



**CONCEPT NOTE**  
**PEM PAL 2014 BCOP Plenary Meeting**  
**RESULTS-BASED MONITORING AND EVALUATION**  
**March 3-6, 2014**  
**Antalya, Turkey**

**Background**

PEM PAL, the Public Expenditure Management Peer-Assisted Learning network, launched in 2006 with the help of the World Bank, aims to support reforms in public expenditure and financial management in 21 countries in Europe and Central Asia by promoting capacity building and exchange of information. The Budget Community of Practice (BCOP) of PEM PAL focuses on enhancing budget policy and methodology.

The Budget Community of Practice, led by the BCOP Executive Committee and its resource team, took preferences for public finance reform issues to be discussed at future meetings during BCOP's last plenary meeting in Albania in February 2013. Preferences from the 21 country members were reviewed and an action plan developed for 2013-14 within the approved budget assigned to BCOP. Program monitoring and evaluation, or the more widely used term results-based monitoring and evaluation, was chosen by the BCOP Executive Committee to be the next theme given the priority of this reform for many members.

**Rationale**

A key element of any country's public financial management system, is the establishment of a framework or system for monitoring and evaluation (M&E). Monitoring of progress towards results planned, and findings of evaluations of government programs and policies, can improve government performance, and support budgetary decision making.

From the increasing pressure to demonstrate results from the use of public funds, many countries are using M&E tools to meet the demand and a large majority of OECD countries now have results-based M&E systems. Governments want to document their results so as to provide credible information to both their citizens and for their own internal management. A results-based M&E system is an important tool that allows governments to acquire that evidence.

From the OECD DAC Glossary of key terms in evaluation and results based management, the following terminology is defined:

**Evaluation:** The systematic and objective assessment of an on-going or completed project or program its design, implementation and results. The aim is to determine the relevance and fulfillment of objectives, efficiency, effectiveness, impact and sustainability.

**Monitoring:** A continuing function that uses systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds.

**Review:** An assessment of the performance of an intervention, periodically or on an ad hoc basis. Reviews are usually less comprehensive and/or in-depth than evaluations. They tend to emphasize operational aspects.



Monitoring gives descriptive information on where a policy, program or project is at, in any given moment (and over time) relative to agreed targets and outcomes. Whereas evaluation gives evidence as to why such targets or outcomes are, or are not, being achieved. Thus they are complementary.

There is a wide range of tools and stakeholders involved in results-based M&E and no single tool is effective on its own. Countries have also used significantly different approaches in the implementation of such systems with no one model being suitable for all. Such reforms for many BCOP member countries are, however, relatively new or not yet fully implemented and thus it is important to identify key themes applicable to the ECA region. There is also extensive documentation on the topic with different terminology and approaches often used, which can lead to confusion, so it is important to be clear and consistent with concepts and terminology. Thus a thematic approach is proposed with four key themes being adopted to form the basis of the presentations, the survey and the discussions. These are:

1. **Moving from measurement to decision-making; how performance information may inform budgetary decisions.**
  - Some countries are putting a lot of effort into defining programs and developing performance indicators which are displayed in budget documentation as evidence that a country has performance budgeting or a results-based M&E system. However, there is no or little indication that the information has changed or influenced any budgetary or other decisions. Examples could be given where resources have been reallocated based on results-based M&E and also examples of bad practices and ineffective uses eg 'gaming' or misuse of performance indicators.
2. **Developing appropriate institutional arrangements; how to ensure the roles of MOF, line ministries, planning and civil service ministries (and possibly the national audit institution) are clear and complementary.**
  - There can be competing M&E systems with several separate initiatives with different stakeholders eg MoF and Ministry of Economy or Planning. It is important to identify and be clear on the institutional arrangements and how results-based M&E links with the budget system and with national planning systems and also how the planning and budgeting systems are linked. Any separate initiatives must be complementary rather than duplicative.
3. **Moving beyond monitoring to evaluation and other forms of in-depth performance review.**
  - The concepts are often confused and need clarification. Evaluation refers to in-depth program evaluation so as to ascertain the likely reasons for why a program is performing at a particular level. Thus it goes further than monitoring performance against indicators. Within this theme, BCOP members have indicated a strong interest in spending reviews, in particular.
4. **Realistic and owned line ministry strategic plans and annual work plans as a prerequisite for results-based M&E.**
  - Ideally, before programs are defined, strategic planning processes should first be established. Program definition is key yet the concept of a program is not always well understood. Both program definition and strategic planning need to be done effectively, before performance indicators are adopted.



## Format

The format was designed based on feedback from participants of the BCOP plenary 2013. It is proposed that the event lasts for three days, comprising two and a half days for the meeting and a half day for a cultural tour (to be hosted by the Ministry of Finance, Turkey).

After the welcome speeches on Day 1, the BCOP Executive Committee will deliver a presentation at the start of the meeting on activities and results of BCOP over the last year. The rest of Day 1 and Day 2 will be allocated to M&E presentations and discussions.

Before the cultural tour, on the morning of Day 3, the results of OECD-PEMPAL survey on budget practices and procedures for PEMPAL countries will be presented and consultations will be held on priorities for topics and events to assist in the update of the BCOP action plan for 2014-2015. The morning will also include presentations from the BCOP Executive Committee on community building feedback (agenda activists, social reporters, critical friends etc, as trailed at the BCOP Tirana meeting). A BCOP Executive Committee meeting will then be held over lunch (before the cultural tour) or possibly on the morning of day 4, to discuss planned activities, updating the action plan and next steps.

This format is further developed in the draft agenda attached.

## Content and Objectives

The objectives of the BCOP 'Results-based Monitoring and Evaluation' meeting will include:

- Provide an update to members on the work of the BCOP since the last plenary meeting.
- Ensure a shared understanding of what is meant by M&E focusing on key concepts and their application. This will be addressed through the four key themes identified earlier presented by an international consultant (David Shand).
- Share World Bank experience with a focus on country cases from ECA.
- Present the results of the thematic survey on results-based M&E to facilitate benchmarking and networking. This survey would address the four key themes and would also request information on specific issues that may be allocated to the proposed groups for discussion.
- Disseminate information on good practices from countries, focusing the presentations on aspects of the identified four themes. Suggested country illustrations are South Korea, Netherlands, Russia and Turkey.
  - **South Korea** will illustrate how indicators and evaluation inform their budgetary process and on self-assessment of budgetary programs by line ministries. Also their requirements for ministry strategic and work plans would be relevant.
  - **Netherlands** will share useful experience on expenditure reviews and moving beyond indicators to program evaluation (TBC).
  - **Russia** has offered to share its experiences in approaches to program monitoring and evaluation.
  - **Turkey** has been requested to highlight how the roles of different institutions involved in RBME need to be harmonized. As hosts they might also be asked to determine other aspects of the four themes they might wish to focus on .
- Gather feedback on priorities from members to inform the development of the BCOP Action Plan 2014-16.
- Further trial the community building initiatives used at Tirana, through allocating leadership groups to critical friends, agenda activists etc with each group being led by an



Executive Committee member, who will be responsible for the group collecting feedback throughout the meeting and reporting back on day 3.

### **Participants**

It is envisaged that this event will bring together up to 80 participants including BCOP members and external experts. Consideration could also be given to inviting representatives of other COPs, particularly internal audit given the role of internal and external audit in M&E.

### **Partners**

The BCOP Results-Based Monitoring and Evaluation plenary meeting is being organized in collaboration with a number of key partners, including the World Bank, Turkish Ministry of Finance, and Ministry of Finance of the Russian Federation, SIGMA/OECD, and the Center of Excellence in Finance acting as a PEM PAL Secretariat.

### **Contacts**

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### **BCOP Resource Team members**

Maya Gusarova ([mgusarova@worldbank.org](mailto:mgusarova@worldbank.org)), Deanna Aubrey ([deanna\\_aubrey@hotmail.com](mailto:deanna_aubrey@hotmail.com)) and Naida Čaršimamović Vukotić ([naidacar@gmail.com](mailto:naidacar@gmail.com))

David Shand (an international expert in results-based M&E) has joined World Bank BCOP Resource Team specifically to assist in the preparations for this event.

### **References for further information:**

Mackay, K., How to build M&E Systems to Support Better Government, edited by the World Bank's Independent Evaluation Group at  
[http://www.worldbank.org/ieg/ecd/docs/How\\_to\\_build\\_ME\\_gov.pdf](http://www.worldbank.org/ieg/ecd/docs/How_to_build_ME_gov.pdf)

World Bank Independent Evaluation Group <http://ieg.worldbankgroup.org/>

OECD 2002 Glossary of Key Terms in Evaluation and Results Based Management  
<http://www.oecd.org/dac/2754804.pdf>

Kusek, J.Z. and Rist, R.C., 2004, Ten Steps to a Results-Based Monitoring and Evaluation System, A handbook for development practitioners, World Bank  
<http://documents.worldbank.org/curated/en/2004/01/5068054/handbook-development-practitioners-ten-steps-results-based-monitoring-evaluation-system-ten-steps-results-based-monitoring-evaluation-system-handbook-development-practitioners>

Overview presentation found at  
[www.unicef.org/videoaudio/PDFs/TenSteps\\_ResultsBasedMESystem.ppt](http://www.unicef.org/videoaudio/PDFs/TenSteps_ResultsBasedMESystem.ppt)



May E, Shand D, et al, 2006, Towards the Institutionalization of Monitoring and Evaluation Systems in Latin America and the Caribbean: Proceedings of a World Bank/Inter-American Development Bank Conference, World Bank

<http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/LACEXT/0,,contentMDK:20893139~pagePK:146736~piPK:146830~theSitePK:258554,00.html>

Talbot C, Performance in Government, The Evolving System of Performance and Evaluation Measurement, Monitoring, and Management in the United Kingdom, IEG World Bank Working Paper Series No. 24, November 2010

[http://siteresources.worldbank.org/INTEVACAPDEV/Resources/ecd\\_24.pdf](http://siteresources.worldbank.org/INTEVACAPDEV/Resources/ecd_24.pdf)



**DRAFT AGENDA**

**PEMPAL Plenary Meeting of BCOP**

**Results-Based Monitoring and Evaluation**

March 3-6, 2014, Location: Antalya, Turkey

**Day Zero Monday 3 March**

16.00 Meeting of current **BCOP Executive Committee**

18.00 Meeting of technical **Resource Team**

19.00 Cocktail welcome drinks

**Day One – Tuesday 4 March**

Moderator: Deanna Aubrey, PFM Advisor to PEMPAL, BCOP Resource Team

Time	Activity
08.00	<b>Registration</b>
08.30-9.00	<b>Welcome</b> and opening: <ul style="list-style-type: none"> <li>• Mehmet Şimşek, Minister of Finance, Turkey</li> <li>• Martin Raiser, Director – Representative of the World Bank in Turkey</li> <li>• Gelardina Prodani, Chair of BCOP, General Secretary, Ministry of Finance, Albania</li> </ul>
09.00-9.30	<b>Presentation 1: BCOP Executive Committee Welcome, Update on BCOP activities</b> Gelardina Prodani, General Secretary, Ministry of Finance, Albania. Chair of BCOP. <b>Community Building Activities</b> Deputy Chair, to announce community building leaders and processes for sub-groups to collect information during next two and a half days on a) future topics and useful resources to develop b) feedback on how this meeting is going and areas of improvement for the future c) any key external messages to stakeholders and d) social reporters
09.30-10.00	<b>Presentation 2: Key Concepts, Terminology, and Issues in Implementing Results-Based M&amp;E</b> – David Shand, M&E expert
10.00-10.30	Coffee Break
10.30-11.00	<b>Presentation 3: A World Bank Perspective on Key Issues</b> – Sebastian Eckardt, World Bank
11:00-11.30	<b>Presentation 4: Status of reforms</b> - Results of pre-meeting survey of PEMPAL countries – Naida Čaršimamović Vukotić, BCOP Resource Team
11.30-12.00	<b>Questions to the Panel of speakers</b>
12.00-12.15	<b>Group Photo</b>



12.15-13.15	Lunch
13.15-15.15	<p><b>Reform Issues and Challenges discussion</b> (parallel discussions on topics as proposed by the participants, in pre-meeting survey in language based groups where possible)</p> <ul style="list-style-type: none"> <li>• <b>Two questions to be addressed:</b> Participants will break into language based groups and given 2 questions to discuss (to be circulated on day, based on feedback from members in pre-event survey). Summary of discussions will be delivered to plenary at 15.45.</li> </ul>
15.15-15.45	Coffee Break
15.45-16.45	<b>PEMPAL member group presentations from discussions</b> Groups 1, 2, 3 and 4
16.45-17.15	Day one closing – reflections, including update from community building groups
19.00-	Dinner in hotel

**Day Two – Wednesday 5 March**

Moderator: Maya Gusarova, Public Sector Specialist, World Bank, BCOP Resource Team

Time	Activity
08.50-9.00	<b>Introduction to Day's Agenda</b> – BCOP Executive Committee representative
09.00-10.30	<p><b>PEMPAL Experiences:</b></p> <p><b>Presentation 5: Country Case: <u>Turkey</u> – Strategic Planning and Results Based M&amp;E</b> - Hakan Ay, Ministry of Finance of the Republic of Turkey, Head of Department for DG Budget and Fiscal Control</p> <p><b>Presentation 6: Country Case: <u>Russia</u> – Approaches to Program Monitoring and Evaluation</b> - Nikolay Begchin, Ministry of Finance of the Russian Federation, Head of the Program Budgeting Unit</p>
10.30-11.00	Coffee Break
11.00-12.30	<p><b>International Experiences:</b></p> <p><b>Presentation 7: Country Case: <u>South Korea</u> - Use of Performance Indicators and Results of Evaluation to Inform Budget Process</b> – No Wook Park, Korean Institute of Public Finance</p> <p><b>Presentation 8: Country Case: <u>Netherlands</u> – Program Evaluations and Spending Review</b> – Dirk-Jan Kraan, Public Financial Management Advisor for South East Europe, IMF, former staff of the Netherlands Ministry of Finance</p>
12.30-13.00	<b>Questions to the panel of speakers</b>
13.00-14.30	Lunch at Hotel
14.30-16.30	<p><b>Reform Issues and Challenges discussion</b> (parallel discussions on topics as proposed by the participants, in language based groups where possible)</p> <ul style="list-style-type: none"> <li>• <b>Two questions to be addressed:</b> Participants will break into language based groups and given 2 questions to discuss (to be circulated on day). A scribe and presenter should be appointed at the beginning of the discussions. Summary of discussions</li> </ul>



	will be delivered to plenary on morning of Day 3. <ul style="list-style-type: none"><li>• <b>Coffee break served from 15.30</b></li></ul>
16.30-17.00	Day two closing – reflections, including update from community building groups
19.00	Dinner in hotel, cultural program



**Day Three – Thursday 6 March**

Moderators: Deanna Aubrey, Maya Gusarova, BCOP Resource Team

Time	Activity
08.50-9.00	<b>Introduction to Day's Agenda</b> – BCOP Executive Committee representative
9.00-10.00	<b>PEMPAL member group presentations from afternoon discussions from Day Two</b> Groups 1, 2, 3, and 4
10.00-10.30	<b>Wrap-up of Results-Based M&amp;E plenary topic</b> – David Shand, M&E expert
10.30-10.50	Coffee Break
10.50-11.20	<b>OECD Budget Practices and Procedures survey</b> – Report on Progress and Results – Joung Jin Jang, Policy Analyst, Budgeting and Public Expenditures, OECD
11.20-12.10	<b>Development of Action plan 2014-2016</b> - Gather feedback from members to inform the development of the BCOP Action Plan
12.10-12.30	<b>Reflections on Community Building.</b> Moderated and led by BCOP Executive Committee. Feedback from BCOP members on potential knowledge products, agenda effectiveness, key messages to stakeholders, and social reporting
12.30-13.00	<b>Wrap-up of plenary meeting</b>  <b>Certificate and picture distribution, PEMPAL Secretariat</b>
13.00-14.30	Lunch at Hotel  (Brown bag lunch for BCOP Executive Committee members to attend meeting and determine community next steps)
15.00	<b>Cultural Program</b>
19.00	Dinner in hotel