



KINGDOM OF CAMBODIA
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MINISTRY OF PLANNING

**MONITORING AND EVALUATION FOR NSDP
IMPLEMENTATION SYSTEM (MENI)
ORIENTATION GUIDELINES**

December 2015

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PREFACE

The Royal Government of Cambodia (RGC) has prepared a National Strategic Development Plan (NSDP) 2014-2018 under the leadership of the Ministry of Planning (MOP) and the collaboration of all other national stakeholders. Several initiatives have been launched to monitor and evaluate the implementation of the NSDP. Chapter 6 of this document sets up the initial framework for the national Monitoring & Evaluation (M&E) System. A MOP Prakas (2012) required *setting up a national system for M&E of the NSDP implementation at national and sub-national levels*. A National Working Group on M&E (NWGM&E) of the NSDP was set since 2012 as a coordination mechanism for the system.

The MOP has expressed the need for support to design and operationalize the M&E system of NSDP implementation. With the support of UNICEF and UNFPA, it has decided to conduct the consultancy “Contract for National Guidelines and System for M&E of the NSDP Implementation” to support the M&E system strengthening process for the RGC. This consultancy had two main objectives: (1) to conduct a participatory diagnostic of the existing M&E system for NSDP implementation; and (2) to propose orientation guidelines for the design and operationalization of this system. The MOP also decided that this system was also to respond to monitoring and evaluation needs of the Cambodia Sustainable Development Goals (CSDGs).

The diagnostic of the system has been conducted from March to July 2015 and led to the production of a report published by MOP in July 2015 and entitled “Summary Assessment of the M&E system for NSDP Implementation”. The design of orientation guidelines started in July 2015 and culminated in an inter-ministerial meeting, which validated the draft orientation guidelines on August 25, 2015. The current document presents those validated orientation guidelines, which will enable to update the preliminary medium term action plan and yearly work plan that have been elaborated on the basis of the diagnostic.

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ACRONYMS AND ABBREVIATIONS

A4R	Assessing for Results
BSP	Budget Strategic Plan
CDC	Council for the Development of Cambodia
COM	Council of Ministers
CRDB	Cambodia Rehabilitation and Development Board
CSDGs	Cambodian Sustainable Development Goals
GDP	General Directorate of Planning
GIS	Geographical Information Systems
IRS	Indicator Reference sheet
JMI	Joint Monitoring Indicators
KPI	Key Performance Indicator
LMs-LAs	Line Ministries – Line Agencies
<i>M4R</i>	<i>Monitoring for Results</i>
MAFF	Ministry of Agriculture, Fishery and Forestry
M&E	Monitoring and Evaluation
MEF	Ministry of Economy and Finance
MENI	M&E system for NSDP Implementation
MENIIS	MENI Information system
MIS	Management Information System
MOP	Ministry of Planning
MPNs	Major programs contributing directly to the strategic orientations of the NSDP
NIS	National Institute of Statistics
NWGM&E	National Working Group on M&E of NSDP implementation
NSDP	National Strategic Development Plan 2014-2018
OCM	Office of Council Ministers
OECD	Organization for Economic Cooperation and Development
PIP	Public Investment Program
PIRS	Performance Indicator Reference Sheets
PMF	Performance Measurement Framework
PFMRP	Public Financial Management Reform Program
RBM	Results Based Management
RGC	Royal Government of Cambodia
RIM	Results Indicator Matrix
CSDGs	Cambodian Sustainable Development Goals
TOC	Theory of Change
TOR	Term of Reference
UNICEF	United Nations Children’s Fund
UNFPA	United Nations Fund for Population Activities
VOPE	Voluntary Organizations for Professional Evaluation

1. INTRODUCTION

1.1 Context

During the last fifteen years, the Royal Government of Cambodia (RGC) has strengthened its planning capacity through the elaboration of multiple strategies and development plans: i) "Triangle Strategy"¹ and its implementing tool, the 2nd Socio-Economic Development Plan (SEDP II 2001-2005); ii) "Rectangular Strategy Phase I"² that was implemented through the National Strategic Development Plan (NSDP) 2006-2010; and, iii) "Rectangular Strategy Phase II" implemented through the NSDP Update 2009-2013. Fatherly, the RGC has used the existing procedures and mechanisms to prepare the "Rectangular Strategy Phase III" and worked on improving them during the new iteration during the NSDP 2014-2018 elaboration. These efforts had been accompanied by the commitment to focus on development and managing for results. In this context, the RGC decided to establish the National Monitoring & Evaluation (M&E) System for NSDP implementation. Also, the RGC expresses its desire to engage all development constituencies (development partners, private sector, civil society organizations, and sub-national agencies, among others) in an effective partnership, coordinated under the leadership of the government.

The Ministry of Planning (MOP), with the support of UNICEF and UNFPA, has decided to conduct the consultancy "Contract for National Guidelines and System for M&E of the NSDP Implementation" to support the M&E system strengthening process for the RGC. A first mission conducted in April 2015 enabled to conduct diagnostic of the current National M&E System for NSDP implementation that led to a report by MOP (2015) and the elaboration of the *Summary Assessment of the M&E system for NSDP Implementation*. The next step is the formulation of the proposal and discussion of orientation guidelines for the M&E System for NSDP Implementation (MENI).

1.2 Monitoring and Evaluation Functions

Monitoring and evaluation are interrelated practices but they have different methodologies and scopes. Monitoring can highlight that we are not on track toward the desired results while an evaluation can be conducted to understand "why" we are not going in the right direction. According to the glossary of the Organization for Economic Cooperation and Development (OECD) (2012), monitoring is a continuous process of systematic data collection to inform managers and stakeholders involved in an ongoing development initiative, on progresses, achieved results as well as the

¹Focused on (1) building peace, restoring stability and maintaining security for the nation and the people; (2) integration of Cambodia into the region and normalisation of relationships with the international community; and (3) promoting economic and social development.

² For Growth, Employment, Equity and Efficiency

use of allocated resources. The main goal of the monitoring practice is to provide timely information to decision makers hand in hand with the management exercise. Monitoring is considered an internal function performed by the manager and support staff.

On the other hand, evaluation is an objective and systematic appreciation of an ongoing or finished project, program or policy in terms of its design, implementation and achieved results. The main goal of evaluation is to analyse the relevance of a program/project and its contribution to global objectives, efficiency, effectiveness, impact and sustainability. An evaluation must provide credible and useful information making it possible to integrate lessons learned from experiences into the decision-making process. Setting up management response systems to ensure that evaluation recommendations are utilised is also essential. Three distinct roles need to be distinguished: a) the commissioners of evaluation are high level officials in the public sector that plan and order evaluations, and then use the results of the evaluations for decision-making and accountability purposes; b) the managers of evaluations are mid-level officials and professionals in the public sector who write Terms of reference for evaluations, manage the procurement process for selecting the evaluator's team, manage the relations with the evaluators' team during the evaluation, and appreciate the appropriate completion of the ToRs; and c) the evaluators are professionals, consultants and academics, that are external to the assessed policy, program or project and conduct and have the competencies in quantitative and qualitative methods to conduct a credible evaluation.

1.3 Generic Challenges for M&E of NSDP Implementation

Monitoring and evaluation of a National Development Plan such as the NSDP means facing a number of challenges. First, by definition, an NSDP covers all sectors of a given country, which means its scope is huge. These multiple sectors (economic sectors, social sectors, infrastructures), are quite different in terms of program, objectives, institutional setup and technical systems to deliver public services. It deals with a diversity of regions and milieus (urban/rural) and populations. It addresses a variety of crosscutting issues, which are not easily delimited and measured, given the number of stakeholders and possible angles of analysis. It is supposed to integrate actions from all major stakeholders, the national government of course, but also sub-national governments, private sector, civil society, as well as development partners.

Second, the NSDP is not directly implemented since it is a macro strategic document. Its strategic orientations are translated at programming level through the design of sector programs and their architecture sub-programmes of public service delivery and investment projects. Then these sub-programs and projects elaborate annual work plans and budgets (AWPB) that are executed in the field at operational level. So

monitoring an NSDP implementation means 1) measuring this process of translation of national strategic orientations into key operational activities at Implementing Agency level; 2) monitoring the budget execution, physical implementation, and results of those key operational activities in the AWPB. Evaluation of the NSDP is also complicated because of the attribution issue: in the absence of a counterfactual, how do we know the NSDP made a difference? How can we track back the process of transformation of outputs into final outcomes and impacts, the famous Theory of Change (TOC). Finally, both monitoring and evaluation require to have clear indicators, targets, benchmarks.

Third, the time dimension complicates evaluation. A typical NSDP will have a medium term perspective (e.g. 5 in the case of Cambodia). It needs however to integrate long-term trends (20 -30 years ahead) while also relating to shorter medium term action plans, fiscal and expenditure frameworks, and in the end, yearly work plans and budgets. Even more than is the case for a program or a project, final outcomes and impacts will be felt way after the final evaluation of a NSDP takes place, which is typically at the end of the period covered by the NSDP.

Fourth, actions and programs indicated in the NSDP are not necessarily clearly identified with immediate outcomes to link outputs and final outcomes (see Annex 1). Thus, identifying the Theory of Change³, i.e. the causal relationships that transform budget allocations into development results, is a challenge. Even if indicators have been specified, if no targets have been specified for key performance indicators, assessing progress and impact is quite a challenge.

Fifth, the dialogue and priorities between politicians and technocrats is usually a difficult step to harmonize the measure of objectives and goals. In the absence of a clear performance measurement framework established at the start, the appreciation of progress is bound to include some subjectivity in the analysis and generate possible disagreements about the appreciation of progress made and impact obtained.

1.4 Specific Challenges for M&E of NSDP Implementation in the Case of Cambodia

The main conclusions of the diagnostic of the six (6) institutional and technical

³ The theory of change explains the process of change defining the cause-effect relations of public interventions and understanding the underlying hypotheses in terms of results in short, mid and long term (<http://www.theoryofchange.org/what-is-theory-of-change/#1>). With the theory of change, the institution managing the public intervention elaborates a map to track the “linkages” related to the “change” or “transformation” of inputs through agency-institutional activities to produce an output (goods and services delivery); which will in turn produce an immediate outcome in terms of changes in target group’s attitudes, behaviour, and initial conditions; and finally reach an impact in the long term. The theory of change connects the operational level (under the agencies control, supply side) and the strategic level (the change generated after the service delivery, demand side).

dimensions⁴ of an M&E system for NSDP implementation in Cambodia conducted in April 2015⁵ were as follows:

- The overall score for the current National M&E System for NSDP implementation is 1.26 out of a potential 3⁶. Routine monitoring scored the highest (1.88), followed by the Evaluation cycle (1.5). The Institutional framework scored the lowest (0.56) and is a major hindrance to improving the M&E system.
- M&E information is moderately produced which can be capitalized as a practice in the system. However, the analysis capacity of the reports produced and the institutional mechanisms to utilize and disseminate with key policy makers needs to be strengthened. The documents produced and the means utilized may not have the expected impact on decision making because it is not integrated into the management process at high-level positions.
- The human resources technical capacity is also very limited, apart from the case of a few pilot ministries supported by the MEF. In addition, as reflected in the score for plan and budget for M&E (0.93), the planning capacity for M&E is limited by low level of completeness of the standards and validation of the Performance Measurement Framework (Results Framework for RGC) and there is no M&E action plan with budgeted resources to support activities to do quality M&E.
- The preconditions for results-based M&E scored 1.38. The alignment of planning documents between NSDP and major sector strategic plans is good, but the Budget Strategic Plans 2015-2017 and Annual Budget Plans 2015 are elaborated under a different process by MEF and MOP is not part of it yet. Both instruments are lacking articulation to the Performance Measurement Framework and they do not reflect enough consideration for value for money (cost effectiveness) and costing methodologies.
- The M&E information systems scored 1.33 because there are several systems at ministry level to produce statistical data, but they are not articulated to collect administrative data to assess progress for NSDP implementation articulating operational level of line ministries and agencies, with the strategic level of the NSDP. The NSDP does not have a platform to present and analyze data with a decision makers approach and considering the performance measurement

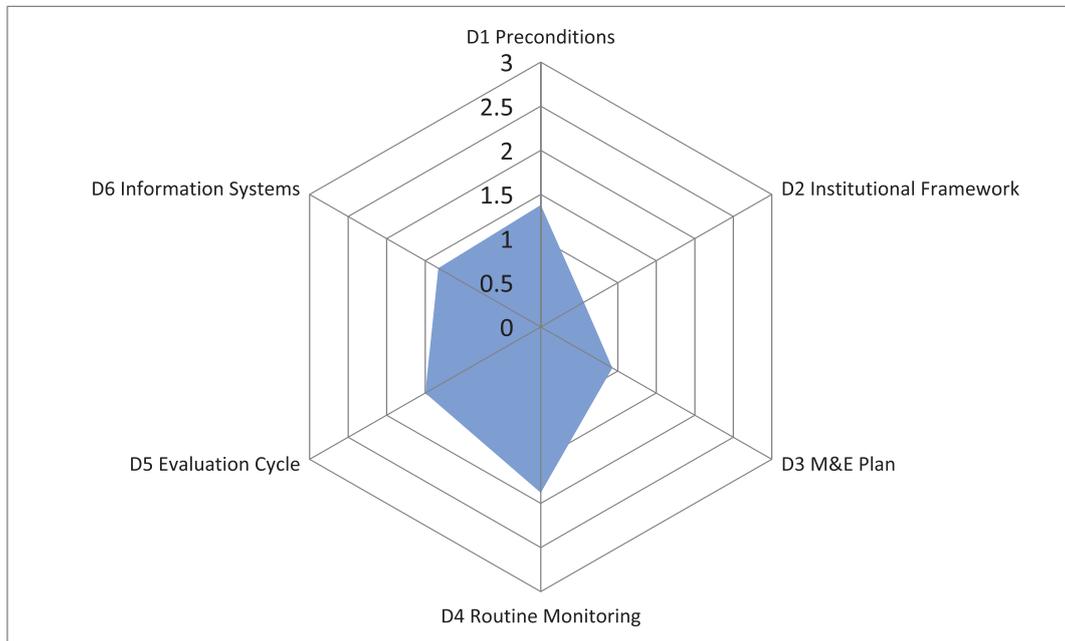
⁴ The six dimensions are: 1. Pre-conditions to Results-Based M&E, 2. Institutional Framework for M&E, 3. Plan and Budget for M&E, 4 Routine Monitoring, 5. Evaluation Cycle, and 6. M&E Information Systems.

⁵For full information on the methodology and results of the diagnostic, please see MOP (2015) Summary Assessment of the M&E system for NSDP Implementation, July, Phnom Penh.

⁶ Each diagnostic dimension was assessed by the workshop participants through twenty four (24) performance indicators (PI), which themselves include fifty nine (59) sub-performance indicators as presented in Table 1. A grade agreed upon by the six (6) working groups of workshop participants was given to each sub-indicator, using a 4-level grading ordinal scale of 0 to 3. Each grade corresponds to specific assessable characteristics, which were indicated in A4R and are articulated with international standards for M&E systems. For more information on the Assessment for Results (A4R) process and software, which was used for this diagnostic, see <http://ideasolutionsonline.com/A4R>.

framework in a unique data base.

Figure 1: Overall Score of M&E System of NSDP Implementation, 2015



Source: MOP (2015). *Summary Assessment of the M&E system for NSDP Implementation*, Phnom Penh.

Several underlying causes to the current challenges of the M&E system have been identified:

- 1) *Coordination*: The National M&E System for NSDP 2014-2018 implementation implies good coordination among the RGC agencies. The Ministry of Planning (MOP) is the coordinating ministry and plays a key role in guiding all actors in setting up the M&E System for NSDP Implementation and promoting its operationalization. Other stakeholders are aware of the benefits of an articulated national system and are engaging into a Results Based Management (RBM) agenda for different reasons based on their respective roles. The Ministry of Economy and Finance (MEF) is developing the Mid-Term Fiscal Framework and the Strategic Goals for Budgeting Reform in Cambodia 2013-2020; the Cambodia Rehabilitation and Development Board (CRDB /Council for the Development of Cambodia (CDC) has its own internal system to report to donors and developed the “Joint Monitoring Indicators” dashboard with 19 technical working groups, among others. However, there is a wide recognition among stakeholders that the institutional arrangement for NSDP implementation is facing insufficient articulation and coordination mechanisms to make evidence-based decisions.

The National Working Group on M&E (NWGM&E) of the NSDP⁷ was set since

⁷ Prakas on the Establishment of the National Working Group on Monitoring and Evaluation of the NSDP Implementation, No. 537 MOP, 23 April 2015.

2012 as an M&E coordination mechanism, and has worked for the enhancement of the current NSDP, establishing and rolling out an M&E Policy Framework for the NSDP 2014-2018 cycle. However, it still faces challenges in terms of coordination to roll out the system. In practice, the implementation at ministry level requires additional guidance to put in place a functional system with incentives for quality M&E.

- 2) *Clarity about the underlying theory of change expressed in the Results Framework (or Performance Measurement Framework) presented in the NDSP document.* It is important to establish clear and credible measurement of the transformation of inputs into outputs and immediate outcomes, capturing quantitative and qualitative causalities and the role of contextual factors. The existing Results Framework for NSDP implementation requires additional work to be able to assess performance. Even though it includes indicators, baselines, intermediate and final targets, it does not include indicators of efficiency (value for money), cause and effect relations to establish the contribution path, or an indication of the evaluation agenda. This will require an articulation of various instruments at planning, programming and budgeting levels at institutional level and across institutions; as well as an enhanced ability to collect relevant, timely, and accurate administrative data to support the analysis for reporting.
- 3) *Systems, procedures, and standards for data collection, analysis, processing and reporting:* At data collection level, sub-national information does not follow quality standard protocols. At data exchange and dissemination level, there are issues of inter-operability⁸ among multiple information systems on different platforms and of user-friendliness of some of these systems to present strategic information for NSDP implementation in decision-making formats (e.g. dashboards and early warning systems).

⁸ Ability of different information technology systems and software applications to communicate, exchange data, and use the information that has been exchanged.

2. OBJECTIVES AND GUIDING PRINCIPLES

2.1 Objectives

The **global objective** of the **M&E system for NSDP Implementation (MENI)** is to provide useful and quality information for decision-making and accountability purposes on (i) the implementation of Major Programs contributing directly to the strategic orientations of the NSDP (MPNs) and (ii) progress made towards NSDP targets and the achievement of Cambodian Sustainable Development Goals (CSDGs) targets and indicators. Main NSDP targets concern growth, employment, equity and efficiency to reach the status of an upper middle-income country and improve the living conditions of all Cambodians, especially the poor.

It does not substitute to any line ministry M&E system or to the M&E system of the MOF in terms of budget strategic plans; rather it complements them, enhance the analytical capacities, and tries to provide an overall strategic perspective on high level and cross-sectoral development results. As such this is a meta monitoring and evaluation system.

The **specific objectives of the MENI** are the following:

- 1) **Monitor the relative performance of Major programs contributing directly to the strategic orientations of the NSDP (MPNs)**, more specifically budget execution rate, output target achievement rate, and immediate outcome achievement rate. The objective here is not to measure the specific outputs or immediate outcomes of any given MPN, but to measure and report on a periodic basis the rate of achievement of the targets in terms of those indicators in % terms (rate);
- 2) **Monitor major final outcome and impact indicators** corresponding to the objectives and the strategic orientations of the NSDP and Cambodians living conditions, especially the poor. In this case, it is not enough to measure the relative performance in % of the targets as for MPNs, but also the absolute performance in terms of values of the indicators;
- 3) **Evaluate the relative performance and results of MPNs**, i.e. their relevance, effectiveness, efficiency, impact, and sustainability of MPNs in % of achievement of targets or relative appreciation on an ordinal scale.
- 4) **Report and disseminate monitoring and evaluation information to the relevant target groups in an appropriate way**. Target groups are defined as (i) Cabinet, (ii) top level officials of MOP, MEF, and CRDB/CDC, (iii) Members of Parliament, (iv) funding partners, (v) key public policy forums associating the public sector, the private sector, civil society, international organizations and donors, and (vi) the general citizen. “Appropriate” means relevant and reliable

information provided in a timely manner in a suitable format to each target group.

- 5) **Follow up on management response to evaluation** to ensure uptake of evaluation findings and recommendations.

The **scope of the MENI** is limited to two levels:

- **At strategic level**, it analyses and reports on major final outcome and impact indicators corresponding to the objectives and the strategic orientations of the NSDP. The MENI is not going to monitor all final outcome and impact indicators of each and every sector. Rather, it will only monitor selected development results indicators that are most relevant to NSDP. The detailed analysis of results indicators in a given sector is left to the Ministry leading public interventions of this sector. The MENI will also consider linkages across sectors and crosscutting issues.
- **At programmatic level**, it analyzes and reports on the extent to which the MPNs perform up to expectations, not their specific performance indicators. In terms of monitoring, it will conduct benchmarking analysis to compare the relative performance of MPNs across sectors. In terms of evaluation, it will contribute analyses of the theories of change and the effects of MPNs on the dynamics of development in Cambodia across sectors and regions.

Let us note that the MENI:

- Does not consider the operational level, i.e. the execution of annual work plans and budgets, except in an aggregate way to calculate the budget execution rate. The operational level is monitored and assessed by line ministries M&E systems.
- Does not involve any primary data collection. Data used for the MENI will come either from the surveys conducted by the National Institute of Statistics, Ministry of planning (NIS/MOP) and several line ministries and from the administrative routine data from line ministries. The MENI will however have some validation checks to make sure the data that are entered in the MENI Information system are reasonably reliable and consistent.

However, the MENI will consider explicitly the regional dimension since development results in Cambodia vary considerably as a function of the region and the milieu (urban/rural areas).

2.2 Guiding principles

The guiding principles for the design and operation of the MENI are the following:

- (a) **Value added:** The value added of the MENI is to integrate existing M&E data and information and provide useful strategic analysis and timely recommendations to national decision-makers and supporting partners. It is not meant to replace existing M&E systems and related information systems or add burden in terms of monitoring and reporting;
- (b) **Focus on results:** Monitoring and evaluation will focus on measuring the results of the delivery of the MPNs;
- (c) **Strengthened transparency, accountability and decision-making through use of empirical evidence:** The MENI will report on the minimum set of indicators required to foster evidence-based decisions. The MENI will rely on a solid information system and underlying IT hardware and software for data entry, validation, processing, analysis, and reporting; It will also foster use of M&E results to adjust and orient policies and programs;
- (d) **Cost-effectiveness:** The MENI will consider both the marginal benefits and costs of additional information to determine the amount of information that is worth collecting and processing;
- (e) **Integration in the RBM cycle:** the MENI is consistent with the “three-ones approach”: one planning system, one budgeting system and one M&E system approach for all government programs/projects fostered through appropriate interfaces.
- (f) **Vertical articulation across planning levels:** The MENI will be conceived as a 2-tier cake to report on progress at two articulated planning levels: strategic and programmatic;
- (g) **Ownership:** the MENI system will be managed by MOP. The MENI information system will be installed on the MOP server.
- (h) **Coordination:** the MENI system will not work well without the close collaboration of the MEF and line ministries.
- (i) **Incremental development:** start simple, but make the MENI functional from the start, and have it evolve over time;
- (j) **Learning:** The objective of monitoring and evaluation is not to audit, but to detect insufficient progress and implementation issues early on and provide recommendations on how to deal with them. Capacities in M&E need to be progressively reinforced to be able to have a functional MENI;
- (k) **Ethics and integrity:** To ensure the credibility and usefulness of M&E, impartiality, compliance with government and international standards in quality data collection, analysis, and reporting and independence of evaluators should be respected. Proper oversight of the MENI will also be enforced.

3. TECHNICAL COMPONENTS

The MENI includes overall components and then specific components for monitoring and for evaluation.

3.1 Overall M&E Component

The MENI overall M&E component includes four (4) elements.

M&E Policy

The policy will guide the MOP as an oversight body and the implementing agencies on monitoring and evaluation for NSDP implementation. This policy will apply to all government agencies. The purpose of the policy is to improve government performance on the delivery of basic goods and services and meeting NSDP targets, strengthen transparency and accountability in the allocation and use of government resources and provide evidence-based decision making. In terms of expected results, this policy will contribute to: (i) the promotion of the culture of accountability, transparency and evidence-based decision-making, reinforced by proper incentives (rewards and sanctions); (ii) greater clarity and consistency in the definition of monitoring, evaluation and reporting, and their functions; and (iii) clear definition of roles and responsibilities related to M&E, thereby promoting greater coordination among M&E practitioners and integration of M&E systems. The policy will establish the guiding principles, indicate a position statement, policy objectives and assumptions, outline major roles and responsibilities, and finally outline the policy implementation process and the monitoring, evaluation and reporting mechanisms. The MENI Policy will need to be approved at Cabinet level.

Performance Measurement Framework

The Performance Measurement Framework (PMF) is a management tool intended to provide decision-makers and management with clear measures of performance desired during the NSDP period.⁹ It is presented in the form of tables with a list of Key Performance Indicators (KPIs), i.e. a limited number of indicators for which targets are set¹⁰ that deal with performance at strategic and programmatic planning levels. At strategic level, KPIs are final outcome and impact indicators related to the main strategic orientation of the government Rectangular Strategy and NSDP¹¹ and Cambodia Sustainable Development Goals (CSDGs). At programmatic level, KPIs include generic performance indicators of Major Programs contributing directly to NSDP implementation (MPNs) used for benchmarking and a few selected output and immediate outcome indicators of MPNs. The MENI PMF will clarify how performance

⁹ Be it the current NSDP (2014-2018) or the next ones.

¹⁰ As opposed to other performance indicators for which no specific targets are set, but which are used in performance analysis, especially in the evaluation component.

¹¹ i.e., growth, employment, equity, and efficiency to reach the status of an upper-middle income country.

will be measured at two planning levels: strategic and programmatic, and make sure that there is consistency of objectives, indicators, and targets set across levels. The PMF is the framework that establishes the linkages across objectives and reflect the underlying theory of change behind programmes and projects. It also sets the stage of results-based monitoring and evaluation.¹²

M&E Capacity-building plan

The M&E capacity-building plan will outline a consistent set of activities to be carried out during the NSDP period¹³ to increase capacities in M&E of all actors involved in the MENI, starting with staff from MOP, MEF, CDRB/CDC and selected LMs/LAs directly involved in the MENI. This includes awareness raising seminars for decision-makers, training for professionals at MOP and other involved ministries, as well as improvements in the institutional capacities to conduct M&E, including the organization of the M&E unit within the General Directorate of Planning (GDP) at MoP, recruitment of proper staff, purchase of office equipment, buying adequate hardware and software for the operation of the MENI Information system (MENIIS).

MENI Information system (MENIIS)

The MENI Information system (MENIIS) is a key technical tool for the M&E unit at MOP that will manage the MENI. It will involve two components:

- 1) A *component* which will be a web access system to enter, process, analyze data on Key Performance Indicators (KPIs), and generate reports related to the NSDP implementation monitoring function. The M4R will work as an “integrator-navigator” to articulate and complement existing information systems with appropriate interfaces whenever relevant and possible. It will include data entry screens to enable authorized users from other ministries and regional offices to enter data at a distance
- 2) A *data warehouse of evaluations conducted* that are relevant for NSDP evaluation, using an electronic document management system software.

The MENIIS will be first piloted and then expanded as human resources and data availability enables it.

3.2 Monitoring Component

¹² There are various ways of presenting a PMF. In our experience, it is best to keep the PMF simple and focus it on objectives, indicators, and targets at the three planning levels. This sets the basis for a more detailed Results Indicator Matrix (RIM) which will provide more information on indicators such as data source, frequency, responsible institution, etc. Finally, the full details on each indicator are presented in an Indicator Reference sheet (IRS). So a PMF, a RIM, and an IRS correspond to three (3) levels of zoom on indicators. There is no need to bother decision makers with too many technical details and a PMF is enough for most of them.

¹³ 2014-2018 for the current NSDP, but also considering more long term needs.

The MENI Monitoring Component includes three (3) specific components related to the monitoring function.

Monitoring Handbook

The Monitoring Handbook will specify:

- 1) Who are the target groups of monitoring products and what are their needs in terms of monitoring information;
- 2) What will be the outputs of the monitoring component, their contents and format, to respond to those needs in a typical year;
- 3) How those outputs will be produced, i.e. the methodologies and the information flows from data collection to use by the target group.

Monitoring Plan and Budget

The Monitoring Plan and Budget is a yearly work plan and budget that will specify:

- 1) Which monitoring outputs will be produced during the year, including the scope of the monitoring (which ministries and programs are covered, which KPIs are disaggregated at regional level, etc.) and the specific time at which each output is needed;
- 2) What are the specific activities that need to be conducted to produce the monitoring outputs;
- 3) Who are the specific units in charge of those respective activities;
- 4) What kind of capacity-building activities need to take place so that those specific units are able to perform their duties;
- 5) When will those capacity-building and monitoring activities take place?
- 6) What are the financial resources needs to pay for those capacity-building and monitoring activities and how are they covered.

Performance Indicator Reference Sheets (PIRS)

A compendium of Performance Indicator Reference sheets (PIRS) will be progressively built up to include the documentation of all MENI performance indicators. This meta-information will ensure a clear and consistent definition and use of any given performance indicator used in the MENI. A standard format of reference sheet will be adopted. The first PIRS will be prepared for the Key Performance Indicators (KPIs) of the PMF for which targets are set. The PIRS for each performance indicator will be elaborated in close collaboration between the MOP, NIS, and the relevant ministries.

3.3 Evaluation Component

The MENI Evaluation Component includes two (2) specific elements related to the evaluation function.

Evaluation Handbook

The Evaluation Handbook will specify:

- 1) Who are the commissioners of evaluations and what are their needs in terms of evaluation information;
- 2) What kinds of typical evaluations will be carried out to respond to those information needs out of a menu of possible evaluations, including the criteria to select the programs to be evaluated, the contents and format of the evaluation reports;
- 3) How those typical evaluations will be carried out from a technical point of view, i.e., the methodologies followed for data collection, validation, entry, processing, analysis, and reporting.
- 4) How those typical evaluations will be carried out from an institutional point of view, i.e., who will be the typical managers of the different evaluations to be carried out and what evaluation management implies in terms of activities to be carried out.

Evaluation Plan and Budget

The Evaluation Plan and Budget is a work plan and budget covering the NSDP period that will specify:

- 1) Which specific evaluations will be carried out during the NSDP period to respond to the information needs of evaluation commissioners
- 2) What are the technical and institutional specifications of each evaluation, in the form of an evaluation information sheet. The institutional section will specify among others who will be the evaluation manager and what would be the method to select the evaluators' team;
- 3) What kind of capacity-building activities need to take place, so that those evaluation commissioners, evaluation managers, and evaluators are able to perform their duties;
- 4) When will those capacity-building and evaluation activities take place;
- 5) What are the financial resources needs to pay for those capacity-building and evaluation activities and how are they covered.

The evaluation work plan and budget will be updated every year to capture new evaluation needs and the availability of funding for evaluations.

4. INSTITUTIONAL SETUP

All MENI stakeholders agree to put in place a permanent institutional setup for the MENI system with clear roles and responsibilities, and management and coordinating mechanisms. This is a critical condition to address the major challenge identified in the 2015 diagnostic of the system, i.e. the absence of a clear and functional institutional framework.¹⁴ The actors also acknowledge the need for a teamwork approach for an operational and useful MENI system.¹⁵

4.1 Roles and Responsibilities of Major Actors

Office of the Prime Ministers (OCM)

- Indicates to MOP priorities in terms of information needs related to MENI.
- Approves the list of identified Major Programs related to NSDP implementation (MPNs) submitted by MOP.
- Provides the MEF with a performance roadmap to guide the MEF in resource allocation.
- Uses the results of the MENI outputs for decision-making and accountability.

Ministry of Planning (MOP) – Minister’s Office

- Provides yearly the overall direction and coordination on the MENI.
- Provides adequate human, material, and financial resources to the GDP for the MENI.
- Approves yearly the work of the GDP in terms of the MENI.

Ministry of Planning (MOP) – General Directorate of Planning (GDP)

- Houses the MENI Unit that manages the MENI.
- Elaborates the MENI policy and supervises the application of the policy, once adopted by the Cabinet.
- Prepares, updates, and disseminates policies, standards and methodologies with regard to MENI monitoring and evaluation standards and guidelines such as MENI Orientation Guidelines, the Monitoring handbook, and the Evaluation Handbook.
- Cooperate with NIS to manage the MENI Information System (MENIIS).
- Strengthens/institutionalizes the M&E function in MOP and LMs-LAs, including sensitization, training, coaching, technical support, monitoring and reporting

¹⁴It will also enable to update the preliminary medium term action plan and yearly work plan that have been elaborated on the basis of the diagnostic.

¹⁵This teamwork approach is outlined in Annex 1.

systems automation, support to the creation and coaching of M&E units in LMs-LAs, etc.

- Prepares and disseminates the yearly MENI monitoring plan and NSDP end mandate evaluation plan.
- Identifies the Key Performance Indicators (KPIs)¹⁶ of the NSDP implementation in close consultation with the Office of the Prime Minister, the MEF, CRDB/CDC, and the relevant LMs-LAs¹⁷
- Validates, in close collaboration with the MEF, the yearly Performance Measurement Framework (PMF) proposed by each LM-LA in their Budget Strategic Plan (BSP), focusing on strategic and programmatic objectives and related yearly targets.¹⁷
- Requests from all relevant LMs-LAs an LM-LA Performance Measurement Framework (PMF) that includes budget, output, and outcome indicators measuring the contribution of the LMs-LAs to the achievement of the relevant KPIs of the NSDP implementation identified above.
- Indicates to LMs-LAs priorities in terms of MENI evaluation agenda.
- Disseminates the MENI monitoring and evaluation outputs to the designed target groups.
- Validates the data sent by the relevant LMs-LAs on actual values of the Key Performance Indicators (KPIs)¹⁸ of the NSDP implementation.

MOP - National Institute of Statistics (NIS)

- Produces macroeconomic indicators based on national accounts.
- Conducts major national censuses and surveys to provide up to date and valid actual values of Key Performance Indicators at strategic level.
- Provide technical support to line-ministries in setting-up administrative data (administrative statistics) or management information system.
- Cooperate with GDP manages the MENI Information System (MENIIS).
- Cooperate with GDP provides training on skills related to data collection to LMs-LAs.
- Validates, in collaboration with the GDP and the MEF, the existing data entered by the LMs-LAs on target and actual values of Key Performance Indicators (KPIs) in the MENIIS.

Ministry of Economy and Finance (MEF)

¹⁶As mentioned on page 8 in Performance Measurement Framework sub-section, KPIs are a limited number of final outcome and impact indicators related to the main strategic orientations of NSDP.

¹⁷For those LMs-LAs already in the MTEF process, the MOP and the MEF will also consider the 3-year rolling PMF proposed by the LMs-LAs.

¹⁸As mentioned on page 8 in Performance Measurement Framework sub-section, KPIs are a limited number of final outcome and impact indicators related to the main strategic orientations of NSDP.

- Monitors and analyses the financial and physical performance and results of LMs-LAs based on their annual work plan and agreed upon strategic and programmatic objectives and related targets;
- Validates, in close collaboration with the MOP, the yearly Performance Measurement Framework (PMF) proposed by each LM-LA in their Budget Strategic Plan (BSP), focusing on programmatic and operational objectives and related yearly targets.¹⁹
- Uses the results of the MENI outputs for results-based budgeting.
- Considers the MENI Monitoring Plan and Evaluation Plan in assessing budgetary provision.

Cambodia Rehabilitation and Development Board (CRBD)/Council for the Development of Cambodia (CDC)

- Indicates to MOP priorities in terms of information needs related to MENI to perform its mission as focal point" and the "One-Stop Service" in the contact between the RGC and the Development Partners and NGOs.
- Manage the Joint Monitoring Indicators database on ODA.
- Uses the results of the MENI outputs for decision-making and accountability.

Line Ministries – Line Agencies (LMs-LAs)

- Elaborate a yearly PMF with budget, output, and outcome indicators measuring the contribution of the LMs-LAs to the achievement of the relevant KPIs of the NSDP implementation identified above. This PMF can benefit from the work done for the elaboration of the Sector Strategic Plan and/or Budget Strategic Plan (BSP) if the latter exists. For LMs already in the MTEF process, produce in addition a 3-year rolling PMF for the agency.
- Elaborate an annual work plan and budget proposal, in line with their strategic plan and yearly PMF. For IAs already in the MTEF process, produce in addition a 3-year rolling MTEF for the agency.
- Elaborate a yearly M&E plan for their agency in line with the standard set by MOP and MEF. For LMs-LAs already in the MTEF process, produce a 3 year rolling M&E plan.
- Implement the approved M&E plan and submit complete, timely, and quality monitoring reports on financial execution, physical implementation, and results as well as evaluation reports as per the plan to the President and Oversight bodies.
- Provides feedback to the MOP on the performance of Main Programs related to NSDP Implementation (MPNs).

¹⁹ For those LMs-LAs already in the MTEF process, the MEF and the MOP will also consider the 3-year rolling PMF proposed by the LM-LA along with its sector MTEF.

- Send to MOP the data on actual values of the Key Performance Indicators (KPIs)²⁰ of the NSDP implementation that are relevant for their sector.
- Uses the results of the MENI outputs for decision-making and accountability in their sector.

Supporting Partners

- Provide technical assistance and financial support to the MOP and LMs-LAs to put in place the MENI system.
- Provide trainings and capacity building to MOP and LMs-LAs in managing and operating the MENI;
- Participate in the discussion of MENI results and the ensuring policy direction for results-based and better governance.

Qualified Evaluators (individual consultants and firms)

- Conducts evaluations of policies, programmes, or projects in accordance with the Terms of Reference set by MOP and/or LMs-LAs.

Representatives of Private Sector and Civil society²¹

- Indicates to MOP priorities in terms of information needs related to MENI.
- Uses the results of the MENI outputs for decision-making.

4.2 Management and Coordination Mechanisms

Three (3) mechanisms are proposed:

MENI Steering Committee

- Composition: H.E. the Minister of Planning (Chair); representative from Ministry of Economy and Finance (MEF); Cambodian Rehabilitation and Development Board (CRDB); the Director General of Planning Ministry of Planning (GDP/MOP); the Director General of NIS, Ministry of Planning (NIS/MOP); the Head of the MENI Unit within GDP and as observers two representatives of supporting partners.
- Mandate: this committee would meet twice a year, once at the beginning of the year to approve of the performance report of the MENI unit for the past year and to approve of the work plan of the next year, and another one in mid-year to review progress made on work plan implementation, and discuss any issues.

²⁰ As mentioned on page 8 in Performance Measurement Framework sub-section, KPIs are a limited number of final outcome and impact indicators related to the main strategic orientations of NSDP.

²¹Including Voluntary Organizations for Professional Evaluation (VOPE).

National Working Group on M&E (NWGM&E) of the NSDP

- Composition: M&E specialists of MOP, MEF, CRDB/CDC, LMs-LAs, and supporting partners.
- Mandate: Technical forum for discussion of MENI related issues.

MENI Technical Secretariat

- Composition: Head and staff of the MENI Unit within the GDP and staff from NIS/MOP.
- Mandate: Management of the MENI (see more details in Section 4.1).

ANNEX 1:

CLARIFYING THE THEORY OF CHANGE BEHIND NSDP IMPLEMENTATION AND THE IMPLICATIONS FOR A TEAMWORK APPROACH FOR PLANNING AND M&E

The value added of introducing immediate outcomes in the Performance Measurement Framework (PMF)

The traditional definition of the results chain includes input indicators, output indicators, outcome indicators, and impact indicators. Experience has shown that it is difficult to make a clear connection between outputs and outcomes. It is more theoretically sound and practically useful to divide outcomes into (i) immediate outcomes that are more easily related to outputs, and (ii) final outcomes which are the results of various immediate outcomes. It is also more reasonable to make LMs-LAs responsible for the achievement of output and immediate outcome targets than for final outcome targets, the achievement of which depend on a multitude of factors. So the more modern presentation of the results chain expressing a clearer Theory of Change (TOC) is presented in Table 1.

Table 1: Results Chain Definitions

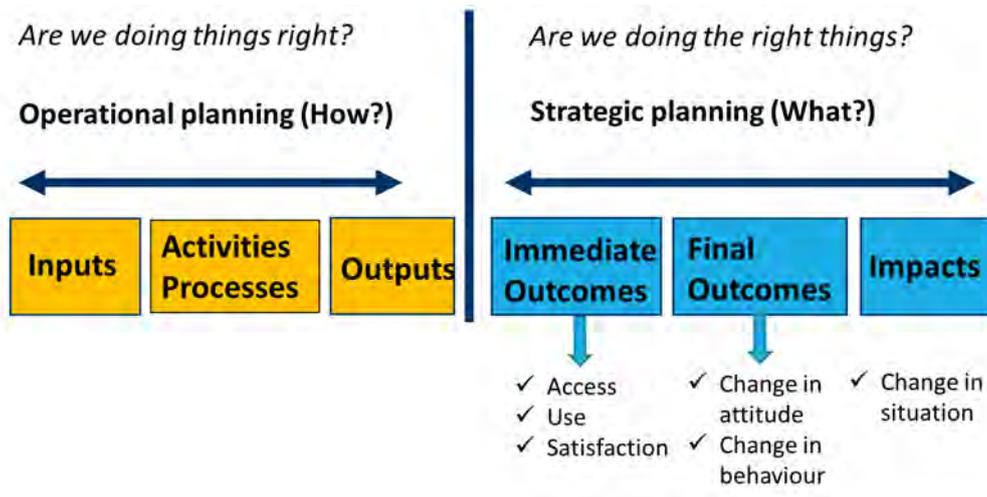
Impact	Definition
Impact	Long term results on the target population resulting from the implementation of one or more development interventions (programs).
Outcome	Final: Medium-term results of immediate outcomes; real change in target group conditions and behaviour. Immediate: Short-term results of outputs; real change target group conditions and behaviour. Typically access, use and satisfaction.
Output	Products (goods or services) resulting from the execution of activities (program deliverables).
Activity	Tasks or steps to undertake to achieve outputs (goods or services).
Input	Financial, human, material, technological or information resources used to implement a program.

Source: Institute for Development in Economics and Administration

The need to articulate activity planning and strategic planning

A successful MENI system needs to articulate operational planning (the yellow boxes) and strategic planning (the blue boxes).

Figure 2: articulate activity planning and strategic planning



The need for vertical articulation of planning levels

The Performance Measurement Framework (PMF) of the MENI system needs to articulate indicators and targets at three planning levels: strategic, programmatic, and operational.

Figure 3: The need for vertical articulation of planning levels



The teamwork approach

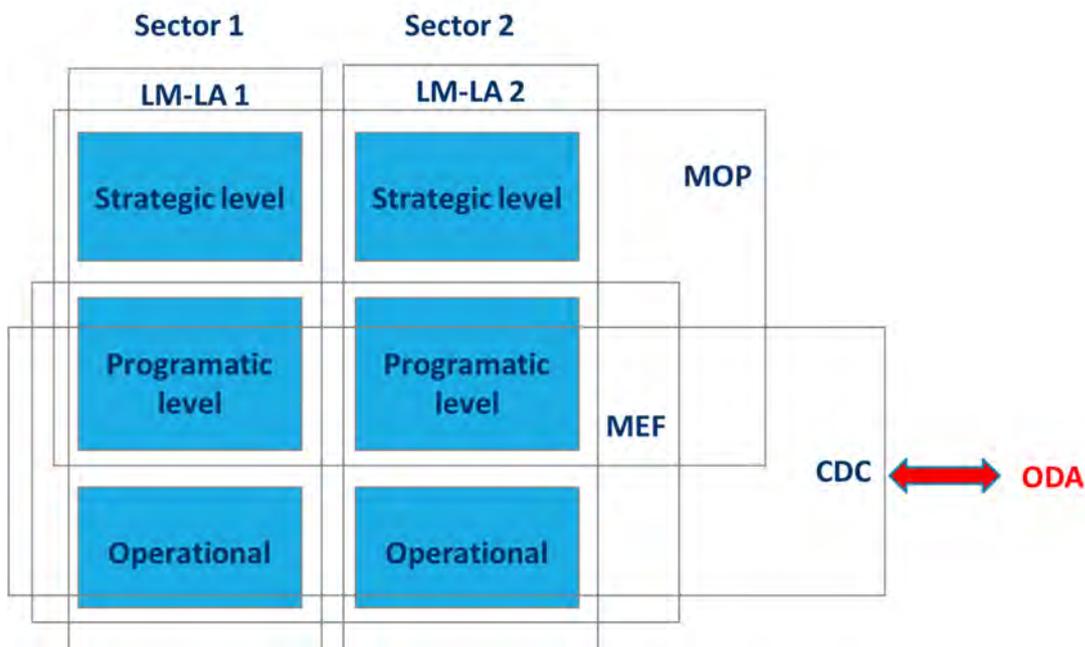
MOP has a leadership role in articulating the strategic and programmatic PMF across all LMs-LAs.

MEF has a leadership role in articulating the programmatic and operational PMF across all LMs-LAs.

CRDB/CDC has a leadership role in articulating ODA with NSDP priorities at programmatic level.

LMs-LAs have a leadership role in articulating the PMF at all three levels for their specific sector.

Figure 4: The team work approach



Each key actor has M&E responsibilities that correspond to their planning responsibilities.

Annex 2

Proposed Work Plan and Action Plan for MENI implementation

August 27, 2015

1. Work Plan Q4 2015 - Q4 2016 (15 months)

1.1. Outputs

- Operational MENI system covering 3 pilot LMs-LAs (including institutional organization, monitoring and evaluation plan, monitoring and evaluation handbooks, information system)
- Quarterly progress reports
- 2016 yearly performance report
- NSDP mid-term review,
- Web based dashboard and early warning system
- Medium term capacity building plan for National M&E
- M&E Policy adopted by Cabinet
- 25 professionals from MOP, MEF CDC, and pilot LMs-LAs certified with Masters Certificate in Monitoring & Evaluation and Information System

1.2. Actions

Proposed timing and indicative cost are indicated for each activity.

Actions and Activities	Duration	Proposed Start	Proposed Finish	Indicative Cost (USD)
Action 1. MENI institutional framework consolidation	342 days	Tue 15-09-15	Fri 16-12-30	23 000,00 \$
1.1 Disseminating Diagnostic final report and MENI Orientation guidelines final report	44 days	Thu 15-09-10	Tue 15-11-10	0,00 \$
1.2 Setting up MENI Steering Committee (nominating members)	40 days	Tue 15-10-06	Mon 15-11-30	0,00 \$
1.3 Setting up MENI Technical Secretariat within GDP	51 days	Tue 15-10-06	Tue 15-12-15	10 000,00 \$
1.4 Conducting MENI Steering Committee first meeting to approve monitoring plan and evaluation plan	23 days	Wed 15-12-16	Fri 16-01-15	0,00 \$
1.5 Supporting M&E unit organization in 3 pilot LMs-LAS	129 days	Mon 16-01-04	Thu 16-06-30	3 000,00 \$
1.6 Elaborating MENI Policy and obtaining Cabinet approval	260 days	Mon 16-01-04	Fri 16-12-30	10 000,00 \$
Action 2. Capacity building and M&E planning	180 days	Mon 15-10-19	Fri 16-06-24	220 000,00 \$
2.1 Conducting one (1) Masters Certificate in M&E (3 modules)	80 days	Mon 15-10-19	Fri 16-02-05	120 000,00 \$
Module 1 Monitoring and draft 2016 monitoring plan	15 days	Mon 15-10-19	Fri 15-11-06	40 000,00 \$
Module 2 Evaluation and draft 2016-2018 evaluation plan	15 days	Mon 15-11-30	Fri 15-12-18	40 000,00 \$
Module 3 Information systems for M&E	15 days	Mon 16-01-18	Fri 16-02-05	40 000,00 \$
2.2 Conducting three (3) Build an indicator workshops of 1 week with LMs-LAS and preliminary revision of PMF with 3 pilot sectors	30 days	Mon 16-03-14	Fri 16-04-22	45 000,00 \$
First Workshop	5 days	Mon 16-03-14	Fri 16-03-18	15 000,00 \$
Second Workshop	5 days	Mon 16-03-21	Fri 16-03-25	15 000,00 \$

Actions and Activities	Duration	Proposed Start	Proposed Finish	Indicative Cost (USD)
Third Workshop	5 days	Mon 16-03-28	Fri 16-04-01	15 000,00 \$
2.3 Facilitating one (1) half day awareness workshop with decision-makers from MOP, MEF, CDC and pilot LMs-LAS	2 days	Mon 16-02-08	Tue 16-02-09	5 000,00 \$
2.4 Elaborating Monitoring handbook	30 days	Mon 16-04-04	Fri 16-05-13	20 000,00 \$
2.5 Elaborating Evaluation handbook	30 days	Mon 16-04-25	Fri 16-06-03	20 000,00 \$
2.6 Preparing Medium Term Capacity building plan	15 days	Mon 16-06-06	Fri 16-06-24	10 000,00 \$
Action 3. Start producing MENI outputs	80 days	Mon 16-03-07	Fri 16-06-24	190 000,00 \$
3.1 Finalizing Monitoring plan	15 days	Mon 16-03-07	Fri 16-03-25	10 000,00 \$
3.2 Finalizing Evaluation plan	15 days	Mon 16-03-28	Fri 16-04-15	10 000,00 \$
3.3 Finalizing Performance Measurement Framework for 3 pilot sectors	30 days	Mon 16-04-18	Fri 16-05-27	20 000,00 \$
3.4 Designing and implementing pilot Monitoring for Results (MAR) information system	80 days	Mon 16-03-07	Fri 16-06-24	95 000,00 \$
3.5 Preparing Progress reports and Yearly performance Report	30 days	Mon 16-04-04	Fri 16-05-13	5 000,00 \$
3.6 Conducting NSDP midterm review	30 days	Mon 16-05-16	Fri 16-06-24	50 000,00 \$
Total three activities				

1.3 Tentative Schedule

ID	Task Name	Duration	4th Quarter			1st Quarter			2nd Quarter			3rd Quarter			4th Quarter		
			Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov
1	Proposed Work Plan and Action Plan for MENI implementation	342 days															
2	Action 1. MENI institutional framework consolidation	342 days															
3	1.1 Disseminating Diagnostic final report and MENI Orientation guidelines final report	44 days															
4	1.2 Setting up MENI Steering Committee (nominating 40 days members)	40 days															
5	1.3 Setting up MENI Technical Secretariat within GDP	51 days															
6	1.4 Conducting MENI Steering Committee first meeting to approve monitoring plan and evaluation plan	23 days															
7	1.5 Supporting M&E unit organization in 3 pilot LMs-LAS	129 days															
8	1.6 Elaborating MENI Policy and obtaining Cabinet approval	260 days															
9	Action 2. Capacity building and M&E planning	180 days															
10	2.1 Conducting one (1) Masters Certificate in M&E (3 80 days modules)	80 days															
11	Module 1 Monitoring and draft 2016 monitoring plan	15 days															
12	Module 2 Evaluation and draft 2016-2018 evaluation plan	15 days															
13	Module 3 Information systems for M&E	15 days															
14	2.2 Conducting three (3) Build an indicator workshops of 1 week with LMs-LAS and preliminary revision of PMF with 3 pilot sectors	30 days															
15	First Workshop	5 days															
16	Second Workshop	5 days															
17	Third Workshop	5 days															
18	2.3 Facilitating one (1) half day awareness workshop with decision-makers from MOP, MEF, CDC and pilot LMs-LAS	2 days															

Project: MENI Implementation_20
Date: Wed 15-08-26

Task Summary
Project Summary
Manual Summary
Finish-only

2. Elements of Action Plan for 2017

- Expansion of scope of MENI to cover 10 LMs-LAs
- Capacity building in 10 LMs-LAs
- Expansion of depth with more evaluations (Data Quality Reviews in 3 sectors, 3 problem-solving evaluations)

3. Elements of Action Plan for 2018

- Expansion of scope of MENI to cover the rest of LMs-LAs (5)
- Capacity building in 5 remaining LMs-LAs
- Expansion of depth with more evaluations (Data Quality Reviews in 3 other sectors, 3 problem-solving evaluations, NSDP implementation final evaluation)

