and the Presidency. Through several iterations of government, Colombia managed to establish a balance of "key roles" from a supply and demand perspective: focusing on improving the quality of data, creating the capacities for information analysis, and creating the mechanisms to use it for decision making.

For example, the participation of the MOF is through the National Budget Office (NBO) and focuses primarily on the formulation of the Medium-Term Expenditure Framework. With the participation of the Office of Public Investment and Finances, the National Budget Office leads the process of formulation of the framework. This framework is a 4-year rolling plan that includes current and capital expenditures at the national level. The Office of Evaluation of Public Policy at DNP plays an advisor role in the budgeting process, focused on supplying performance information to be taken into account in the allocation of resources. Results-based programs have been implemented currently for 30% of the total budget and the target for 2022 is to allocate 50% of budget through results-based programs.

While significant effort has been made at national level, establishing such mechanisms at subnational level and making them operational remains a challenge. The decentralization process is under way with key sector responsibilities in delivery of health and education services. However, small to medium subnational governments do not have the human and financial capacities to be as rigorous as the national level. The strategy adopted to face this challenge has been to design performance statements that establish common development goals and investment efforts between the national and the subnational governments with agreed upon performance indicators and targets, and reporting on actual values on the SINERGIA REGIONAL website. This is a useful institutional mechanism, but without a substantial buildup of sub-national capacities, it is likely to have limited results.

4.1.2. Strategy 2: Adjusting the INFF M&R Building Block to the Specifics of Each Results Domain

Mobilizing resources to accelerate progress toward the achievement of nationally identified sustainable development priorities depends on the ability to determine what and how funds are allocated and on measuring the results that are achieved. These allocation mechanisms may differ from one domain to another but do share common institutional and implementation challenges that can be addressed by an INFF.

[9] Ministerial level agency responsible of planning and investment at national level and technical guidance for subnational level

Two examples of results domains are presented here. The first case study is the health sector, a major social sector with critical implications in a COVID and post-COVID world in the short-to-medium run, not only for health, but also public debt, growth, unemployment, poverty, inequality, etc. The second case study is dealing with climate change, a critical results domain for the survival of humanity in the medium-to-long run, with specific challenges in measuring future outcomes. Considerable gaps remain in tracking funds at national and international levels and even more in connecting budget allocations with result indicators through programme performance measurement. Two areas of improvement are identified: 1) Methodological and technical aspects of what should be counted as funding; and 2) Duplicating systems instead of building on existing systems.

Case Study 3: Health-Related Funding

Tracking health-related funding is challenging due to the range of public and private sources and the variety of services and programs that fall under the health sector. In 2004 the Center for Global Development convened the Global Health Resource Tracking Working Group to conduct an examination of both donor- and country-level financing flows from both public and private sources. As a result, the Working Group was able to outline how a coordinated approach could produce a coherent system to track important financial flows in global health over time, requiring new resources and political commitment (Global Health Indicators Working Group 2007).

At global level, health resource tracking has focused on tracking how much health-related aid is flowing from various donors to low- and middle-income countries (LMICs) and analysing its composition (OECD 2014). The first major source is OECD's Creditor Reporting System (CRS) database managed by the OECD Development Assistance Committee (DAC) which tracks bilateral and multilateral donors' aid and other resource flows to developing countries, both at the aggregate level and also at the level of particular aid programmes from member countries, several multilateral agencies, and some large private foundations. The second source focuses on measuring and analysing health spending within individual countries using an internationally-standardized framework for health accounting, the System of Health Accounts (OECD and WHO 2017).

There has been little effort made to compare data on donor assistance tracked by the CRS with information captured by country-based systems tracking donor assistance. If the CRS could provide a basis for consistent information on donor flows needed by countries to undertake the elaboration of health accounts, then additional data collection exercises could be avoided, thereby making health accounts exercises cheaper to conduct and reducing the reporting burden on all health sector stakeholders.

The Global Health Resource Tracking Working Group suggested to commit donors to increasingly rely on country PFM systems to monitor and report on their aid flows (as per the Paris Declaration on Aid Effectiveness) and facilitate the buy in from national decision makers on those estimates.

The donors have to “fight the temptation” of duplicating systems instead of building on existing systems. As presented in the INFF approach, the essence is to support improvements in the ability of developing country governments to develop sound budgets and report on their execution as well as to manage aid through national processes of policy, planning, and budgeting.

Case Study 4: Climate Change Finance Funding

Climate change is cross-sectoral and interdisciplinary by nature, and it affects sectors like transport, infrastructure, energy, agriculture, water management and the financial sector, often simultaneously. Developed countries have committed under the United Nations Framework Convention on Climate Change (UNFCCC) to a goal of jointly mobilizing 100 billion USD per year by 2020 to stimulate increased investment. Climate finance funding comes from both bilateral and multilateral aid agencies, commercial investments, loans and private grants, as well as government funding.

Securing a complete, up to date and accurate data set for climate finance is a challenge and requires participation from all relevant line ministries, local governments, and the private sector. There are no agreed definitions for climate investment and climate finance and appropriate expertise to tag expenditures correctly (mitigation vs. adaptation, private vs. public, etc.) which can lead to difficulties in accounting (Gupta et al. 2014). Scientific literature on investment and finance to address climate change is still very limited and knowledge gaps are substantial. Accounting systems are highly imperfect with unreliable estimates of total climate finance provided to developing countries as well as future incremental investment and incremental cost for mitigation measures.

Tracking and reporting in this context of multiple time frames, donors, and intermediaries is not helping. This would be facilitated if industrialized country governments make it clear to their bilateral finance institution that better tracking and reporting of mobilised climate finance is a key issue that needs to be improved. Let us mention interesting initiatives by several institutions which have developed or are in the process of developing agency or institution-level tracking systems for climate finance as part of larger results management frameworks.

The United Kingdom DfID for example has developed a “Logical Framework” (logframe) that allows for results indicators to be tracked across projects and agencies and includes a specific indicator on public and private finance leveraged. Currently, the UK is one of the only public entities to report leverage on a pro rata basis by estimating its share of funds to other public monies and then using this to attribute private sector finance mobilised to only its spending. (Carusoi and Elissi 2013).

The US State Department and USAID have also developed a list of Standard Foreign Assistance Indicators, which includes total public and private funds leveraged by the United States Government for a range of climate relevant sectors. The Climate Investment Funds (CIF) has individual results frameworks for each of its sub-funds and programmes. While each of the results frameworks include indicators for tracking the overall private investment in the relevant sector and region, only the Clean Technology Fund (CTF) includes direct leveraging as one if its core indicators to be reported for all projects (Carusoi and Elissi 2013).

4.1.3. Strategy 3: Considering Explicitly Investment Projects in the INFF M&R Building Block

Investment projects play a critical role to achieve national development priorities, by improving access of national actors to economic opportunities, and access to public services, in particular social services. Therefore, they justify a special focus in INFF analysis.

Case Study 5: Improvements in the Project Investment Management (PIM) cycle

Significant effort has been put over the last ten years in a variety of countries by governments and donors alike to improve the structure and the functionality of the Project Investment Management (PIM) cycle which includes three major phases: i) Pre-investment, ii) Investment, and iii) Post-investment. This is a dynamic continuum, from project identification and *ex ante* evaluation, project formulation and selection in the Pre-investment phase; then, programming, budgeting, execution, monitoring of ongoing investment projects during the Investment Phase; then, finalized project evaluation and *ex post* operation & maintenance of the assets created by the investment projects during the Post-investment phase; and, finally, a feed-back loop for the next round of pre-investment. Experience in numerous countries has shown the value of a structured and stepwise process with a capacity-building perspective. Lessons learnt include the need for a flexible PIM system to accommodate various levels of project complexity and size, sector specificities, data availability, and project analysis capacity within line ministries, along with the explicit consideration of political priorities in the ranking of investment projects rather than imposing a straight jacket which looks good on paper, but is unrealistic. The supporting PIM information system should be easily parameterizable to reflect those different situations and national business processes.

4.1.4. Strategy 4: Assessing Data Quality and Putting in Place a Data Development Plan

A commonly encountered challenge in INFF is the lack of quality data which results in incompleteness, unreliability or conflicting data. Conducting data quality reviews can help assess the severity of the quality issue, identify specific causes, and propose solutions in the form of a data development plan.

Case Study 6: Reviewing Data Quality in Niger

Funded by the Millennium Challenge Corporation (MCC), the Millennium Challenge Account in Niger (MCA-Niger) is an aid programme aiming at fostering food security and climate resilience in four rural regions of Niger covering the period 2018-2023. MCA-Niger recently commissioned a Data Quality Review (DQR), the general objective of which was to perform an independent review of the quality of the data used to monitor and review the INFF in order to: (1) improve the ongoing data collection and reporting efforts, and (2) improve future data gathering approaches and methodologies that will ensure good data quality. Specific objectives included: a) Verifying baseline and historical data for key indicators based on information available from different sources; b) Recommending changes to indicators, data collection mechanisms and protocols as necessary; c) Identifying data sources that have been used and confirm their accuracy on the ground and/or between data sources or reports; d) Where new data is required, suggesting appropriate method of data collection and sources of the data; e) Identifying capacity needs for data collection and make recommendations on the most appropriate M&R institutional mechanisms and technical tools as well as training needs for major stakeholders. The DQR included an assessment of the data used to calculate performance indicators for their validity, reliability, timeliness, precision, and integrity. It also included a more general assessment of the M&R system, e.g., M&E structure, functions and capacities along with indicators definition and data collection, processing, analysis, reporting and use of M&E results. The evaluation concluded on the need to recognize the trade-off between the benefits and costs of better information which underline the importance of determining the desired level of completeness, precision, and timeliness by users of the information. Quality information comes at a price. On the demand side, it is important to determine acceptable levels of coverage, accuracy and frequency for each key performance indicator depending on the priority needs of the main users of this information for decision-making, accountability, and learning. On the supply side, it is critical to ascertain the required capacities in terms of human, material and financial resources in data collection and analysis systems to deliver the desired level of quality and check if they match current capacities and, if not, revise expected quality levels. Second, a data quality improvement plan was then elaborated as a stepwise capacity-building process over the medium run, involving the proposal of revised data collection and analysis methods for the indicators exhibiting data quality issues, data collection and analysis capacity-building activities through training on indicator and data quality, sensitization of stakeholders on the importance of data quality for their own performance, conducting problem-solving evaluations, and the importance of documentation and developing progressively a knowledge management system.

Designing and implementing an INFF requires obtaining data to conduct a serious costing exercise and relating those costs to Key Performance Indicators in the Performance Measurement Framework. Strict analytical accounting can be complex and data-intensive, which leads to pilot experiences mainly conducted by expert consultants, but which cannot be extended and adopted by the whole of the public sector, given the availability of data and the human resource capacities in quantity and quality.

A stepwise and pragmatic approach is recommended to start with programmes with better data and capacities, and progressively expand the system in terms of scope and depth. For example, some elements of cost can be first estimated based on expert opinions, and then progressively more accurately measured as more empirical evidence is made available. A significant level of effort is required to populate and validate the initial data base, but then updates are easier to manage.

4.1.5. Strategy 5: Conducting Pilot Experiments Revising Business Processes and Using Business Intelligence Software to Improve the Articulation Between Financing and Results

Pilots combining work on revising business processes and using business intelligence software to improve the articulation between financing and results can be a good way to test, learn, and demonstrate the feasibility and usefulness of the INFF approach.

Budgeting for Results is a consistency framework which forces all actors to behave more logically. Ex ante, line ministries must provide the evidence in terms of key actions and the costs of intermediate outputs to justify their budget request. Decision-makers have to consider and present the anticipated results before agreeing on spending on a service delivery sub-programme or on an investment programme. Also, ex post, line ministries are accountable not only on how much they spent, but what results they achieved. The business processes related to planning, budgeting, implementation and results monitoring and evaluation need to be reviewed accordingly.

Information technology, and more specifically the use of business intelligence software, can help design and implement information systems to support the business processes related to INFF M&R. Designing and implementing those software is more efficient when adopting several features: 1) Be built or be customized/parametrized based on the specific country business processes; 2) Include interfaces with existing relevant information systems; and 3) Support the analysis of data through dashboards and reporting features responding directly to users' needs. Two case studies are presented: Guyana and Dominican Republic.

The INFF M&R Building Block should make use of and will benefit from existing data bases, whether on financial flows or outputs and outcomes. What is needed in addition is not a complex costly solution that looks wonderful on paper, but is incompatible with data limits, staff capacities, not to mention technological capacities in the country (e.g., access to reliable large band internet 24/7). Rather it is a "navigator/integrator", using an ETL approach to extract relevant data from a variety of data bases on different platforms, transform and store them in a secure way. The IT solution could also bring real value added in using a specialized business intelligence software that is parametrizable in terms of programme architecture, data disaggregation, dashboards, alert systems, report generation while guiding the users in the stepwise business processes of budgeting and monitoring for results. Automatization and systematization of the reports which save time for professionals at critical moments of budget preparation can be a big plus for those users.

Case study 7: Articulating the Planning and Budgeting Processes at Programme Level in Guyana with a Pilot Programme in the Health Sector

Guyana is currently classified as an upper-middle-income economy[10], and in 2019 it became one of the newest petroleum producing countries, which changed its development perspectives. This is both an opportunity and a challenge for the public sector to expand its public services in a context of Gini coefficient of 0.451[11] so that the new fiscal space be used to benefit the overall population, and especially the poorest and most vulnerable groups. Over the past five years, the Ministry of Finance (MoF) has started a more evidence-based budget analysis, considering alternative budget-results scenarios and moving from a yearly budget to a medium-term horizon to better consider strategic priorities.

How did the MoF manage its reform process towards Results-Based Management? The entry point was strengthening strategic planning and M&E capacities. For the past 10 years, the MoF organized and financed repeated trainings for the staff of all line ministries in those domains with a 2-level training programme. It also supported several ministries to draft their Performance Measurement Framework (indicators and targets) and to conduct clinical sessions on improving the existing result matrices. Then, it introduced Budgeting for Results in its budget Process Manual and required line ministries to include Programme Performance Statements in their budget requests, resulting in their inclusion in the yearly Budget Estimates Volumes. However, the challenge remained to connect budget allocations with output targets, so the MoF moved on to work on output unit costing and the elaboration of budget scenarios with a pilot programme at the Ministry of Public Health (MoPH). This was supported by the customization and parametrization of a business intelligence software for results-based budgeting.

The biggest challenge for output unit costing was the lack of analytical accounting data within the sector for the provision of medical services. This meant that lump sums for packages of medical services had sometimes to be used during the first year of implementation of the pilot results-based budget. During the second and third years of implementation, the pilot programme was able to iterate and refine the costing data, using a variety of methods, including past average, normative, or activity-based costing. The core of the innovation was to determine the costs of Key Actions, Activities, Subprogrammes and Programmes by budget line of the Chart of Accounts.

Beyond output unit costing, the MoF combines two budgeting approaches to determine budget scenarios: on one hand, it uses a bottom-up approach whereby it asks the line ministry, in this case the MoPH, to estimate budget needs based on results targets and output unit costs; on the other hand, it uses a top-down approach to estimate an a priori estimate of budget envelopes based on the Fiscal Framework and past budget allocations. The two approaches are then reconciled to formulate alternative budget-result scenarios that are discussed between the MoF

[10] https://blogs.worldbank.org/opendata/new-world-bank-country-classifications-income-level-2020-2021
[11] Last data available 1998. https://data.worldbank.org/indicator/SI.POV.GINI?locations=GY

and the line ministry during budget negotiations. Most desirable budget-results scenarios are then presented to top government authorities for final arbitrage.

This pilot Proof of Concept (POC) represents the first milestone for the country. The MoF and the MoPH have invested in designing a business process and parametrizing a business intelligence software which will only produce estimates that are as good as the data provided. It is only with the repeated use of the software and its expansion to cover all MoPH programmes over several years that this data will become more accurate. Hence, a stepwise and pragmatic approach is recommended to start with programmes with more interest on the part the leaders to act as champions of change and innovation, as well as better data and capacities, and progressively expand the system in terms of scope and depth.

Case Study 8: Dominican Republic: Moving towards Performance Informed Budgeting for two pilot programmes

Since 2008 the Government of Dominican Republic has been strengthening its public management with a focus on performance and accountability management. In 2013, the Inter-American Development Bank (IDB) ranked Dominican Republic #14 for Budgeting for Results and #11 for Results-Based Monitoring out of 25 countries in Latin America and the Caribbean (Kaufman et al 2015, pp. 88 and 220). Hence, the government decided to move into programme budgeting. The Ministry of Economy, Planning and Development a) designed and implemented an information system to capture information on public production and incorporate it into the budget; b) linked the categories of the National Development Strategy and the Multi-annual Plan for the Public Sector to programme categories of the budget.

In 2019 the New Dominican Budget System (NSPD), prepared by Dirección General de Presupuesto (Office of the Budget) with the support of international organizations such as the European Union, UNDP and the World Bank, represented another key step to prepare multi-year budgets, including with the related introduction of i) the preparation of a Medium-Term Fiscal Framework; ii) a multi-year budgetary policy; iii) cost estimates for outputs of each public entity; iv) a commitment of the Council of Ministers for the introduction of Budgeting for Results; v) an information system to facilitate physical and financial programming, articulated through a clear ToC.

Even if the process has started and budget agencies are supposed to follow the new standards, the estimate of output unit costs and the connection between outputs and higher levels of results remain challenges. The DIGEPRES included a chapter on Budgeting for Results in its Budget Estimates (Volumen Presupuestario) for nine (9) pilots, and started a process in 2020 to pilot the use of software[12] to guide the process using business intelligence tools. Currently, two pilot

[12] B4R® and M4R® are part of the IDEA Solutions suite of business Intelligence software to support the implementation of MfDR processes. https://www.ideasolutionsonline.com/.

agencies have reorganised their planning architecture according to a programme budgeting perspective with its related costing elements. They are testing two new modules (Budgeting for Results -B4R ® and Monitoring for Results – M4R ®) as add-ons to be interfaced with the Integrated Financial Management System (Sistema Integrado de Gestión Financiera).

The positive side of a pilot phase is that it enables a trial-and-error process with possible adjustments based on lessons learnt. The negative side of a pilot phase is that it takes longer, which creates the possibility of a risk of resistance of public servants having to conduct the traditional budgeting process and the new pilot budgeting process at the same time, which means more work. There is also a risk of sustainability of the reform process in case of change of government in democratic countries, the natural tendency of the new administration being to ignore and cancel the initiatives of the previous administration, especially if the opposition wins. This is especially an issue in countries where most high- and medium-level technical positions are filled on a political affiliation basis, and there is no cadre of permanent technical staff for continuity. The only way to avoid this two-steps-forward, one-step-backward process is to impose the new budgeting process through a change in the organic law which requires a minimum time. The speed of reform is therefore an important parameter to set at the start of the process with due consideration to the political calendar.

Those case studies illustrate the usefulness of the strategy of starting with pilot implementation of new processes, systems, and tools. This is less demanding in terms of capacities, time and funding. It has a higher chance of success because pilots are conducted for sectors and programmes with the highest capacities and interest in testing. It is also a great learning experience through a trial-and-error process, with lessons learnt guiding the improvement of the reforms and tools introduced before the decision to expand to other sectors and programmes.

4.1.6. Strategy 6: Forging Alliances to Foster a Culture of Accountability and Learning

An important component of the M&R Building block is using the information for accountability and learning in addition to use in decision-making.

Case study 9: Promoting Transparency in Budget Elaboration and Reporting on its Implementation

A number of initiatives have been under way in a number of countries to increase participation in budget elaboration and reporting. One of the most famous cases is the Brazil case. Among lessons learnt, the two sets of critical success factors for participation in public expenditures are: i) significant technical skills and overall capacity of intermediary civic groups who analyze, track, and evaluate different stages of the budget process, and ii) a conducive political environment in the form of free and able media, information disclosure laws, and political will to make government systems more open. Engagement at any stage of the cycle can be useful, but participatory public expenditure systems only deliver when the feedback loop is institutionalized and space is given to external voices at each stage of the process. Experience shows that a culture of accountability can only be fostered if sustainable alliances between reformist executive and legislative branches, an active civil society, and a responsible media can be forged. As an illustration, credibly executed report card findings can be used not only by auditors and the public accounts committees in Parliament, but also by the media who can be a powerful ally to healthily nudge the state into acting (Swarnim Wagle and Shah 2003).

Colombia has demonstrated the potential use of alternative accountability mechanisms. Based on the experience of the successful “Cómo Vamos?” programme conducted in the capital city Bogota, an accountability initiative promoted by the private sector, SINERGIA endorsed and facilitated the development of the Colombia Líder initiative. This initiative is promoted and funded by the business community, think tanks, and the media, and has been underway since 2007. Currently, Colombia Líder assesses the results of national and sub national poverty reduction programmes and is one of the main external users of SINERGIA’s performance data.

4.2. Success Factors for Building up an INFF M&R Building Block

Success factors are defined as a limited number of areas in which satisfactory results will ensure success in building an INFF M&R Building Block. Those factors will depend on the specific country situation in terms of the level of INFF development, the institutional and cultural specificities, and the current administration priorities. However, the following five success factors are proven to apply in most situations.

Success Factor 1: Common Understanding of INFF by Key Stakeholders

While most managers and professionals grasp intuitively the purpose and the justification of Budgeting and Monitoring for Results, some of them do not necessarily understand what it means, what it implies in particular in terms of Budgeting and Monitoring for Results, and what could be strategies and stepwise methodology to actually implement it.

Success Factor 2: Buy-in from Key Stakeholders on INFF M&R

Designing and implementing requires additional work for professionals that might already be overwhelmed by their current tasks. Executives might have a high opportunity cost of time. Unless those professionals and managers clearly see the rationale and value added of the INFF to all their existing activities and commitments, there is a danger that it will be perceived as another donor led initiative and participation will be limited and not sustainable.

Success Factor 3: Capacities of Key Professionals Involved in the INFF M&R

Behind the INFF is a change in mind set, including among others a cross-cutting perspective about financing and moving beyond programme budgeting to results budgeting. Without a minimum level of capacities of a cadre of competitively paid professionals with a different “chip” to design and implement INFF Building block even at basic level, this will be just a fad, especially in the context of high staff turnover common to many developing countries.

Success Factor 4: Data Availability and Quality on INFF

INFF is very much about data. It is key for all stakeholders to understand the pitfalls of a "garbage in - garbage out" approach and their role in participating in the provision of data and improvement of its quality. It is also easy to be discouraged by the inadequate coverage and reliability of available data. Once one realizes that data quality is a relative concept, one adopts a more realistic approach of trying to obtain data "good enough" to make decisions and be honest about it.

Success Factor 5: Valuable Intermediate Outputs on INFF

To be sustainable, INFF has to demonstrate its value added. This involves sizing "low hanging fruit" and producing rapidly reports and other forms of outputs (presentations, videos, infographics, etc.) that showcase useful results for different kinds of audiences from national stakeholders and their international partners, even if limited in scope. Once those intermediate outputs are produced, disseminated, and appreciated, the INFF can be expanded in scope and depth.

4.3. Relevant Tools from the International Community

The INFF M&R building block can benefit from relevant tools designed by the international community that can help countries in shifting faster from basic to advanced levels of development of the INFF M&R Building Block. These include, among others, PEFA assessments, PER, PETS, QSDS, GEPDC reports, DCF Surveys, and evaluation reports. The elaboration of an INFF M&R Building Block can benefit from findings from the application of these tools, helping to document the country capacity to link mobilizable resources to the programs contributing to the nationally identified sustainable development priorities. Each tool has different objectives, scope, and methodology.

A ***Public Expenditure and Financial Accountability (PEFA)***[13] ***assessment*** provides a framework for assessing and reporting on the strengths and weaknesses of Public Financial Management (PFM) using quantitative indicators to measure performance in terms of:

a) Aggregate fiscal discipline requires effective control of the total budget and management of fiscal risks;
b) Strategic allocation of resources involves planning and executing the budget in line with government priorities aimed at achieving policy objectives;
c) Efficient service delivery requires using budgeted revenues to achieve the best levels of public services within available resources.

[13] https://www.pefa.org/about and https://www.pefa.org/sites/pefa/files/resources/downloads/PEFA%202016_latest%20version_with%20links%20%282%29.pdf

A PEFA assessment is designed to provide a snapshot of PFM performance at specific points in time using a methodology that can be replicated in successive assessments, enabling a comparative statics analysis of changes over time. It identifies 94 characteristics (dimensions) across 31 key components of PFM (indicators) in 7 broad areas of activity (pillars):

I. Budget reliability. The government budget is realistic and is implemented as intended. This is measured by comparing actual revenues and expenditures (the immediate results of the PFM system) with the original approved budget;
II. Transparency of public finances. Information on PFM is comprehensive, consistent, and accessible to users. This is achieved through comprehensive budget classification, transparency of all government revenue and expenditure including intergovernmental transfers, published information on service delivery performance and ready access to fiscal and budget documentation;
III. Management of assets and liabilities. Effective management of assets and liabilities ensures that public investments provide value for money, assets are recorded and managed, fiscal risks are identified, and debts and guarantees are prudently planned, approved, and monitored.
IV. Policy-based fiscal strategy and budgeting. The fiscal strategy and the budget are prepared with due regard to government fiscal policies, strategic plans, and adequate macroeconomic and fiscal projections;
V. Predictability and control in budget execution. The budget is implemented within a system of effective standards, processes, and internal controls, ensuring that resources are obtained and used as intended;
VI. Accounting and reporting. Accurate and reliable records are maintained, and information is produced and disseminated at appropriate times to meet decision-making, management, and reporting needs;
VII. External scrutiny and audit. Public finances are independently reviewed and there is external follow-up on the implementation of recommendations for improvement by the executive.

A ***Public Expenditure Review*** (PER)[14] analyses the allocation and management of public expenditures to determine if the desired outcomes are being achieved. It is an integral part of results-based budgeting. A typical PER will cover the following items for a specific sector:

1) Discussion of the aggregate level of public spending and deficit of the consolidated public sector and its consistency with the country's macroeconomic framework;
2) Analysis of the allocation of aggregate spending across and within sectors, and the extent to which this allocation is consistent with maximization of social welfare;

[14] https://www.cepal.org/sites/default/files/project/files/the_design_and_conduct_of_a_sector_per_20_dec_2017_final_final_logo.pdf

3) Examination of the role of the public versus the private sector in the financing and provision of social programs (in particular, whether public expenditures complement or substitute for private-sector activities);
4) Analysis of the impact of key public programs on the poor, including their incidence and total costs;
5) Examination of the input mix (e.g., wages versus operations and maintenance), or the allocations for capital and recurrent expenditures, within programs and sectors (and the extent to which such allocation promotes "internal" efficiency)
6) Discussion of the budgetary institutions and processes and the extent to which such institutions and processes promote fiscal discipline, allocative efficiency and equity in the composition of spending, and technical efficiency and effectiveness in the use of budgeted resources;
7) Discussion of transparency and accountability in the budget formulation and execution process of a country. The issues of expenditure transparency and accountability have gained substantial prominence in recent years, as they are often necessary conditions to ensuring efficiency and equity in public spending.

A ***Public Expenditure Tracking Survey*** (PETS)[15] is a primary data collection and analysis tool that aims to track the flow of public resources across various layers of the administrative hierarchy, from the allocating agency to the intended beneficiary, and determine inefficiencies in the system and their magnitude. PETS vary regarding the degree to which they achieve the goal of measuring leakages but they still frequently do good expenditure analysis and collect useful data on budget and finance process, much like Public Expenditure Reviews (PERs). Although there exists a variety of PETS, typical issues addressed include the following:

1) Detailed descriptions of how funds are supposed to flow through the system from the national treasury or donor's account to frontline providers,
2) Collection of data from selected units at the national and subnational levels – including administrative data, in depth interviews with semi-open guides or closed questionnaires;
3) Collection of data from facilities, both administrative data or surveys with structured questionnaires using purposive or representative samples;
4) Information on real service delivery from interviews with service providers, facility managers, officials at different subnational levels, beneficiary groups, and other relevant stakeholders
5) Analysis of whether spending reaches facilities and is applied to its intended uses;
6) Analysis of other elements of performance such as delays in spending, access to information, and equity.
7) Recommendations regarding information systems, publicizing budget data, increasing supervision, introduction new accounting instruments, changes in the institutional channels for financial flows and service delivery mechanisms if necessary.

[15] https://www.researchgate.net/publication/228310463_Public_Expenditure_Tracking_Surveys_Planning_Implementation_and_Uses

Often conducted jointly with a PETS, a ***Quality Service Delivery Survey*** (QSDS)[16] examines the efficiency of public spending and incentives and various dimensions of service delivery in provider organizations, especially on the frontline. The facility or frontline service provider is typically the main unit of observation. The QSDS collects data on physical infrastructure, staff characteristics, income and expenditures, governance and management, characteristics/quality of service provision, and outcomes.

The ***Global Partnership for Effective Development Cooperation (GPEDC) Progress Reports***[17] examine how partner countries are putting in place the building blocks for an effective, whole-of-society development effort; and, how effectively development partners support such country-led efforts. The Global Partnership's biennial global monitoring exercise reports on progress through ten indicators that capture the essence of the four internationally agreed principles for effective development co-operation and capture the quality of partnering that takes place to deliver development results: country ownership; focus on results; inclusive partnerships; and transparency and mutual accountability. Data generated from Global Partnership monitoring, building on country-led data collection, also provide evidence for SDG follow-up and review.

The ***Development Cooperation Forum (DCF) Surveys*** [18] provide evidence on the state of play of development cooperation on the ground, with a focus on five 'enablers': national development cooperation policies, country results frameworks, development cooperation information systems, national development cooperation forums, and capacity support.

Evaluation reports provide many insights that are relevant for INFF M&R. Apart from traditional project mid-term reviews and final evaluations, there is a limited, but growing number of programme and policy evaluations in most countries that can be very relevant to consider in the review of INFF.[19]

[16] https://olc.worldbank.org/sites/default/files/Session%207b_Filmer__service-delivery_measurement_tools_0.pdf
[17] https://www.effectivecooperation.org/landing-page/2018-monitoring-results
[18] https://www.un.org/development/desa/financing/document/2020-dcf-survey-study-toward-effective-development-cooperation-covid-19-period
[19] The reports of those evaluations are usually available at country level in the agencies having ordered and/or funded those evaluations.

Glossary

This glossary has been adapted from several sources of RBM analytical frameworks and definitions, in particular the OECD Glossary (OECD 2002).

Accountability	Responsibility to report on paper or verbally (hearings) to supervising bodies (e.g., ministry, Parliament, international organization, aid agency) on the justification of decisions taken in terms of public spending, management, completion of targets and other results obtained, referring to the agreed upon plan and contractual arrangements if any.
Balanced scorecard	Strategy performance management tool than can be used by managers to keep track of the execution of activities by the staff within their control and to monitor the consequences arising from these actions. It can be used both at diagnostic and planning phases. The underlying key idea is that four dimensions of institutional performance should be considered: target group needs and satisfaction level, internal management processes, human resources management, and financial resources management and allocation.
Budget execution rate	Actual expenditures / Revised appropriated budget.
Coverage	Ratio between the number of targeted people attended and the size of the target population.
CREAM+	Acronym made of the initials of a set of criteria used to validate indicators: Clear, Relevant, Economic, Adequate, Monitorable, and providing value added information compared to other indicators.
Effectiveness	Degree of achievement of set targets.
Efficiency	Degree to which resources were allocated to maximize benefits at the minimum costs. Usually measured by comparing costs and benefits of similar operating entities (benchmarking). Another used term is value for money.
Evaluation	Systematic and objective assessment of a policy, program, or project, whether in terms of their design, implementation, and/or results. Evaluations can be conducted *ex ante*, during the implementation or *ex post*. Evaluation criteria may include among others relevance, economy, effectiveness, efficiency, equity, and sustainability. An evaluation should provide credible and useful results, for better decision-making and accountability. It can be an auto-evaluation, an internal evaluation, an external evaluation, or a combination of those three. Jointly with monitoring, this is another pillar of RBM.
Goal	Broad statement of intent providing guidance for action; also called general objective. e.g., reducing poverty.
Governance	The way the government and the public sector is run.
High level	National or sector levels. Early in the strategic planning process, high-level indicators and targets are set to specify in measurable terms the desired vision and make the connection with operational planning and budgeting indicators and targets.

Impact	Long-term results in terms of changes in the living conditions of the target groups (micro impact) or the sector (meso-impact) or country (macro-impact). They can be intentional or not.
Indicator	Construct composed of one or more combined variables that are used to measure empirically an abstract concept. It can be qualitative or quantitative. A performance indicator is an indicator that measures a Key Result Area.
Inputs	Financial, human and material resources used in an activity, project or program.
Instrument	Technical tool used in M&E, for example data collection forms, information system, etc.
Institution	Public entity, typically a ministry or an agency.
Investment	Increase in capital, whether physical, financial or human. Only major investment projects are considered in a national strategic plan while all investment projects should be considered in a sector or institutional strategic plan.
Key Performance Indicators	Indicators used to assess performance in Key Result Areas, usually at impact or outcome levels. They can be sector specific or cross cutting.
Key Result Area	Domain of results deemed important by actors in the sector.
Logical framework	Analytical frame and method used to design and plan interventions, most often at project level, but also at programme level. There are several possible "log-frame" formats, but generally it appears as a matrix with 4 columns (description, indicators, data sources and assumptions/risks) and 4 rows that demonstrate the vertical articulation between inputs at the bottom row with outputs/activities in the middle row and results at the top two rows: goal and purpose. The final result of the logical framework method is called a Logical Framework Matrix (LFM). When the LFM is more detailed and used for monitoring, it becomes a Results Indicator Matrix (RIM).
Logic model	Tool used most often by managers to design, implement, and assess programmes and projects. Logic models are usually a graphical depiction of the logical relationships between the resources, activities, outputs and outcomes of a program.
Managing for Development Results	Management approach gearing all human, financial, technological and natural resources – domestic and external – to improve the effectiveness of public management to achieve desired development results. It shifts the focus from inputs ("how much money will I get, how much money can I spend?") to measurable results ("what can I achieve with the money?") at all phases of the development process. At the same time, MfDR focuses on providing sound information to improve decision-making. This entails tracking progress and managing business based on solid evidence and in a way that will maximise the achievement of results. It is increasingly applied in developing countries and parallels a movement in many OECD countries known as Results-Based Management.
Monitoring	Frequent or on-going function that collects data to calculate a reduced number of indicators, which provide managers, and stakeholders of an activity, project or Programme with information useful for decision-making and accountability. Monitoring indicators typically concern inputs use, activity progress, delivery of outputs and, possibly, specifically desired results. Monitoring is mainly an internal

	function directly linked to the management. Jointly with evaluation, this is another pillar of RBM.
Objectives	What any public action, be it a policy, a strategy, or a project, aims to achieve.
Operational Plan	Management tool and an official document in which the management of an organization or fragment thereof (department, section, delegation, office …) indicates its objectives, targets, activities, roles and responsibilities, schedule, budget, and mechanisms for implementation and M&E. This is also sometimes called an action plan or a work plan.
Outcomes	Intermediate results expected to occur at the target group level due to project or programme outputs. Outcomes are often best measured through target population-based data. Outcomes typically concern access and use of products/services provided, the level of beneficiary satisfaction in reference to these products/services, and changes in knowledge, perceptions and behaviour resulting from the use of products/services, etc.
Outputs	Direct result from the activities of a project or programme in terms of public goods and services, e.g. number of orphans supported, trained counsellors, seed money for income generating activities, etc.
Performance	Extent to which an entity responsible for conducting a given action in accordance with a set of criteria and/or set targets, respects the former and achieves the latter.
Performance Programme-Based Budgeting	Methodology to elaborate results-based budgets, i.e. articulating inputs and expected results for a programme. It usually implies elaborating/revising the programme architecture, articulating performance indicators and targets from high level down to sub-programme level, using output-based or activity-based budgeting.
Programme	Coordinated set of public interventions, including investment projects, and institutional activities to deliver public goods and services according to the mission and strategy of a public institution. For example, the primary education programme includes school construction projects and managing a set of primary schools to offer public primary education. Also called sector programme.
Project	Consistent set of activities designed to achieve certain specific objectives at a given cost and within a period. Most projects represent an investment in physical, financial, institutional, or human capital which increases the inputs available for public institutions to provide a greater quantity and quality of public goods and services for a given target group.
Relevance	Criteria used to design or assess a programme/project, which describes how the outcomes of the programme/project contribute to the high-level objectives.
Results-based budgeting	Allocation of budget by a public institution, program, or project, according to set targets in relation to performance goals. This is one pillar of RBM.
Results-based Management (RBM)	Modern management approach applied to the public sector, which focuses the planning, budgeting, management, and monitoring and evaluation of public policies, programs and projects on the achievement of desired results. It also involves making civil servants responsible and accountable.
Results chain	Analytical framework that establishes the relationships between inputs, activities, outputs, outcomes and impacts of a given programme.
Review	Assessment of the performance of an intervention, periodically or on an ad hoc basis.

Risk management	Risk management involves risk identification, characterization in terms of probability of occurrence and anticipated impact as well the identification and costing of preventive and mitigation measures
Sector	Domain of public intervention.
Sector Programme	See Programme.
SMART	Acronym made of the initials of a set of criteria used to validate targets: Specific, Measurable, Agreed Upon or Adequate, Realistic, Time-Bound. This set is also used to validate indicators, especially in the health sector.
Strategic planning	Strategic planning is defined as the process of identifying priorities and goals, and determining strategies and means to achieve those goals. Generally, strategic planning is done with a medium to long-term perspective (five to ten years) and concerns a country, a sector or an institution. This is one pillar of RBM. A strategic plan can be prepared at various levels such as national, sector, institutional or regional.
Sub-Programme	Operational component of a sector programme.
Sustainability of results	Potential for long-term maintenance of programme results.
Sustainable development	Potential for long-term maintenance of well-being, which has ecological, economic, political, social and cultural dimensions. Sustainability requires the reconciliation of these environmental, social equity and economic demands.
SWOT	Participatory method to assess Strengths, Weaknesses, Opportunities and Threats.
Target	Desired level of a performance indicator set at a specific future date. Progress is often measured in terms of progress made from the baseline value of the indicator toward the set target.
Target group	Specific individuals or organizations for which a project or programme is carried out.
Vision	A picture of the desired situation of the country, sector, institution in the future.

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