

Mokoro Ltd

Final Report

Evaluation of the PEM PAL Initiative

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TABLE OF CONTENTS

EXECUTIVE SUMMARY

PEMPAL objectives and evaluation framework.....	i
Evaluation findings.....	iv
Recommendations.....	ix

MAIN REPORT

INTRODUCTION	1
SECTION I: EVALUATION APPROACH AND METHODOLOGY	1
SECTION II: AN ANALYSIS OF THE FEBRUARY 2008 SURVEY OF STAKEHOLDERS	5
Description of surveys	5
Analysis of Survey Results	6
Findings on the ranking of objectives by all respondents	7
Findings on the ranking of objectives by individual members	10
Findings on the ranking of objectives by donors	13
Findings on open objectives:	13
Conclusions on objective coherence.....	14
SECTION III: A PROPOSED EVALUATION FRAMEWORK.....	15
Introduction	15
The evaluation framework.....	16
Proposed objectives	16
Proposed Indicators	18
Proposed evaluation framework (summary).....	22
SECTION IV: FIRST EVALUATION AND RESULTS	25
Introduction	25
A review of PEM PAL activities.....	25
The qualitative survey	27
Survey results	30
Conclusion.....	47

The Baseline Performance Evaluation Framework.....	48
Proposed evaluation framework Baseline Results	50
Interviews	53
SECTION V: MAIN FINDINGS AND RECOMMENDATIONS	60
Network Achievements	60
What works and what does not.....	62
How sustainable is the network	63
Recommendations.....	65
Recommendations for forward evaluation plan	67

ANNEXES

Annex I: Surveys on objective preferences.....	1
Annex II: Results of Survey on objective preferences (Tables)	15
Annex III: Overview of PEM PAL activities by COP	28
Annex IV: Sample Questionnaire for Qualitative Survey.....	32
Annex V: Opinion Survey data by COP.....	36
Annex VI: Interview guidance for semi-structured interviews	42

List of Acronyms

BCOP	Budget Community of Practice
CEF	Centre for Excellence in Finance
COP	Community of Practice
ECA	Europe and Central Asia
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
IACOP	Internal Audit Community of Practice
IMF	International Monetary Fund
OECD	Organisation of Economic Cooperation and Development
PEFA	Public Expenditure and Financial Accountability
PEM PAL	Public Expenditure Management Peer Assisted Learning Network
PFM	Public Finance Management
SC	Steering Committee
TCOP	Treasury Community of Practice
TORs	Terms of Reference
UK DFID	United Kingdom Department for International Development
USD	United States Dollars
WBI	World Bank Institute

Final Report on PEM PAL Evaluation

Executive Summary

E1 The Public Expenditure Management Peer Assisted Learning Network (PEM PAL) is a network of public expenditure management professionals in governments in Europe and Central Asia (ECA) region. The network describes itself as providing opportunities where “these officials can benchmark their PEM systems against one another and pursue opportunities for peer learning, increasingly understood to enhance knowledge transfer”.

E2 The network operates through three Communities of Practice, namely the Budget Community of Practice, the Internal Audit Community of Practice and a Treasury Community of Practice. It is overseen by a Steering Committee, which comprises donors and representation from the Leadership of the Communities of Practice.

E3 In January 2008 the Steering Committee of PEM PAL commissioned an evaluation of the network and its activities. This document is the final report of the resulting evaluation process. In addition the document proposes a long-term evaluation framework.

E4 The Terms of Reference – revised in May 2008 -- proposed two overlapping tasks: in the first instance it requested the evaluating team to assist with the development of a comprehensive evaluation framework for the network. The evaluation was to achieve this by (i) assessing which objectives were shared to what the degree among and between country participants and development partners and (ii) developing indicators against which progress can be measured in future. Secondly the request was to evaluate the network as it is at this point in time with regards to relevance, effectiveness, impact, efficiency and sustainability.

E5 The evaluation was undertaken in four phases. In the first phase the team assessed objective coherence amongst stakeholders and developed an evaluation framework, provided in an interim report in August 2008. In the second phase the team conducted a baseline qualitative survey of members, which was followed by interviews in the third phase with selected members of the network. In the final phase the survey and interview results were jointly analysed, the final report drafted and a baseline evaluation framework assessment completed.

PEMPAL objectives and evaluation framework

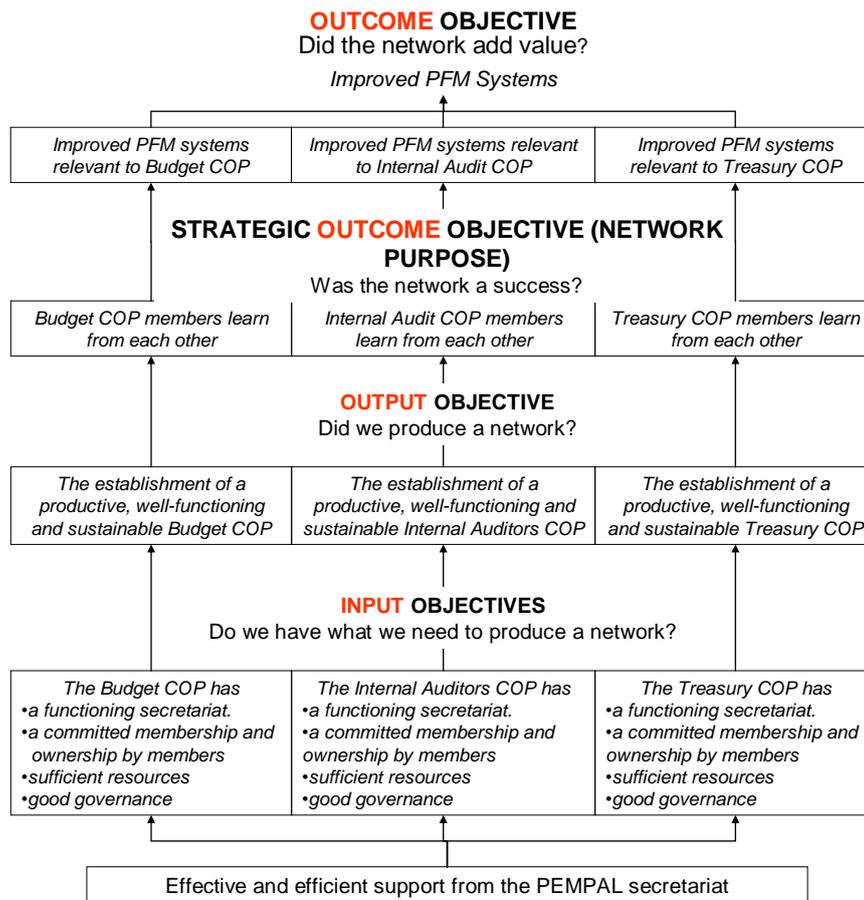
E6 The surveys conducted in the first phase to assess to what degree different stakeholders had a shared understanding of network objectives showed a high degree of objective coherence. Of the proposed objectives, not a single objective was received negatively. On the other hand objectives that relate to the network resulting in peer learning scored the highest, following by objectives that relate to improved Public Finance Management (PFM) outcomes. Other objectives – with regards to building

networking arrangements and the impact on the quality of spending – still scored well as a group, but at a slightly lower level. If all responses are taken together, respondents are the least concerned about achieving the ultimate objective of improving spending outcomes. It was also possible to discern different preferences between the three COPs that make up the PEM PAL network with regards to the expected achievements of the network, which could be related to the nature of the respondents' function in PFM systems. For example, the Budget COP was more interested in improved fiscal transparency than the Treasury or Internal Audit COP. The Treasury COP in turn put the highest story in improved government accounts and the Internal Auditors in improved control in budget execution and improved government accounts.

E7 The results of the survey on objectives informed the structuring of an evaluation framework. The framework is arranged in an evaluation hierarchy of inputs, outputs, outcomes and impact. The framework therefore allows alignment with strategies to improve network results at each level, in order to achieve network outcomes and increase the network impact. It also allows for tracking progress towards impact over time and the location of problems during evaluation.

E8 The objective framework proposes four levels of objectives: input objectives, output objectives, the network strategic objective or outcome objective and impact objectives. The key focus of any evaluation should be on the outcome objective. A positive finding on this objective would reflect a value chain that is operating successfully. A negative finding on this objective would require further investigation of either the objectives posed or the results against objectives for each of the previous levels in the framework. The diagram below depicts the hierarchy of objectives:

Diagram 1: Network objective framework



E9 The evaluation framework proposes a limited set of indicators for each level of objectives. The indicators measure all material aspects of achieving the objectives and are specific, measurable, achievable, realistic and time-bound. Measurement of progress against the indicators should not be the main objective of any evaluation exercise, particularly at the outcome level. The indicators are mere signals as to whether the objectives are being achieved. If the network should regress against any one or any one set of indicators, the main evaluation task would be to establish the reason for the regression and the impact on the objective.

E10 **Indicators related to the input objectives:** At the bottom tier of the value chain the objectives detail a set of arrangements which are essential inputs towards a productive, sustainable and well-functioning network. The indicators listed below measure

- Whether the secretariat and steering committee are effective
 - i. More active contacts of COPs and Steering Committee rate PEM PAL secretariat support satisfactory or highly satisfactory
 - ii. An operational website (criteria: up to date, functioning links, representative of COP activities/outputs; hits)
 - iii. Regularity and attendance of Steering Committee Meetings
- Whether the network has sufficient resources
 - iv. Increase in real resources
 - v. Increase or no change in number of funders
 - vi. Increase in real resource contributions from members (for future implementation)

- Whether each COP has a committed membership who has ownership of the network
 - vii. Increase / no decline in number of target countries participating in COP activities on average per year
 - viii. Increase / no decline in number of active network individual contacts over period
 - ix. Percentage of active individual contacts who believe they are able to influence network priority setting and have a sense of belonging to network
- Whether the network has good governance
 - x. Existence of COP Strategy, annual activity plan and budget; degree of plan implementation
 - xi. Network reports available as scheduled and distributed
 - xii. Regularity and attendance of Leadership Group meetings
 - xiii. Active contacts of COPs rate COP leadership

E11 Indicators related to output objectives: As a knowledge and peer learning network, for PEM PAL the output objective can however be broken down in two key dimensions in which achievement will contribute towards the network being judged as functioning well, being sustainable and being productive.

- A network (or COP) that connects well, in which information flows well and in which members collaborate:
 - i. No of formal network events / opportunities for professional learning on average per year
 - ii. Average attendance of events by countries as a percentage of countries invited
 - iii. Percentage of participating countries and individual contacts attending events who have attended previous events
 - iv. Network density, centrality and diameter
- A network with quality learning resources
 - v. Percentage of network contacts reporting that they use website and/or other learning resources more than 6 times a year
 - vi. Percentage of network contacts that rate network resources as of quality or high quality
 - vii. Percentage of event participants from participating countries who rate inputs at events as satisfactory or highly satisfactory

E12 Indicators that relate to the outcome network objective: The strategic outcome network objective has been defined as PEM PAL members learning from each other and building their capacity to improve their PFM systems. The evaluation framework measures whether learning has taken place, measured as

- i. No of COP participating countries and individual contacts reporting using COP experiences in designing and recommending or implementing PFM improvements in their own organisations
- ii. No of contributions from COP individual contacts to PEM PAL website, COP events and learning resources and no of technical assistance missions to other participating countries
- iii. Development (for Internal Auditors and Treasury COPs) and percentage of a sample of countries using developed COP or existing benchmarking tools.

E13 Indicators that relate to the impact network objective: The evaluation framework does not assume that improvements in PFM outcomes, as measured by the Public Expenditure and Financial Accountability (PEFA) framework, can be attributed to the network's activities and outcomes. However, it does presuppose that its activities should contribute to improvements in PFM over time in a country. Therefore the network will track over time progress against key PFM outcomes within countries (rather than across) that relate directly to the subject areas of each of the COPs. These are

- For the Budget COP
 - i. Classification of the budget (PEFA Indicator 5)
 - ii. Comprehensiveness of information (PEFA indicator 6)
 - iii. Orderliness and participation in the annual budget process (PEFA Indicator 11)

- iv. Multi-year perspective in fiscal planning, expenditure policy and budgeting (PEFA Indicator 12)
- For the Treasury COP
 - i. Stock and monitoring of expenditure payment arrears (PEFA indicator 4)
 - ii. Recording and management of cash balances, debt and guarantees (PEFA indicator 16)
 - iii. Predictability in the availability of funds for commitment of expenditures (PEFA indicator 17)
 - iv. Timeliness and regularity of accounts reconciliation (PEFA indicator 22)
- For the Internal Audit COP
 - i. Effectiveness of payroll controls (PEFA indicator 18)
 - ii. Effectiveness of internal controls for non-salary expenditure (PEFA indicator 20)
 - iii. Effectiveness of internal audit (PEFA indicator 21)

This evaluation did not yet research a baseline in this regard.

Evaluation findings

E14 The evaluation was conducted through three main means. Firstly a qualitative survey was administered to all individual contacts on PEM PAL event attendance lists. The survey probed key questions related to the evaluation framework and did an assessment of the informal contact that occurs between members. The survey was followed by interviews with selected members to collect stories on how PEM PAL activities have contributed to improvements in target countries and to assess in general members' experience of the network and views on what works, what does not and what improvements can be made. Thirdly the evaluation team perused network documentation to collect empirical evidence on network inputs and outputs for completing the evaluation framework¹.

E15 The significant evaluation finding is that there is an incipient network in place – a key achievement of the PEM PAL programme – and that countries are learning from each other. While the Internal Audit Community of Practice appears to be the most firmly established and the most effective, the Budget Community of Practice also has many active members. The Treasury Community of Practice is the weakest, primarily because it was not active during 2007. Despite this its members responded positively in many respects in the qualitative survey undertaken for the evaluation.

Against the levels of the evaluation framework and the key questions of the evaluations, further findings are provided below.

Input objectives findings: Do PEM PAL and its COPs have an effective secretariat, good governance, sufficient resources and a committed membership who has a sense of ownership?

Effective secretariat

A secretariat was put in place in 2008. Across all three networks almost all respondents rated the secretariat support provided by CEF as satisfactory, or highly satisfactory, with the exception of 8% of the BCOP respondents, who rated the services as unsatisfactory.

¹ The results of the benchmark evaluation against the framework are provided on page 50 of the main report.

However, in the interviews members lamented the narrow mandate of the secretariat: there is a strong sense that the secretariat should also include permanent professional capacity to assist the network in programme choices, the quality of programme content and the development and presentation of learning resources. This role is currently played by donor representatives and whereas these representatives' inputs are rated high and are appreciated, there is an understanding that it is a key role for network sustainability and that it should be institutionalised in the secretariat.

Resources

The network appears to have sufficient resources. There were eight funders in 2008 providing an estimated baseline funding of approximately USD717 thousand. Interview respondents emphasised the important role of donors in funding network activities.

Good Governance

The network has a two-tier governance structure, with an overall Steering Committee (with membership of both donors and member countries) and established Leaderships for the three COPs. All three COPs have strategies and budgets to guide their activities in 2008. However, while both the Budget and Internal Audit COPs also implemented their 2007 strategies well, the Treasury COP did not. This explains why against several indicators the Treasury COP lags the other two in results.

Generally members were content with the PEM PAL governance structure. There was a common appreciation for the way in which the Internal Audit COP has organised itself: in thematic groups that focus on specific issues that are important to the members. It is thought that this is a good way to involve more members in the network and ensure that needs are met. Both the Treasury COP and the Budget COP are moving in this direction.

More than half the respondents to the survey rated the PEM PAL Steering Committee leadership and guidance highly or very highly. A further third thought it was only average, whereas almost 10% thought it below average. It is not clear why this result lagged some of the other results: the questionnaire did not probe members' reasons for their answers.

More than two thirds of the Internal Audit and Treasury COPs rated their COP leadership's performance highly or very highly. However less than 10% of the Budget COP did the same: the remainder thought it was only average.

When the informal contact between members of the COPs is assessed, the high rating of a leadership corresponds well with the network's map of content: for the Internal Audit COP specifically, the leadership plays a key role in connecting the network.

Committed membership with a sense of ownership

All three COPs have grown since their inception. The Budget COP has grown the fastest (tripling its participation base), with both the Treasury and Internal Audit COPs almost doubling their base of countries that participate in activities.

One measure of commitment by these contacts is the response to the survey itself. Although the response rate was low (27% of contacts who received the survey) it (i) is not out of keeping with response rates for on line and e-mail surveys and (ii) it should be kept in mind that not all individuals on the contact list are necessarily members. Some contacts might only have attended one event some time ago. Of those for whom the Istanbul event was at least the second event attended, almost 50% responded to the survey. On the other hand, the majority of responses to the survey are from this population (twice attendees at Istanbul). It seems important that each COP develops a more robust concept of which contacts are active (and how active) and use this knowledge to engage more strategically. Maintaining meaningful contact lists should be an important task of the secretariat.

There is an emerging sense of ownership amongst PEM PAL members. Of the questionnaire respondents more than half had a strong sense and a further 31% a sense of belonging to a network. The more active members are the stronger is their sense of belonging.

However, despite this strong sense of belonging far fewer members believe they can set network priorities or that their COP is being driven by its members. This would indicate that whereas there is an emerging sense of ownership, the quality is still quite weak.

The strongest sense of ownership is in the Internal Audit COP and the weakest the Treasury COP. However in the Budget COP more members indicated that they do not influence priority setting compared to the Treasury and Internal Audit COPs.

Output objectives findings: Do the COPs connect well; does information flow well; do members collaborate; do COPs have quality learning resources?

Effective networking

Respondents to the questionnaire are active members, measured as the number of times they have participated in network activities or have contributed. The most common form of participation is attending events with the vast majority of respondents having attended multiple events. Most responding members have used the website at least once, but just over half have used it more than three times in a three-year period. Almost two thirds reported that they had contributed to COP resources. The Internal Audit COP members are the most active, with the Treasury COP the least active. The Treasury COP has held the least number of events, but the Budget COP the most.

In the interviews members acknowledged that there is value in the website and electronic communication, however currently use of it and its effectiveness are still relatively low. The evaluation however did not assess the new website: this site was only launched when the evaluation was almost complete.

After two years a start has been made in building a network that exists – and in which members provide support to one another -- outside of formal events. The density of the Internal Audit COP is the highest and it is clear that the quality of COP leadership plays an important role in connecting a COP outside of formal events. The Budget COP is

relatively weak, particularly if one takes into account that it has provided the most opportunities for face to face contact.

Conferences and plenary events are crucial at this point in network formation. At this stage the value of these events are not only the learning that takes place, but also the value for building a network of peers that have inter-personal relationships and who can connect outside of the formal event. Interview respondents indicated that face-to-face meetings with peers and the development of inter-personal relationships drive network effectiveness. Commonly members rated plenary meetings as the most important type of event at this stage because of the cross-learning that occurs.

Country exchanges are also rated highly: they allow focused and in-depth engagement with other countries' systems. Building a library of examples from countries across the region can also provide members with more detailed information on and examples from other countries' practices.

The network's activities however also need to take account that target countries are arranged along a spectrum of reform experience and that there are language and cultural differences that impact on network effectiveness. The COPs and network overall should be strategic on how countries are brought together and how sessions are set up to allow for a balance between cross-learning and effective exchange of experiences.

Quality of resources

Most respondents (more than 70%) thought that resources and inputs are either high quality or quality. Only 2% judged the quality to be poor. However, the website resources were judged worse than other types of resources, while inputs during country exchanges were judged the best. The Treasury COP fared the best and the Budget COP the worst. Respondents' comments on resource quality connect the low rating of the Budget COP resources to dissatisfaction with the organisation of events and the quantity of resources, rather than the quality of resources that was available itself.

Sustainability of the network

The PEM PAL network in each of its three COPs can be judged to be at a coalescing stage: their sustainability is therefore still fragile and should be nurtured.

Members acknowledge the role that donors play in driving the network. Specifically, the role played by individual donor experts in driving and guiding each network was highlighted in interview responses. Overall there was acknowledgement that the COPs are not yet sustainable without the money and human resource inputs from donors.

From a networking perspective too many key roles in setting up and maintaining a network are still vested in donors, and not yet in members or in permanent professional capacity for the network itself. Key to this is that the network was initiated by donors and not its members. Roles that can be transferred to permanent network capacity or members themselves are strategising, content development and support and the brokering of relationships between members.

Outcome objective findings: Are PEM PAL members learning from each other?

Network effectiveness, relevance and impact

The survey and interview information points strongly towards the outcome objective of PEM PAL being achieved. There is a positive correlation across all respondents between network activeness, a high rating of resource quality and learning. Not one respondent indicated that they are unlikely to use the information gained from network activities in his/her work. More members in the Internal Audit COP indicated that they have applied their learning, than in the Treasury and Budget COPs. Less than half of the Budget COP members indicated that they have applied their learning, which is surprising given how active the COP has been.

Respondents to the interviews strongly believed that their engagement with their COP is of significant value. This was particularly true of their engagement with peer in countries that have similar PFM and cultural contexts. The demonstration of reform approaches, new mechanisms and of operational know-how is valuable. Members also said that they learn from each others' mistakes. The ability to use experience in other similar countries to motivate for change in their own country is also important.

The survey showed that individual network contacts are contributing to learning resources, and in all three COPs benchmarking tools are developed or being developed. Respondents showed a great interest in peer experience. Although expert inputs were rated highly, care should be taken that a balance is maintained between peer inputs and expert inputs.

Recommendations

The Steering Committee should continue to facilitate the conducting of plenary events. Given that the network is still coalescing these events are crucial to hold on to existing members, pull in new members and to build a brand name and recognition for the network. Plenary events should be held frequently, at least once a year at the cross-COP level and at the COP level. The long gap since the beginning of 2008 can be of concern and all three COPs should put there strategic plans in motion as soon as possible.

These plenary events should be supplemented with smaller language, region or 'system development status' meetings between sub-clusters of countries around specific topics of interest. These meetings should be carefully strategised to ensure that they contribute maximally to network development.

Contributions by members are crucial to building a cohesive network. In early years it is almost worthwhile to trade-off contribution and quality of contribution to encourage participation and ownership. Event agendas should therefore provide enough space for members to contribute, and to discuss.

Plenary meetings should also take care to still demonstrate the value of the network. *The agendas should therefore balance organising tasks with learning sessions better.*

All three networks should allow members to set the agenda for the network: event agendas should be developed with maximum input by members. Donors can provide a guiding role, but should take care not to dominate.

COPs and PEM PAL overall should be strategic in planning events: Care should also be taken to balance participation at events between members and between members and donors to encourage ownership by members. Care should also be taken in planning smaller events to ensure that countries with high potential for learning from each other are put together.

All three COPs will have to be strategic to expand the pool of core, dedicated members. There should be a more strategic awareness of who these members are currently and how they can be used to expand the pool. If each COP can identify which member is more active more easily, they will be able to more strategically pull these members into network activities and help build their relevance and quality. Similarly, each COP should identify who connects well in the network and utilise these individuals in building support for network activities. Conversely, each COP should also know when countries stop attending, should be able to investigate the reasons and react. A key strategy would be to ensure that change-over of PEM PAL members within countries are spotted in time and that contact is established with new staff. Perhaps in interim strategic task before the next evaluation can be a more comprehensive assessment of how people connect informally.

All three COPs should attempt to build up their resource base strategically. The existing on-line resource base is out of date and does not appear to be comprehensive. The resources that are provided should respond to the needs in the network. The resources can be both analytical in nature and operational, since both types of resources fulfil existing needs in the network. However, there is a definite need for sharing operational materials amongst countries. The website can function as a repository of country example materials. Resources should also be sensitive to different needs from different countries at different points in a reform path.

The COPs should make use of members as contributors to events and resources. Besides increasing the learning of members', it can also contribute to ownership and commitment.

Further thought is required to develop the website. Even assuming that the new website offers all that members might need, there is still a need for a strategy to make members aware of the website and to increase their use of it. It is important that members' needs are understood, as well as why they use or might not use the website. The development of a clear strategy with regards to making the use of technology effective should be undertaken.

The basic governance structure works and should continue. However, members' sense of being in control as an input towards ownership should be strengthened. The setting of network agendas and event programmes and formats should take great care to involve members. The gap between

people feeling that they belong to a network and believing that they can set network priorities should be closed as a matter of urgency.

However, there is a need to develop the secretariat to include professional, substantive, strategic and content support for each network. Currently these crucial tasks for network development are loosely shared between the leadership and the donor experts that support each network. Gaps develop and there is an argument to be made that the distribution of tasks are not always optimal. Furthermore, this is not sustainable and not effective. There is cause to appoint for each COP initially at least one individual who can take on the burden of, amongst other

- Coordinating between stakeholders
- Strategising for network development, resource base development
- Oversee the quality of marketing, communications and the resource base
- Develop content ideas and make leadership content ideas happen
- Strategising connections between countries and individuals in the network
- Act as programme director for events, in consultation with leadership and donor experts
- Act as quality check on inputs and support for members to develop inputs.

The network should undertake a next evaluation in 2010 using a similar methodology. This will provide it with comparative information to track progress. It is however recommended that the interviews are done more extensively, and preferable face-to-face. The social networking survey which tracks members' informal contacts is also better administered when questions can be explained in the presence of respondents. In between the evaluations there should also be a systematic collection of statistics and materials.

PEM PAL EVALUATION: MAIN REPORT

Introduction

1. The Public Expenditure Management Peer Assisted Learning Network (PEM PAL) is a network of public expenditure management professionals in governments in Europe and Central Asia (ECA) region. The network describes itself as providing opportunities where “these officials can benchmark their PEM systems against one another and pursue opportunities for peer learning, increasingly understood to enhance knowledge transfer”. Box 1 on the next page describes the network in terms of its institutional arrangements and activities.
2. In January 2008 the Steering Committee of PEM PAL commissioned an evaluation of the network and its activities. This document is the final report of the resulting evaluation process. In addition, but relatedly, the document proposes a long-term evaluation framework.
3. The report is presented in four parts: Section I briefly reviews the initial and revised terms of reference and describes the work undertaken. Section II presents a summary of the analysis of the survey undertaken in February 2008, highlighting the degree to which there is consensus within the network on objectives. Section III presents the long-term evaluation framework which arose out of the work, while Section IV presents the main evidence and findings of this, the first evaluation. The report concludes with Section V, which summarises the findings and provides high level recommendations, including a recommendation for follow-up evaluations.

Section I: Evaluation approach and methodology

4. The original Terms of Reference (see Box 2) proposed two overlapping tasks: in the first instance it requested the evaluating team to assist with the development of a comprehensive evaluation framework for the network. The evaluation was to achieve this by (i) assessing which objectives were shared to what the degree among and between country participants and development partners and (ii) developing indicators against which progress can be measured in future. Secondly the request was to evaluate the network as it is at this point in time in order so that the findings can assist network decision makers in shaping and managing the network and to establish a baseline for future evaluations.

Box 1: Background on PEM PAL

The PEM PAL network initiative was launched in April 2006 with a workshop in Warsaw. The idea of a network germinated more than a year earlier in February 2004 at a public expenditure management (PEM) workshop also held in Warsaw. Important drivers behind initiating a launch workshop were the World Bank and DFID. At the workshop, attended by 16 countries in the region, agreement was reached to form a network.

Since its launch the network has expanded the list of participating countries through the activities of three Communities of Practice. Participating countries and sponsors have also agreed on a set of governance and management arrangements. The network is supported by (in alphabetical order) DFID, GTZ, InWent, the IMF, the OECD, the US Treasury Department, SECO, the World Bank and the World Bank Institute.

Structures and governance arrangements

Currently the network operates mainly through 3 Communities of Practice (COPs) for key professional groups in treasury, budget, and internal auditing. The CoP for treasury officials was established in June 2006. The CoP for internal auditors was established in December 2006. The CoP for budget officials was launched in March 2007.

Representatives of the PEM PAL countries and of the development partners have also established a Steering Committee (SC) that includes a number of representatives of the Communities of Practice and the contributing partners. The representatives of the participating countries on the SC are selected by the CoPs. The Steering Committee approves the work plan and budget of the network.

Each CoP selects a design team among the participants to propose a program of activities for that CoP. The CoP's activities plan will be submitted to the SC for approval and funding, with implementation conducted by the CoPs with support from the SC and secretariat. Up to 2007 the World Bank managed the program and provided support to the organization of events and activities. The Center for Excellence in Finance (CEF) in Ljubljana however played a vital role in the organization of PEM-PAL events and it was agreed that this role would be expanded over the period 2007 to 2010 so that it could assume the role of secretariat and organizing agency for events.

The participating countries can also submit direct applications for PEM-PAL activities based on their specific needs. These applications are approved by the SC.

PEM PAL arranges different levels of events. In addition to a regular network wide 'plenary' conference – the last of which was held in Istanbul, Turkey, in February 2008, the individual COPs arrange workshops. There are also country-specific activities and events and a small grants fund which can be used for specific country projects. Currently the network is represented through two websites, one on the World Bank server (www.worldbank.org/PEM) and a new one which will eventually become the network website (www.PEM.PAL.org) While the former is reasonably well maintained with information on the latest activities added (although not in the events listings which are out of date) the latter is still largely empty, although live. The network also has an e-newsletter.

5. A revised TORs was issued in May. These TORs emphasised the following tasks for the completion of the evaluation:
 - (i) An analysis of the views of participants and donors regarding objectives and expectations of the PEM PAL network and its activities, based on the existing survey data.
 - (ii) An agreed framework and set of indicators and measures to assess PEM PAL's achievement with regard to relevance, effectiveness, impact, efficiency and sustainability.

- (iii) A baseline of the results achieved by PEM PAL on these five criteria, based in part on discussions with government officials and donor representatives.
- (iv) Preliminary findings and conclusions based on this baseline assessment.
- (v) A detailed plan for further evaluation of PEM PAL during the period until the end of the DGF Grant (June 2010).

Box 2: Summary of original TORs

The terms of reference require a broad assessment of the three communities of practice (COPs) in the PEM PAL network. The required assessment is against three main questions: As a result of PEM PAL, what is improving or different with respect to public expenditure management in the participating countries and how do we know this?

If PEM PAL is achieving a positive impact for participants, how is it doing so? For example, through what mechanism(s) is PEM PAL achieving a positive impact: peer learning or study visits that provide relevant and practical PFM information, benchmarking of country systems against each other or international good practice, etc.?

What are the prospects that the network's activities can be sustained in the face of likely, but entirely reasonable reductions in donors' financial support for PEM PAL?"

The TORs also task the evaluation team with providing an input into a longer term evaluation-architecture for the initiative by checking whether there is a common understanding between the network's beneficiaries and sponsors on (i) the objectives of the network and (ii) what would count as success in the initiative. The TORs already narrow what would count as success (or positive results from the activities undertaken in the initiative) by providing 5 criteria: relevance, effectiveness, efficiency, impact and sustainability. The TORs then task the team to assist in the development of a common understanding of success by unpacking what would be considered positive results against each of the five criteria for the initiative, both in intermediate terms (in other words intermediate indicators of likely long term success) and as 'end-objectives'. This unpacking would be captured in a set of indicators, which the network and its sponsors can use to track its progress towards positive outcomes over time.

In addition, the TORs require a baseline evaluation of inputs and activities so far against what would be considered success ("the evaluation will also note whether intermediate impact is being obtained through, for example, development of professional regional networks in the COP themes and analyze whether these intermediate steps are necessary initial 'investments' toward the ultimate objectives) and an assessment of where support for the network would fit in the overall aid architecture.

Finally, the TORs task the team to assess (a) the strengths and weaknesses of the three communities of practice in comparative perspective (with an eye to whether some COPs are more successful and functioning more effectively than others); (b) opportunities for their enhancement; (c) their contributions to peer-assisted learning; and, (d) the outcomes of the small grants that PEM PAL's sponsors provide for collaborative activities among participating countries.

6. The evaluation team, originally comprising William Eckert (World Bank) and Alta Folscher (Mokoro Limited), undertook the work in four main phases. Mr Eckert resigned from the project mid-way through the first phase.
7. The first phase addressed the requirement to assess the coherence on objectives for the network amongst both individual members and donors and to propose an evaluation framework. Work in this phase comprised the conducting of a survey of members and supporting donors during the Istanbul plenary conference in February 2008, an analysis of the results and the application of the results to propose an evaluation framework. This phase completed with an interim report, which presented the results and proposed an evaluation framework, and a further note on the evaluation framework which incorporated comments received on the interim report. The note was distributed early August 2008.
8. The second phase comprised conducting a baseline qualitative survey of members using the registration lists of network events to determine the population. The purpose of the survey was to collect data for the baseline A short survey was constructed and discussed with key donors and the leadership of the COPs. The survey was sent to individual network members via e-mail. Members could complete the survey either on-line, via e-mail or by printing it out and completing and faxing it back (August to October).
9. During the third phase interviews were undertaken with selected individual members of the network. The initial target was to undertake 12 interviews plus a further three with key donors who were active in supporting the network. Getting people to respond to the request for telephonic interviews turned out to be very difficult: a total of 9 people were interviewed between October 2008 and February 2009.
10. The final phase comprised an analysis of the survey and interview results and the drafting of this report. This phase will conclude early in 2009 with the submission of a final report, on receipt of comments from the steering committee.

Section II: An analysis of the February 2008 survey of stakeholders

11. In February 2009 the then evaluation team leader administered surveys which sought to establish whether different stakeholders (ie participants and development partners) assume the same objectives for PEM PAL.

Description of surveys

12. Two surveys were administered, one for donors and one for country participants. Only section one – covering question concerning the respondent -- differed between the two surveys. Both surveys are provided in Annex I.

13. In addition to section I – which established key respondent variables such as to which COP they belonged, their qualification and prior involvement with the network – there were 3 further sections. Section II asked respondents to evaluate 17 possible objectives and indicate whether they are extremely important, important, somewhat important, not important or not at all important. It also gave respondents to option of replying that they don't know.

14. The 17 possible objectives mixed output indicators with indicators of outcome and impact. These objectives are a mixture of shorter-term objectives that mainly address the PAL specific activities and longer-term objectives more representative of public expenditure system features. Items 1 – 5 are more specific items whereas items 6 – 12 are more general objectives; items 13 and 14 are specific, and 15 – 17 are more general. It was hoped that this mix would encourage respondents to consider each item individually and not rate a “group” of items. The 17 possible indicators were:

1. CoPs are communicating regularly, and have developed and are implementing action plans satisfactorily. (abbreviated below as ‘Communicating regularly’)
2. The PEM-PAL web site is functional and regularly used (abbreviated below as ‘website functional’).
3. CoPs participants have benchmarked their countries’ performances with measurable and actionable indicators, and have shared these with other participants (abbreviated below as ‘Country performance benchmarked’).
4. PEM-PAL small grant fund utilized to undertake study tours to other countries or carry out other learning activities (abbreviated below as ‘Small Grant Fund Utilised’)
5. CEF developed capacity to organize PEM-PAL events and support CoPs activities (abbreviated below as ‘CEF capacity’)
6. Improved fiscal transparency in member countries (Abbreviated below as ‘fiscal transparency’)
7. Improved budget credibility in member countries (Abbreviated below as ‘Improved Budget Credibility’)
8. Improved control in budget execution (Abbreviated below as ‘Improved budget execution control’).
9. Improved quality and comprehensiveness of government accounts (abbreviated below as ‘Improved Accounts’)

10. More effective and efficient spending in member countries (Abbreviated below as ‘more effective and efficient spending’).
11. Improved financial governance through external oversight in member countries (Abbreviated below as ‘Improved financial governance through external oversight’).
12. Improved financial management in member countries (Abbreviated below as ‘Improved financial management’).
13. Network members share reform successes and failures (Abbreviated below as ‘Sharing successes and failures’)
14. Network members learn from each other's practices (Abbreviated below as ‘Learning from each other’)
15. PFM capacity improves in the throughout the region (Abbreviated below as ‘Improved PFM capacity’)
16. Improved PFM in each member country (Abbreviated as ‘Improved PFM’)
17. Country good practices replicated throughout the region (Abbreviated below as ‘Replication of Country Practices’)

15. In hindsight the offered objectives – particularly with regards to the PFM objectives – were overlapping which made it difficult for members to differentiate much between them. For example, unless there is prior clarity on definitions improved budget credibility and improved budget execution control can mean the same thing to a respondent. However, the results did provide some guidance that was useful for designing an evaluation framework and conducting the first evaluation.

16. Section III provided an opportunity for participants to list additional objectives, while section IV asked them to share their experience of PEM PAL successes and failures, either within their country of origin, or generally in the region.

17. The survey was completed by 15 respondents from the Budget CoP and 8 each from the other two COPs. Altogether 8 respondents completed the donor questionnaire. A further 30 respondents completed the questionnaire, but did not indicate to which COP they belonged. There were a total of 190 participants on the participants’ list, of whom approximately 60 were not country participants but, among other, World Bank staff, staff from other supporting donors, other development institutions, interpreters and the CEF secretariat staff. Assuming that the survey was not relevant to all non-country participants or that not all participants received a copy or were aware of the survey, the response rate not particularly high (at just below 50%). For future evaluation efforts strategies would need to be revised to engineer a higher response rate.

Analysis of Survey Results

18. A key evaluation question was whether there was a systematic difference between donors and participants in their preference for general or more specific program objectives. The survey results illustrated that there was not a fundamental difference, although there were differences in the degree to which the two main groupings (individual network members and donors) emphasised particular objectives compared to others.

Findings on the ranking of objectives by all respondents

19. No single provided objective was received particularly negatively. Across all 61 respondents the objectives that had the most ‘not important’ and ‘not at all important’ scores were “CEF develop the capacity to organise PEM PAL events and support COPs’ activities” (with respondents thinking it not important) and “Improved financial governance through external oversight in member countries” (with 4 respondents scoring the objective in the ‘not important’ categories). In each case two of the 4 people who thought both these objectives not important were donors. **This indicates that all the objectives provided are more or less acceptable to stakeholders.**

20. It is less easy to come to clear conclusions about the positive scoring of the objectives and how the objectives were ranked. Altogether 69% of answers (17 objectives times 61 respondents minus blanks) scored objectives as either extremely important or important. Again, the clearest conclusion is that there is broad consensus on the importance of all the objectives listed.

21. When the full sample is taken into account, the objectives that scored the highest (most scores at extremely important and important) are the following:

Objective	Percentage scores
Learning from each other	88.33%
Improved control in budget execution	80.70%
Sharing of successes and failures	78.33%
Improved financial management	77.04%
Regular communication	75.41%

22. When the provided objectives are bundled together by type and content, one gets a clearer indication of stakeholders’ preferences. We made the following grouping of objectives:

Group 1 Building network arrangements	Group 2 Activities support learning and countries learn	Group 3 PFM outcomes improves	Group 4 Impacts on quality of spending
Regular communication	Countries benchmark performance	Improved fiscal transparency	More effective and efficient spending
Website functional	Sharing of successes and failures	Improved budget credibility	
Small grants fund utilised	Good practices replicated	Improved control in budget execution	
CEF develops capacity	Learning from each other	Improved government accounts	

23. An analysis of the **consolidated responses** (donors and country participants) presents a **much higher ranking of objectives that relate to the network resulting in peer learning**. The other three levels were scored almost evenly, with the group relating to PFM outcomes pulling ahead slightly.

CONSOLIDATED RESPONSES	Responses received in extremely important and important categories	Total responses possible	Percentage of respondents scoring questions as extremely important or important

Building network arrangements	183	272	67.3%
Countries learn from each other	212	271	78.2%
PFM outcomes improves	372	532	69.9%
Impacts on quality of spending	46	68	67.6%

24. If one **performs** a similar analysis on the negative side, the following conclusions can be drawn (**table** below)

- Most importantly, again, that very few respondents rated any of the objectives as not important.
- If all responses are taken together, respondents are the least concerned about achieving the ultimate objective of improving spending outcomes.
- The donors put the least weight on building network arrangements as an important objective
- For budget officials it is the improvement of PFM outcomes
- Treasury officials hardly rated any of the outcomes as not important
- And the internal auditor respondents were the least concerned with building network arrangements.

	Responses received in not important and not important at all categories	Total responses possible	Percentage of respondents scoring not important or important
Consolidated responses			
Building network arrangements	9	272	3.3%
Countries learn from each other	0	271	0.0%
PFM outcomes improves	9	532	1.7%
Impacts on quality of spending	35	68	51.5%
All participants			
Building network arrangements	7	244	2.9%
Countries learn from each other	7	239	2.9%
PFM outcomes improves	14	475	2.9%
Impacts on quality of spending	2	61	3.3%
Donors			
Building network arrangements	2	28	7.1%
Countries learn from each other	1	32	3.1%
PFM outcomes improves	2	57	3.5%
Impacts on quality of spending	0	7	0.0%
Budget COP			
Building network arrangements	1	60	2%
Countries learn from each other	2	57	4%
PFM outcomes improves	7	120	6%
Impacts on quality of spending	0	15	0%
Treasury Officials COP			
Building network arrangements	0	32	0.0%
Countries learn from each other	0	32	0.0%
PFM outcomes improves	1	62	1.6%
Impacts on quality of spending	0	8	0.0%
Internal Auditors COP			
Building network arrangements	1	32	3.1%

PEM PAL Evaluation 2008

Countries learn from each other	0	32	0
PFM outcomes improves	0	63	0
Impacts on quality of spending	0	8	0

25. A final area of interest is which objectives attracted the most ‘I don’t know’ answers and what we can learn from it. In three of the four designated sub-groups (donors, Budget and Internal Auditors COPs) there were very few ‘don’t **know**’ answers, only 6 in total. The 30 respondents who did not indicate their COP were the most uncertain, with a total of 8% of their total responses being that they did not know how to rate an objective. Mostly this occurred in the PFM outcomes objectives grouping, following by the building of network arrangements. Interestingly the Treasury COP had the most ‘don’t know’ answers, mostly in the building network arrangements set of objectives. It would be interesting to correlate this later in the evaluation with the functioning of the Treasury COP.

	Don't know scores	Total possible scores	Share
Building network arrangements	32	272	11.8%
Countries learn from each other	11	271	4.1%
PFM outcomes improves	48	532	9.0%
Impacts on quality of spending	3	68	4.4%
All country respondents			
Building network arrangements	32.00	244.00	13.1%
Countries learn from each other	10.00	239.00	4.2%
PFM outcomes improves	48.00	475.00	10.1%
Impacts on quality of spending	3.00	61.00	4.9%
Donors			
Building network arrangements	0.00	28.00	0.0%
Countries learn from each other	1.00	32.00	3.1%
PFM outcomes improves	0.00	57.00	0.0%
Impacts on quality of spending	0.00	7.00	0.0%
Budget COP			
Building network arrangements	2.00	52.00	3.8%
Countries learn from each other	1.00	47.00	2.1%
PFM outcomes improves	0.00	102.00	0.0%
Impacts on quality of spending	0.00	13.00	0.0%
Treasury Officials COP			
Building network arrangements	12.00	32.00	37.5%
Countries learn from each other	4.00	32.00	12.5%
PFM outcomes improves	22.00	62.00	35.5%
Impacts on quality of spending	2.00	8.00	25.0%
Internal Auditors COP			
Building network arrangements	1.00	32.00	3.1%
Countries learn from each other	0.00	32.00	0.0%
PFM outcomes improves	1.00	63.00	1.6%
Impacts on quality of spending	0.00	8.00	0.0%

Country respondents without COP identified

Building network arrangements	17.00	159.00	11%
Countries learn from each other	5.00	145.00	3%
PFM outcomes improves	25.00	287.00	9%
Impacts on quality of spending	1.00	38.00	3%

Findings on the ranking of objectives by individual members

26. An analysis of all **61 responses from country participants** delivered a similar result.

ALL PARTICIPANT RESPONSES	Responses received in extremely important and important categories	Total responses possible	Percentage of respondents scoring questions as extremely important or important
Building network arrangements	163	244	66.8%
Countries learn from each other	183	239	76.6%
PFM outcomes improves	325	475	68.4%
Impacts on quality of spending	41	61	67.2%

27. For **each of the COPs results** from this analysis differed significantly.

- Budget Officials placed similar weight on all four sets of objectives, but of all the groups placed the least weight on peer learning and the highest weight on both the first level of ‘a functioning network’ indicators and the the impact indicator.
- Internal Auditors all placed extreme importance on the impact indicator, followed in reverse sequence by the other groups. If one equates each group with a level of results moving from outputs to impact, this means that for the Internal Auditor respondents, the network can only be judged successful if it impacts on the quality of spending.
- The most interesting aspect of the Treasury Officials COP result is that as a group they ranked fewer objectives as extremely important or important. Otherwise the pattern of their responses between the four groups follows that of donors.

	Responses received in extremely important and important categories	Total responses possible	Percentage of respondents scoring questions as extremely important or important
BUDGET COP			
Building network arrangements	52	60	86.7%
Countries learn from each other	47	57	82.5%
PFM outcomes improves	102	120	85.0%
Impacts on quality of spending	13	15	86.7%
INTERNAL AUDITOR COP			
Building network arrangements	22	32	68.8%
Countries learn from each other	24	32	75.0%
PFM outcomes improves	56	63	88.9%
Impacts on quality of spending	8	8	100.0%
TREASURY OFFICIALS COP			

Building network arrangements	11	32	34.4%
Countries learn from each other	23	32	71.9%
PFM outcomes improves	30	62	48.4%
Impacts on quality of spending	2	8	25.0%

28. A final two sets of analysis that are important to conduct is looking within each of the categories above, whether there are important differences that may signal the need to work with slightly different evaluation frameworks for each COP.

- It is clear that regular communication and action plans that have been developed and are being implemented is important to all three groups.
- Both the Budget and Internal Auditors COP emphasised the need for a functioning website, but Treasury Officials did not put much stock by it.
- All three groups were interested in the CEF developing capacity, despite this objective also being the one that had the most negative responses from all country participants (4).

	Responses (extremely important and important)	Total responses possible	Share
Budget COP			
Regular Communication	14	15	93.3%
Website functional	13	15	86.7%
Small grants fund utilised	12	15	80.0%
CEF develops capacity	13	15	86.7%
Treasury Officials COP			
Regular Communication	3	8	37.5%
Website functional	2	8	25.0%
Small grants fund utilised	3	8	37.5%
CEF develops capacity	3	8	37.5%
Internal Auditors COP			
Regular Communication	7	8	87.5%
Website functional	6	8	75.0%
Small grants fund utilised	3	8	37.5%
CEF develops capacity	6	8	75.0%

29. Differentiating between preferred PFM outcomes (see table below) provides a picture of somewhat divergent interests, somewhat in line with the function of the different groups within the PFM cycle. For the purposes of this analysis we grouped the three listed objectives that all relate to overall improved PFM together (as improved financial management).

- The first clear observation is that all three COPs, as well as country participants who responded but did not identify their COP on the questionnaire, rates improved control in budget execution and improved government accounts as the most important objectives of the network. This is most likely a function of a region-wide PFM problem. However, the result remains extremely important insofar as it points towards a priority PFM area where a lot of network effort might need to be focused.
- A second overall observation is that country participants across the groups (with the exception of internal auditors) tend to put more emphasis on

achieving progress in PFM sub-components than on achieving an overall improved PFM.

- A third common factor is that improving financial governance through external oversight is not an important network objective for the country participants. This may be either (i) because they do not see it as an important PFM objective overall or (ii) because they do not think it is an important objective for the network (perhaps because its achievement would involve the network engaging with parliamentarians). However, it is worth taking note of this observation for future network activities.
- If these three points – and their associated objectives -- are left aside the following can be observed:
 - The Budget COP is the only group that puts much importance on improved fiscal transparency.
 - The Treasury officials are mainly interested in better budget execution control and improved government accounts. The only other objective that received a rating above 60% is improved budget credibility, of which half the issues normally concern budget execution in any case.
 - Similarly, the Internal Auditors were interested in budget credibility, ie achieving least variance between budgeted and actual spending (beyond improving budget execution, government accounts and financial management overall). It is not difficult to see the relevance of budget credibility to the functions of an internal auditor.
 - The other country respondents, who either did not identify their COP or did not belong to it, emphasised the importance of budget credibility and overall financial management, both of which are dependent on the full budget cycle being functional
- In conclusion then, it is possible to discern differing preferences between COPs that relate to the nature of their members' function in the public expenditure management system. This supports plans to design an evaluation framework that at least partly makes a distinction between the three COPs.

	Budget COP		
Improved fiscal transparency	13	15	86.7%
Improved budget credibility	12	15	80.0%
Improved control in budget execution	15	15	100.0%
Improved government accounts	14	15	93.3%
Improved financial governance	10	15	66.7%
Improved financial management	38	45	84.4%
	Treasury Officials COP		
Improved fiscal transparency	4	8	50.0%
Improved budget credibility	5	8	62.5%
Improved control in budget execution	5	7	71.4%
Improved government accounts	6	8	75.0%
Improved financial governance	1	8	12.5%

Improved financial management	9	23	39.1%
Internal Auditors COP			
Improved fiscal transparency	6	8	75.0%
Improved budget credibility	7	8	87.5%
Improved control in budget execution	8	8	100.0%
Improved government accounts	8	8	100.0%
Improved financial governance	6	8	75.0%
Improved financial management	21	24	87.5%
Other country representatives (COP not identified)			
Improved fiscal transparency	15	27	55.6%
Improved budget credibility	21	29	72.4%
Improved control in budget execution	18	27	66.7%
Improved government accounts	14	30	46.7%
Improved financial governance	13	30	43.3%
Improved financial management	56	88	63.6%

Findings on the ranking of objectives by donors

30. When donor responses are analysed in a similar way on their own, it is clear that donors as a group place an even higher importance on objectives that concern countries learning from each other. However, donors make a differentiation between the other three outcomes: objectives that concern the improvement of PFM outcomes are ranked higher than objectives of impact or objectives that concern the building of network arrangements.

DONORS	Responses received in extremely important and important categories	Total responses possible	Percentage of respondents scoring questions as extremely important or important
Building network arrangements	20	28	71.4%
Countries learn from each other	29	32	90.6%
PFM outcomes improves	47	57	82.5%
Impacts on quality of spending	5	7	71.4%

Findings on open objectives:

31. The open objective suggestions were a mixed bag of things across the hierarchy of strategic planning and evaluation concepts. Some were additional outcome objectives, but at a lower level of PFM performance (related to the PFM group of objectives in the set objective ranking questions), others were suggestions for network activities, others were similar but proposed in the form of indicators (related to the building a network group of objectives). The table below provides an analysis of proposals by origin and type (in line with the four groupings discussed above). The most significant observation is that while the Budget Officials particularly had a host of PFM outcomes they viewed as important, across all three COP groups, there were many activities proposed that would result in peer learning, another indicator of the importance of this level of objective for the network.

	Donors	Budget Officials	Treasury Officials	Internal Auditors	Unidentified country respondents
Building a network	Regular meetings of COPS	Cooperative relationships within and between CoP's			
Peer learning	Invitation of external experts Hands-on visits (not just theoretical discussion)	Training for implementation of reforms Training with exams/certificates	Concrete plans for improvement of treasury function	Training of internal auditors and financial employees	
Improved PFM outcomes		Improve capital budgeting Improve budget legislation Implementing performance based program budgeting systems Developing/setting fiscal rules Prioritization of capital expenditures Developing/passing budget legislation Private/public partnerships	Monitoring public debt		Implementation of internal controls Electronic treasury security
Improved spending outcomes					

Conclusions on objective coherence

32. There is broad consensus between all stakeholders on network objectives. This signalled both by the clustering of responses towards extremely important and important and by the very low number of respondents that circled not important or not important at all against any of the objectives.

33. The function of this analysis is to point the way to where the most weight should be put – if stakeholder preferences are followed – in designing an evaluation framework. **From this perspective – when objectives are grouped together -- the analysis points towards taking care to define peer learning objectives and to design suitable indicators for its measurement carefully.**

34. This set of objectives was followed by PFM outcomes and building network arrangements in quick succession.

35. On the other hand, ultimate impact type of objectives received the least weight: this makes sense. It is at this level that one encounters quite significant attribution problems

when undertaking an evaluation: even if the network is functioning well, supporting peer learning and improving PFM in the member countries, it is not necessarily so that spending outcomes will improve. For example, other systems in government (such as human resource management, procurement and service delivery control) may not be functioning well impacting spending outcomes. That however does not detract from the value of the network in supporting PFM improvements.

36. At an individual objective level the lowest response overall was to building CEF capacity and improving financial governance through improving external oversight. However, amongst respondents that are directly associated with a COP, building CEF capacity did get significant support as an important objective (except for the Treasury CoP, but overall this COP did not rate network building activities particularly highly and of the sub-components of building the network group, it still rated building CEF capacity at the highest rank).

37. Most respondents were familiar with the objectives and felt that they could voice an opinion on them (indicated by the limited 'don't know' responses). However, the technical PFM objectives got the most 'don't know' responses.

38. Choices between PFM objectives differed by COP – beyond and overall favouring of downstream budget cycle objectives -- with each group's favoured responses being broadly in line with their function in the budget cycle.

Section III: A proposed evaluation framework

Introduction

39. The findings set out above provide important markers for the evaluation framework:

- i. the set of objectives ranked highest by all respondents concerns peer learning, or knowledge transfer, between network members.
- ii. most respondents ranked outcome type objectives highly – in other words PFM improvement related objectives, as well as the set of objectives that concern building a functional network.
- iii. there are sufficient differences between the different COPs in ranking specific PFM outcomes to take account of that in developing an evaluation framework.

40. In this section of the report, we propose an evaluation framework along these lines. The proposed framework:

- Is well aligned with the objectives tested in the first survey and is responsive to the results.
- Proposes a common core framework for all three COPs, but diverges in some respects to allow different objectives to be evaluated for each COP.

- Is arranged in an evaluation hierarchy of inputs, outputs, intermediate outcomes, outcomes and impact. This arrangement of objectives has the significant benefit of
 - (i) **being arranged as a value chain:** good performance at any one level should translate in added value at the next level.
 - (ii) **an easy fit with strategy and operational planning:** structuring an evaluation framework in this manner allows for easy relating to planning frameworks. When strategies are prepared and operational plans developed, the intuitive method is to start with a concept of what the plan needs to achieve (a goal), and then work backwards through the changes in the real world (objectives) in order to reach the goal, and what interventions will be required to reach the objectives (outputs) and which types of inputs.
 - (iii) **tracking progress as the network matures:** while one may not necessarily expect outcome objectives to be reached within the first years of operation, one would expect input, output and even intermediate outcome objectives to be achieved.
 - (iv) **allowing easier location of problems during evaluation:** If performance is good at the input and output level, but intermediate outcomes are not achieved, the indication is that the strategies pursued may be incorrect. Alternatively, if input indicators are positive, but output indicators not, there are clearly operational problems.
 - (v) **taking account of attribution problems:** the higher up the value chain one moves, the more likely it is that poor outcomes may be on account of factors outside of the network's control. If higher end objectives have not been met, it would be important then for evaluators to understand whether this can be attributed to a failure in the network's value chain, whether it is on account of external factors and if so, whether things may have been worse if the network was not in place.

The evaluation framework

41. In July 2008 at a plenary meeting of the COP leaderships the participants formulated a goal statement for PEM PAL:

“Through their active participation in sustainable peer practitioner networks, PEM PAL members will achieve the ongoing ability to improve the practice of PFM across the ECA Region.”

42. The framework proposed below aligns well with this PEM PAL member formulated goal statement insofar as (i) the input and outcome levels relate to ‘active participation in sustainable peer practitioner networks’, (ii) the strategic objective level to ‘achieve the ongoing ability; and (iii) the outcome level to ‘improve the practice of PFM across the ECA region’.

Proposed objectives

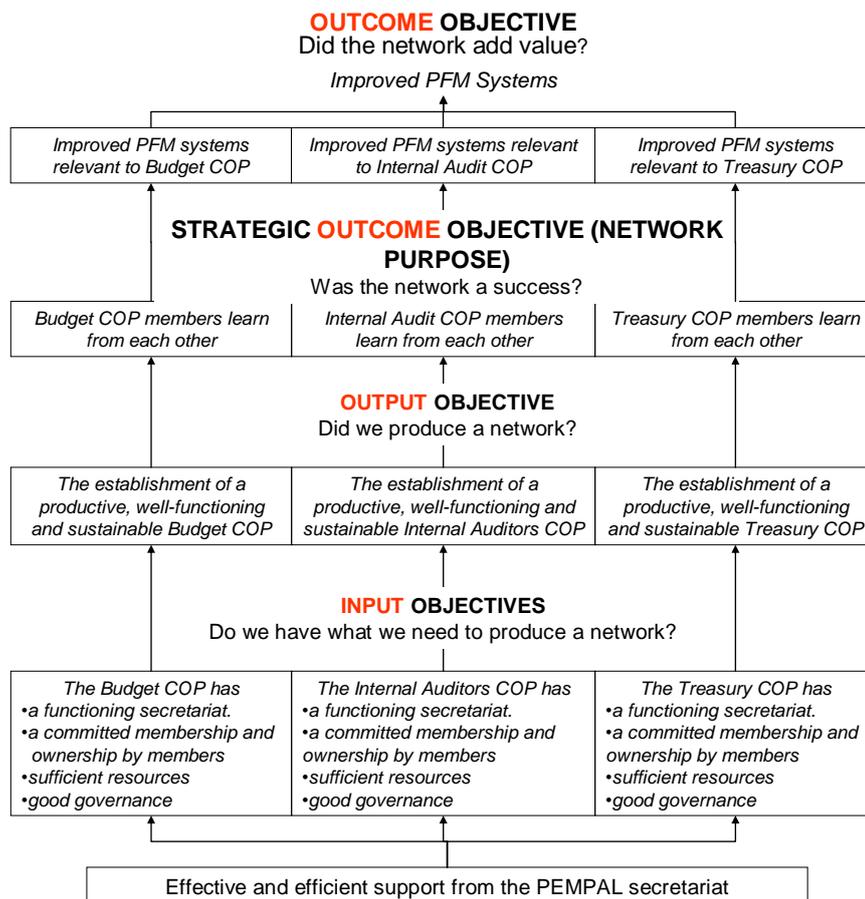
43. For the purposes of the evaluation framework PEM PAL is understood as an umbrella network of which the outcome objective is improved PFM systems in

participating countries. Its activities however are carried out by Communities of Practice in such a way that the full activities of the network is equal to the sum of activities of the COPs. Therefore the network's success is a function of the success of the COPs. Each COP has its own institutions, type of events, substantive content and target PFM outcomes.

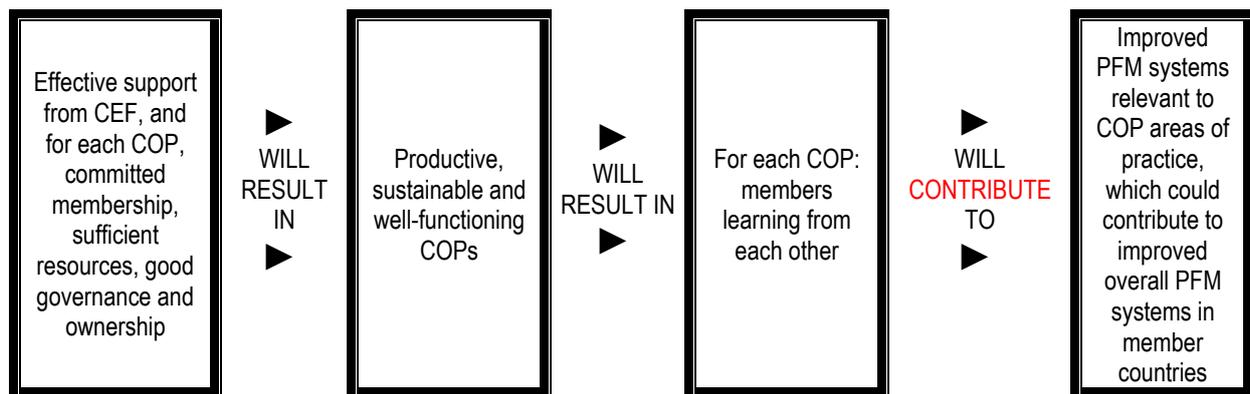
44. The objective framework proposes four levels of objectives: input objectives, output objectives, the network strategic objective or outcome objective and impact objectives. The key focus of any evaluation should be on the network outcome objective. A positive finding on this objective would reflect a value chain that is operating successfully. A negative finding on this objective would require further investigation of either the objectives posed or the results against objectives for each of the previous levels in the framework.

45. Keeping this in mind, the objective framework therefore looks as follows.

Diagram 1: Network objective framework



46. Collapsed into one and sketched out as a value chain, it reads



Proposed Indicators

47. How will we know that we have achieved success at each level? For each of the level the table below propose a set of indicators. It is important that the indicators

- are not too many
- measure all material aspects of achieving the objectives
- are specific, measurable, achievable, realistic and time-bound.

48. Also indicated is which aspect of an objective is measured by which indicator. Single indicators may be useful for more than one dimension of an objective or more than one level of objectives. We have however not used indicators more than once in the framework, but instead placed them where they may provide the strongest indication of achievement. Once an indicator is in use and tracked, they could however be used as ‘shadow’ indicators for other objectives, enriching or confirming analysis with the original indicators.

49. It should also be noted that measurement of progress against the indicators should not be the main objective of any evaluation exercise, particularly at the outcome level. The indicators are mere signals as to whether the objectives are being achieved. If the network should regress against any one or any one set of indicators, the main evaluation task would be to establish the reason for the regression and the impact on the objective. Furthermore, chasing up information with regards to the indicators and reacting to it should not be the sole focus of the evaluation: it would need to interpret the objectives more broadly than just the selected indicators: a significant part of any evaluation would be the collection of more contextual information around an objective and the interpretation of that information in view of the indicators.

50. **Indicators related to the input objectives:** At the bottom tier of the value chain the objectives detail a set of arrangements which are essential inputs towards a productive, sustainable and well-functioning network. The selection of characteristics draws on current networking theory and practice. (see Box 3 below).

51. **Indicators related to output objectives:** The output objective of the network is stated as the establishment of a network that is productive, sustainable and well-

functioning. This is a high level statement. As a knowledge and peer learning network, for PEM PAL this objective can however be broken down in two key dimensions in which achievement will contribute towards the network being judged as functioning well, being sustainable and being productive.

- i. *A network (or COP) that connects well, in which information flows well and in which members collaborate:* Even if a network scores well in the establishment of key institutional arrangements (measured under the input objectives) it may still choose strategies for networking which do not result in members connecting and/or exchanging information frequently enough. This dimension has a formal and an informal aspect. A COP which connects well, in which information flows well during formal occasions and in which members congregate formally to collaborate is less well off (or has achieved the output objective to a lesser degree) than a network which does well formally, but in which members also connect informally, exchange information informally and collaborate informally. The latter network is likely to be much more sustainable (and productive) than the former, because it is often less dependent on the sustained availability of resources to conduct formal opportunities and the drive and energy of a central organising secretariat. In network theory a network which shows signs of informal as well as formal activity is judged to be much stronger than a network that is only driven by formal events and outputs. Much of network practice is increasingly focused on strengthening the informal aspects of networks, by empowering members.

Box 3: Lessons from network theory and practice

In our proposals with regards to an evaluation framework we draw on relatively recent developments in network theory and analysis. For the purposes of this report this box sets out the core ideas.

There seems to be consensus on a few key characteristics that performing networks (of the kind the PEM PAL initiative is pursuing, namely knowledge sharing, bounded, value creating networks) have: commitment by secretariat and membership, ownership, good governance, productivity and sufficient resources. The structures of a network and surrounding a network fulfil different roles to achieve sponsorship, support, participation and nurturing. There are also leadership roles that need to be fulfilled, within the network (or COP) and at the centre.

Networks connect in formal and informal ways. Social network analysis methodology provides two key concepts which can be used to measure the progress made in PEM PAL with regards to the informal contact between members. This informal contract is an important determinant of network strength and the likelihood of a network fulfilling its objectives.

Network diameter measures the spread of a network. If a network is not connecting well the spread would be larger, because it would take more steps to connect from one extreme of the network to the next. Networks that function as a star (in other words with a central node that connects to all members) have the smallest diameter because in principle one end of the network can be reached from the other in two steps. Networks that function as a linear line have a high diameter, since the one end of the network can only be reached from the other through a series of step connecting through each member. If a network acquires more members but the diameter shrinks, it indicates that the network is connecting better than previously. If a network decreases membership but the diameter increases, this would be cause for concern.

Network density: Network density measures the density of connections. It assesses the

connections that exist against the total number of possible connections, given the size of the network.

A third concept which is valuable is that of **centrality**. Centrality measures how power is concentrated in the network, given how it connects. If on average the network has high centrality, it means that much of the density of the network and its small diameter is because of one node that connects to all members. Such a network could be vulnerable since its sustainability depends on the one node. The role of individual members of the network can also be assessed by measuring their centrality coefficient. The higher this coefficient the more powerful the individual in a network is. Having an indication of what individual members centrality score is can assist a network leadership to be strategic in nurturing or growing a network.

In the evaluation we used have used all three concepts to look at the network. Network density and diameter are also included in the evaluation framework as measures of informal connection at the output level (the establishment of a functioning network that connects well).

Of course measuring achievement in informal connecting, information exchange and collaboration is much more challenging than measuring formal achievements. Network analysis methodologies provide a tool to measure systematically and in ways which are comparable over several measurements whether networks connect well and whether information flows well in the network. Box 3 sets out the basic concepts of network analysis and provides a description of surveying and analysis methods used in network analysis.

ii. A network (or COP) in which there is sufficient quality learning opportunities and resources: The availability of the right learning opportunities and resources is an important indicator of a network being productive and functioning well and a necessary output to result in network members learning from each other.

52. **Indicators that relate to the outcome network objective:** The strategic outcome network objective has been defined as PEM PAL members learning from each other and building their capacity to improve their PFM systems. The evaluation framework measures whether learning has taken place through PEM PAL, for example whether members themselves report that they use COP member experience or learning from COP activities to reform systems in their country or whether countries use benchmarking to track their progress in PFM reform. A third indicator proposed in this category of indirect indicators of learning and capacity building is whether COP members are capable of processing their own experience and contributing to network resources.

53. **Indicators that relate to the impact objective level:** there has been some discussion by the Steering Committee on whether the final ‘impact’ level of the evaluation framework should be included, and if so, whether it should use PEFA indicators. The outcome level concerns changes in PFM systems related to the practice areas of the COPs. While the logic of evaluation demands an assessment of impact, the steering committee members were aware of the difficulties associated with attributing change (or lack of change) to the network’s activities. While this attribution problem is common for any strategic intervention, it has particular relevance for an evaluation of the network activities because its interventions do not even occur at a country level (where

the results are sought), but at a supra-country networking level. In line with guidance received and in line with the importance placed on outcome objectives in the February survey, the evaluation framework below keeps such an outcome level as part of the framework.

54. A second issue has been whether PEFA indicators should be used to assess this level. The issue is that the sub-area of PFM work associated with each COP has only a limited impact on the overall performance of the PFM system. So if the network decides to go ahead and include an outcome level of PFM changes at country level in the network's evaluation framework, using the PEFA indicators broadly would create a second level of attribution queries. In short, if there is progress against the high level PEFA indicators, it would be impossible to deduce whether and how much PEM PAL contributed to the progress. Similarly, if there is no progress or even regress, it does not necessarily mean that learning did not occur through PEM PAL.

55. The evaluation framework proposed below does propose selected PEFA indicators at the outcome level. However, these indicators have been selected to align with the work areas associated with each COP.

56. Finally, it is important to note that this first evaluation does not include the collection of benchmark data for the impact tier. This would be one of the first tasks of further evaluation work, as is set out in Section V.

Proposed evaluation framework (summary)

INPUT OBJECTIVES AND ASSOCIATED INDICATORS				
Objectives	Associated indicators and desired direction of change where relevant Time period that applies is since the last evaluation, unless specified otherwise	Means of verification	Risk and risk mitigation	
Effective and efficient support by the PEM PAL secretariat and SC	1. More active contacts of COPs and SC rate PEM PAL secretariat support satisfactory or highly satisfactory 2. An operational website (criteria: up to date, functioning links, representative of COP activities/outputs; hits) 3. Regularity and attendance of Steering Committee Meetings	Qualitative survey Empirical verification Empirical verification	Break in relationship with CEF (Contingency plan and assurance of handover period) Turnover in steering committee (Preparation of briefing pack on PEM PAL)	
Sufficient resources	4. Increase in real resources 5. Increase or no change in number of funders 6. Increase in real resource contributions from members (for future implementation)	Empirical verification Empirical verification Empirical verification	Funders not renewing commitments Insufficient resources (Disseminating information wrt PEM PAL to donor community)	
FOR EACH COP	A committed membership who has ownership of network	7. Increase / no decline in number of target countries participating in COP activities on average per year 8. Increase / no decline in number of active ² network individual contacts over period 9. Percentage of active individual contacts who believe they are able to influence network priority setting and have a sense of belonging to network	Empirical verification Network surveying / empirical verification Qualitative survey	Change-over in staff in participating countries (CEF to identify new staff and leadership to initiate contact) Too few events and contacts to sustain commitment (interim contact through newsletters)
	Good governance	10. Existence of COP Strategy, annual activity plan and budget; degree of plan implementation 11. Network reports available as scheduled and distributed 12. Regularity and attendance of Leadership Group meetings 13. Active contacts of COPs rate COP leadership	Empirical verification Empirical verification Empirical verification Network survey	Leadership Groups not meeting regularly and/or poor attendance of meetings (alternate members appointed) Poor strategic planning/budgeting (placing plans/budgets on PEM PAL website for review by participating countries)

² An individual contact is active when he/she attends events, uses the website, or is in contact with other members. Whether members are active or not is determined through the survey, which will be sent to all individual contacts on the database.

OUTPUT OBJECTIVE AND ASSOCIATED INDICATORS				
<i>The establishment of a network that connects well, is productive and is sustainable</i>				
FOR EACH COP	A COP that connects, shares information and collaborates well formally and informally	<ol style="list-style-type: none"> No of formal network events / opportunities for professional learning on average per year Average attendance of events by countries as a percentage of countries invited Percentage of participating countries and individual contacts attending events who have attended previous events Network density, centrality and diameter 	Empirical verification Empirical verification Empirical verification Network survey	Too few events and contacts to sustain network structure (interim contact through newsletters) Network too dependent on formal and centrally driven events and resources (initiate blogs and other informal contact; invite proposals for country level mini-events)
	A network with quality learning resources	<ol style="list-style-type: none"> Percentage of network contacts reporting that they use website and/or other learning resources more than 6 times a year Percentage of network contacts that rate network resources as of quality or high quality Percentage of event participants from participating countries who rate inputs at events as satisfactory or highly satisfactory 	Qualitative survey Qualitative survey Qualitative survey	Poor contributions to events and learning resources (identify and use external editors who can work with authors to improve contributions; long lead time to events to facilitate work on contributions)

NETWORK STRATEGIC OUTCOME OBJECTIVE AND INDICATORS			
<i>PEM PAL COP members learning from each other</i>			
Objectives	Associated indicators and desired direction of change where relevant <i>Time period that applies is since the last evaluation, unless specified otherwise</i>	Means of verification	Risk and risk mitigation
COP members learning from each other	<ol style="list-style-type: none"> No of COP participating countries and individual contacts reporting using COP experiences in designing and recommending or implementing PFM improvements in their own organisations No of contributions from COP individual contacts to PEM PAL website, COP events and learning resources and no of technical assistance missions to other participating countries Development (for Internal Auditors and Treasury COPs) and percentage of a sample of countries using developed COP or existing benchmarking tools 	Survey and collection of mini case studies Empirical verification Empirical verification	Learning is externally driven and not sufficiently based on regional experience (increase regional contributions to learning events and resources; balance attendance of events in the favour of participating countries; draft rules for observers vs participants with regards to event participation)

NETWORK IMPACT OBJECTIVE AND INDICATORS <i>Improvement of PFM systems</i>			
Improved PFM systems in member countries relevant to COP	<p>Budget COP</p> <ol style="list-style-type: none"> 1. Classification of the budget (PEFA Indicator 5) 2. Comprehensiveness of information (PEFA indicator 6) 3. Orderliness and participation in the annual budget process (PEFA Indicator 11) 4. Multi-year perspective in fiscal planning, expenditure policy and budgeting (PEFA Indicator 12) <p>Treasury COP</p> <ol style="list-style-type: none"> 1. Stock and monitoring of expenditure payment arrears (PEFA indicator 4) 2. Recording and management of cash balances, debt and guarantees (PEFA indicator 16) 3. Predictability in the availability of funds for commitment of expenditures (PEFA indicator 17) 4. Timeliness and regularity of accounts reconciliation (PEFA indicator 22) <p>Internal Audit COP</p> <ol style="list-style-type: none"> 1. Effectiveness of payroll controls (PEFA indicator 18) 2. Effectiveness of internal controls for non-salary expenditure (PEFA indicator 20) 3. Effectiveness of internal audit (PEFA indicator 21) 	Empirical verification (story collection; benchmark tools)	External factors prevent COP members from implementing changes (Evaluation needs to take account of circumstances if indicators regress) Interests of COPs shift or expand over time, resulting in other outcomes achieved rather than the ones specified (Evaluation framework over time might need to change or expand indicator set)

Section IV: First Evaluation and Results

Introduction

57. This section is set out in
- i. The first section provides a review of activities undertaken by the network overall and by each COP. It is included both as background for the subsequent discussion and to function as a record of output achievements of the network.
 - ii. The next section provides a discussion of the qualitative survey of individual network members. It analyses the results of the survey and concludes with a set of findings on the functioning of each COP and opportunities that exist for their enhancement.
 - iii. The third section provides a discussion on the interviews conducted for the evaluation and the findings from the interviews.
 - iv. The fourth section provides a completed benchmark evaluation framework (bar the outcome level) and a brief discussion on sources.
 - v. The fourth section concludes with a set of main evaluation findings from these different sources and recommendations.

A review of PEM PAL activities

58. PEM PAL was formally launched during a conference in Warsaw in April 2006, at a workshop sponsored by the World Bank, OECD, UK DFID, US Treasury Office of Technical Assistance, IMF, WB Institute, National Bank of Poland, and the German aid agencies GTZ and InWent. PEM PAL depends on demand-driven “communities of practice” in which officials from different countries but with similar responsibilities develop much of their own agenda and decide how best to share experiences among themselves using networking, electronic learning, and face-to-face meetings.

59. Three Communities of Practice (CoPs) have been established within the PEM PAL network: Budget CoP, Internal Audit CoP, and Treasury CoP.

60. So far between the three communities of practice several formal COP plenary events have been held.
- **2006, June, Treasury CoP Launch Meeting, Ljubljana** –31 participants, 12 donor and support staff present
 - **2006, December, Internal Audit CoP, Ljubljana** –37 participants, 28 donor and support staff present
 - **2007, March, Budget CoP, Vilnius** – 30 participants, 36 donor and support staff present
 - **2007, Moldova, Internal Audit CoP, Chisinau** – 38 participants, 13 donor and support staff present
 - **2007, June, Budget CoP, Tbilisi** - 36 participants, 14 donor and support staff present

61. The network has also met twice as a full network: once for the inaugural event in 2006 and a second time in February this year:

- **2006, First inaugural meeting of PEM PAL network, Warsaw**
- **2008, February, Plenary meeting, Istanbul** 32 IA CoP, 39 TCoP, 36 BCoP + 85 donor and support staff present

62. In addition within each COP a number of smaller events have been organised, including seminars involving a few countries and bilateral country visits. These are by COP:

Budget COP

- Launch meeting in Vilnius in 2007
- 2nd workshop in Tbilisi 2007
- Side meeting at the OECD SBO meeting in Bucharest, April 2008
- Study Tour Montenegro / Lithuania
- Study tour Tajikistan to Slovakia and Moldova 2007
- Study tour Uzbekistan to Slovakia 2007
- Two day regional workshop in Tajikistan on experiences with MTEF implementation

Internal Audit COP

- Launch workshop in Ljubljana December 2006
- Chisinau workshop on the role of Internal Audit and Internal Audit Strategies in 2007
- Study visit Moldova to Romania 2007
- Video conference events (30 in 2007/8)
- The IA COP has divided itself into four different groups, each working on different issues of internal auditing:
 - Training and certification (led by Tomislav Mičetić)
 - Pilot projects (Marina Barynina)
 - Strategy and legal framework (Diana Grosu-Axenti)
 - Evolution of the old system (Ahmet Baspinar)

Treasury COP

- Launch workshop in June 2006 in Ljubljana
- Subsequent activity of the COP was limited to two video conferences to set up the agenda for the plenary Istanbul meeting.

Across the COPs

- Kyrgyz Republic / Moldova series of bilateral meetings in 2007.

63. A more detailed discussion of each of the network plenary, COP plenary and sub-COP events is provided in Annex III.

64. Across the COPs a **website and electronic discussion forum** has been set up. An independent website for the PEM PAL network was developed by the CEF and launched in September 2008. The website is hosted by the Slovenian Ministry of Finance. The website includes event documentation, ie agendas, minutes, presentations, participants' lists, but also technical tools such as the Treasury benchmarking tool as well

as reports by members. There is a technical discussion forum. Previously the website was hosted as a sub-site on the World Bank site.

The Istanbul plenary

65. For the first time since the inaugural PEM PAL meeting all three CoPs gathered together in Istanbul in February 2008 to exchange their experiences and to assess the work of PEM PAL. Each CoP conducted a series of sessions on its own, followed by a discussion of all three CoPs on *Monitoring and Evaluation of Public Financial Management Systems*, which was identified by participants as a high priority. The themes of the individual COP sessions were:

Budget COP	Intergovernmental finance, capital budgeting
Internal Audit COP	Transition to new system “from inspection to internal audit”. Turkish Case study. Training for internal audit Strategy and legislation (Armenia case study) Development of internal audit in Kyrgyz Rep Benchmarking the development of Internal Audit: The Capability Maturity Model (CMM) - Pilot case: Croatia
Treasury COP	Accrual Accounting Value add of IPSAS Experience of implementing accruals based accounting IPSAS (Slovak Rep and Russia) and cash-based IPSAS (Kosovo) Relationships between different classification systems (budget and accounts) Treasury Single Account (review and implementation case studies) Treasury IFMS benchmarking e-Treasury experiences

66. In Istanbul each CoP elected its own executive committee. Before leaving Istanbul, members of the new executive committee of each CoP reported on their plans for the future and identify topics that would interest all three CoPs. The Treasury and Budget Community of Practices have recognized budget classification as one thematic issue they believe their CoPs should in future discuss jointly.

67. Since Istanbul the CoPs have been working on their detailed plans of activities for the future (videoconference, workshops, seminars, study tours, for example).

The qualitative survey

68. The evaluation conducted a qualitative survey to gauge individual network members’ opinions on key issues for completing the evaluation framework. The survey comprised eight main questions, with sub questions. It was administered separately for each COP, since the wording of some questioned differed by COP.

69. Survey respondents could complete the survey in English, Russian or Serbian and return it either by filling it on line and saving it, returning a filled survey via e-mail, or printing out the survey and completing and faxing it.

70. The distribution list for the survey was compiled using the registration lists of events since the launch event in 2006. E-mails with the survey and a request and instructions for its completion were sent to a total of 160 e-mail addresses. Of these addresses 132 were active: for the other 28 messages were received that the request e-mail was not delivered.

71. Of the 132 recipients of the survey 34 completed the survey, 29 on line, 2 via e-mail and 3 via fax. The two tables below sets out the replies by Community of Practice and Language Group, and by Community of Practice and Country. Of the 36 2 did not complete the full survey.

	Budget COP	Internal Audit COP	Treasury COP	Total
English	8	4	3	15
Russian	6	5	4	15
Serbian		4	2	6
Total	14	11	9	36

	Budget COP	Internal Audit COP	Treasury COP	Total
Albania	1		1	2
Armenia		1	1	2
Azerbeidjan	1			1
Belarus	1			1
Bulgaria		1		1
Croatia		2		2
Georgia	1			1
Kosovo			2	2
Kyrgyz Republic		1	1	2
Macedonia	1	1		2
Moldova	5	1	1	7
Montenegro			1	1
Romania		1		1
Serbia	1	2	1	4
Tajikistan		1	1	2
Ukraine	1			1
Uzbekistan	1			1
TOTAL	13 (one respondent unidentified)	11	9	35

72. While the response rate to the survey was somewhat disappointing (26% of survey recipients responded), this might be not only be on account of a poor response rate, but also on account of the contact list including individuals who had only been to one event and who might not have had much further contact with the network. In turn this possibility indicates a strong need for the network to become more strategic on its membership, at a country and individual member level, and to be aware of who are active members of the network.

73. Seen from the inverse perspective the response rate does indicate that after two years of work there are at least 34 individuals in 17 countries in the region who perceive themselves to be sufficiently part of a network to take the time to respond to a request to complete a survey.

74. In terms of the evaluation, the response rate did provide an overall sample that is statistically valid. At the COP level the samples are smaller. The findings below should be read in this light.

75. Finally, the response rate is not out of keeping with web and e-mail based surveys. Kaplowitz, Hadlock and Levine (2004) undertook a comparison of web and mail survey response rates and found that on average the rate is 30%³.

76. The questions required respondents to
- i. Provide information on how active they were in their COP, measuring levels of attending formal events, participating in country study visits, accessing the website, contributing the COP leadership, providing inputs to formal events, country exchanges or the website and connecting informally to other members of the COP.
 - ii. If they indicated that they did connect informally, the survey asked them to indicate the members with whom they've had contact and
 - iii. Provide their name in order to map the informal contacts of the network.
 - iv. Indicate their rating of network resources, including the website, inputs at plenary events, inputs during country exchanges and COP tools and other resources.
 - v. Indicate whether they have applied learning from their participation in the COP in their country contexts, and if so to provide further information on the area of work in which this occurred. If not respondents were asked whether they are likely to do so in future.
 - vi. Indicate whether they perceive themselves as belonging to a network, able to influence priority setting and whether they perceive the network as being driven by its members.
 - vii. Indicate how they rate the support provided by the CEF secretariat to the COP

³ Kaplowitz, M., Hadlock, T Levine, R. (2004). A comparison of web and mail survey response rates. *Public Opinion Quarterly*, 68, 1: 94-101

viii. Indicate how they rate the leadership and guidance provided by the Steering Committee and their COP leadership.

Survey results

77. The paragraphs below analyses the results by question, first providing a discussion of the results overall for the network, and then looking at the differences between the COPs, where relevant. The analysis by question is followed by a set of general observations and findings.

Question 1: Individual members' level of activeness

78. Question one provides information on the kind of activities that members engage in and their level of engagement in each.

Overall results

Sub-question	Never	Between 1 and 3 times	Between 4 and 6 times	More than six times
I have attended COP events	0%	76%	15%	9%
I have hosted or participated in country exchanges	62%	35%	3%	0%
I have used the website	6%	41%	26%	26%
I have been in informal contact with other members	11%	60%	11%	17%
I have provided inputs into COP discussions, website or other materials	35%	47%	9%	9%
I have contributed to COP leadership and management tasks	42%	42%	9%	6%

79. Key results:

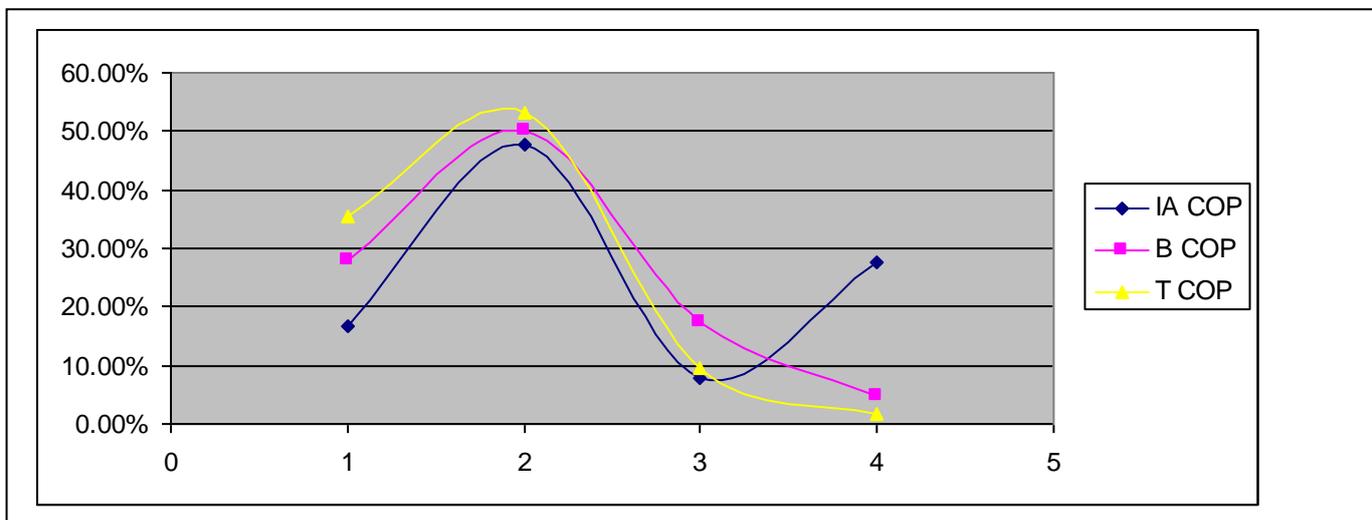
- Respondents were active members. Discarding the responses on whether respondents had attended plenary events (because the request list for survey was based on event registrations lists for 2006, 2007 and 2008), two thirds of respondents had participated in other ways in addition to attending events.
- Website use encouraging, but 47% either do not use or have only used website 1 to 3 times in two years. Interestingly, the Internal Audit COP reported the highest use of the website: 55% of respondents had used the website more than 6 times over the period. On the other hand the Treasury COP respondents used the website the least, with 56% reporting that they've used it less than 3 times over the two years.
- An analysis of the correlation across all respondents between website use and rating of the website shows a slight positive correlation, in other words, the higher respondents rated the quality of resources on the website, the more they accessed it.
- There is high attendance of events: most members are active by attending events, but of the respondents only 15% attended more than 4 events. The Budget COP

had the highest repeat attendance of events, which is not surprising given that it has held the most events.

- Encouraging percentage of members who have been in informal contact with other members.
- Internal Audit COP most active (see graph below), Budget COP second most (but most respondents selecting between 4 and six times most often) and Treasury COP least active, with the most respondents selecting never with regards to other activities besides attending events. On average 36% of Internal Audit COP respondents indicated that they engaged in activities more than four times, 22% of the Budget COP and 11% of the Treasury COP.

Diagram 2: Average choice across questions by COP

On X axis 1=never; 2=1 to 3 times; 3=4 to 6 times; 4=more than six times



80. Reflection:

- There is some scope for improving the level of activeness beyond event attendance, as well as increasing repeat attendance at events. The July 2008 meeting of COP leaderships highlighted repeat attendance of events rightly as a key concern for the COPs. In the qualitative survey most respondents attended events between 1 and 3 times over the two years. However, an analysis of the overlap of event registration lists between the Istanbul meeting and prior meetings of each COP, shows that approximately 40% of Budget (41%) and Internal Audit (44%) contacts had attended previous events, whereas only 8% of the Treasury attendance had.
- While very few respondents have reported that they never use the website (only 6% all of which belong to the Budget COP), there is room for improvement. On the other hand only 52% of respondents have used the website more than 3 times over a three year period. The high positive correlation between website use and assessment of website quality provides an indication of the kind of strategy that needs to be pursued: it is not necessarily about the number of resources or mechanisms on the website, but rather about the quality of the resources. The Internal Audit COP had the highest use, with 55% of respondents using the

website more than 6 times. It would be worth tracking through website statistics what Internal Audit COP pages attracts the most attention.

- It is encouraging that 65% of respondents report that they have contributed to COP resources. Given that the count of individual contributions to events (through the analysis of event agendas) and the website is much lower (28 out of 160 registered participants in events), this means that the percentage of members who have contributed amongst the respondents are disproportionate to the percentage amongst the network overall. Assuming that willingness to complete the survey is indicative of a sense of belonging to the network, this result could point to an important strategy to get individual contacts more involved in the network. Indeed there is a positive correlation between individuals contribution to the network and their sense of belonging the network (0.28).

Question 2: Informal contact in the network

81. Given that the network has only been in existence for 2 years, and given that the picture presented here of informal contact has been built up based on a response rate of 30% to the survey, the results with regards to the density of the network is encouraging. Not surprisingly the density of the Internal Audit network is the highest.

82. The table below provides a comparative view on the level of informal contact in the network. Of course, as is explained further below in connection with the network maps, the information needs to be interpreted juxtaposed with the number of responses given the likely number of responses for the network that could have been expected.

83. The first row in the table provides an indication of how robust the results might be. In developing this row:

- i. We assumed that not all the names on the contact list for each COP would have responded as network members, since some might only have been to one event and would have ended up as outsiders (in other words nodes that are not connected into the network) in any case.
- ii. To develop a concept of how many members might see themselves as part of a network, we assumed that those would be contacts who have been to at least two events. We then counted the number of participants who attended Istanbul who had also attended other events previously, to develop a count for each of the networks.
- iii. We then looked at how many of these 'participants twice' contacts had completed the survey, to develop an impression of how complete the network map is.

It should be noted however that this is just a comparative measure to assess the strength of the maps. The higher number of connected nodes in each network than nodes who have attended at least two events (plus the fact that members in each network responded although they might only have attended events once) indicates that some members might feel themselves part of a network enough to respond to the survey even though they might only have attended events once. It is interesting however that the majority of the active nodes on the network as indicated by the respondents for the Budget and Internal Audit network attended Istanbul as a 'twice attendee'. All the nodes on the Treasury Map attended Istanbul.

Overall results

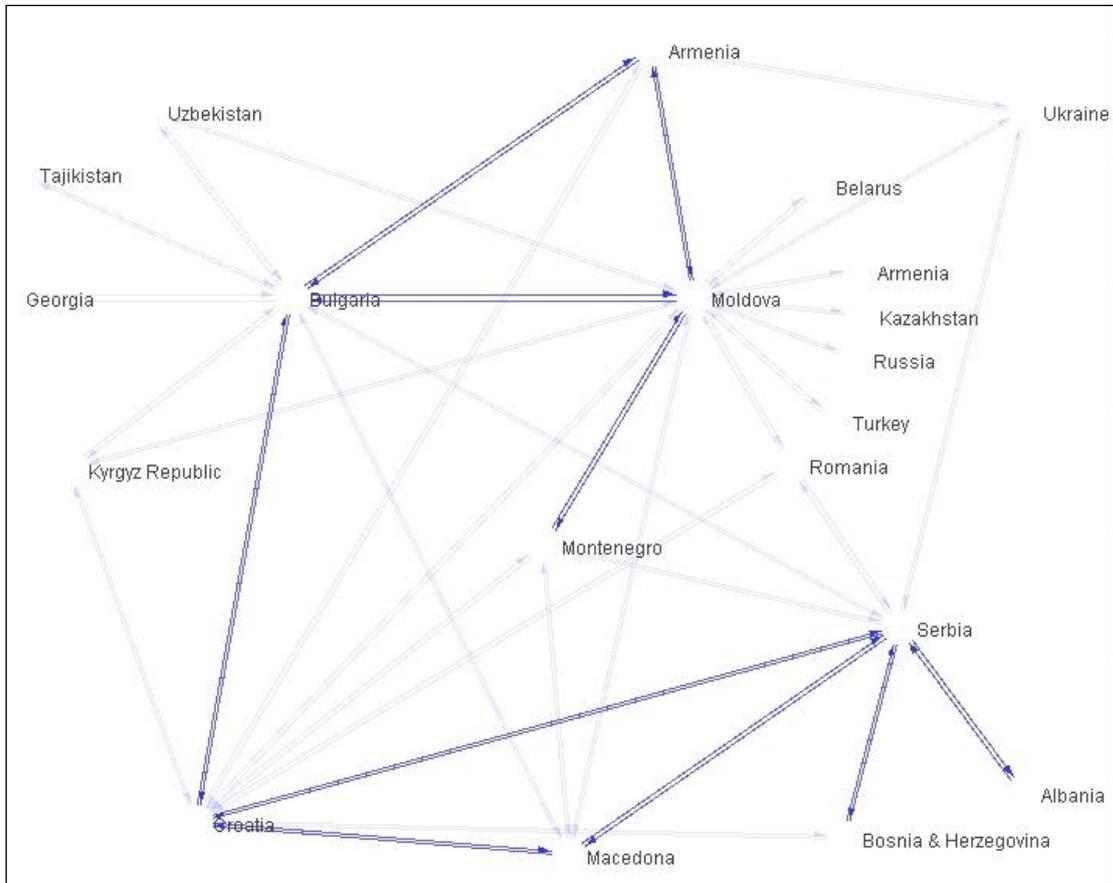
	Budget COP	Internal Audit COP	Treasury COP
Number of responses	14 (of which 6 attended Istanbul as a twice attendee out of a total of 14, network is 42% complete)	11 (of which 7 attended Istanbul as a twice attendee out of a total of 14, network is 50% complete)	9 (1 of which had attended Istanbul as a twice attendee out of 3, network is 33% complete)
Basic description	Number of nodes: 61 outsiders: 35 connections: 33	Number of nodes: 55 outsiders: 23 connections: 58	Number of nodes: 67 outsiders: 51 connections: 17
Density (where 1 would be perfect density)	0.0164	0.0391	0.0077
Diameter (number of steps to get a message across the network)	9	4	5

84. We reproduce below maps of each of the COPs, based on the informal contacts sketched out by the respondents. These maps exclude all ‘outsiders’ or nodes that are not informally active as far as we could tell based on the survey. *In interpreting these maps care needs to be taken since (i) we do not know for certain how many ‘active’ members responded and (ii) not all the nodes (individual members) on the map responded to the survey.* In other words, some nodes might immediately appear as important ‘centres’ or ‘connectors’, but it might be because they indicated informal contact with the people they are connected to, rather than that the people they are linked to all having indicated that they are connections. Furthermore, the number of people on the map and how they are connected also needs to be weighed comparatively speaking between the network, with the number of responses received given the total number of possible responses.

85. Also, members were asked to indicate how they connect to other members outside of their own country, since it was assumed that members would have informal contact with fellow COP members in their own country.

86. The higher density (number of connections given the total number of possible connections between the total COP contact list) of the Internal Audit COP is immediately visible (see map on next page). This is estimated to be the most complete map with 50% of potential nodes having indicated their informal engagement with other members. It is also clear that the leadership play an important role in connecting the network informally. A final point of interest is that the leaders of each of the thematic

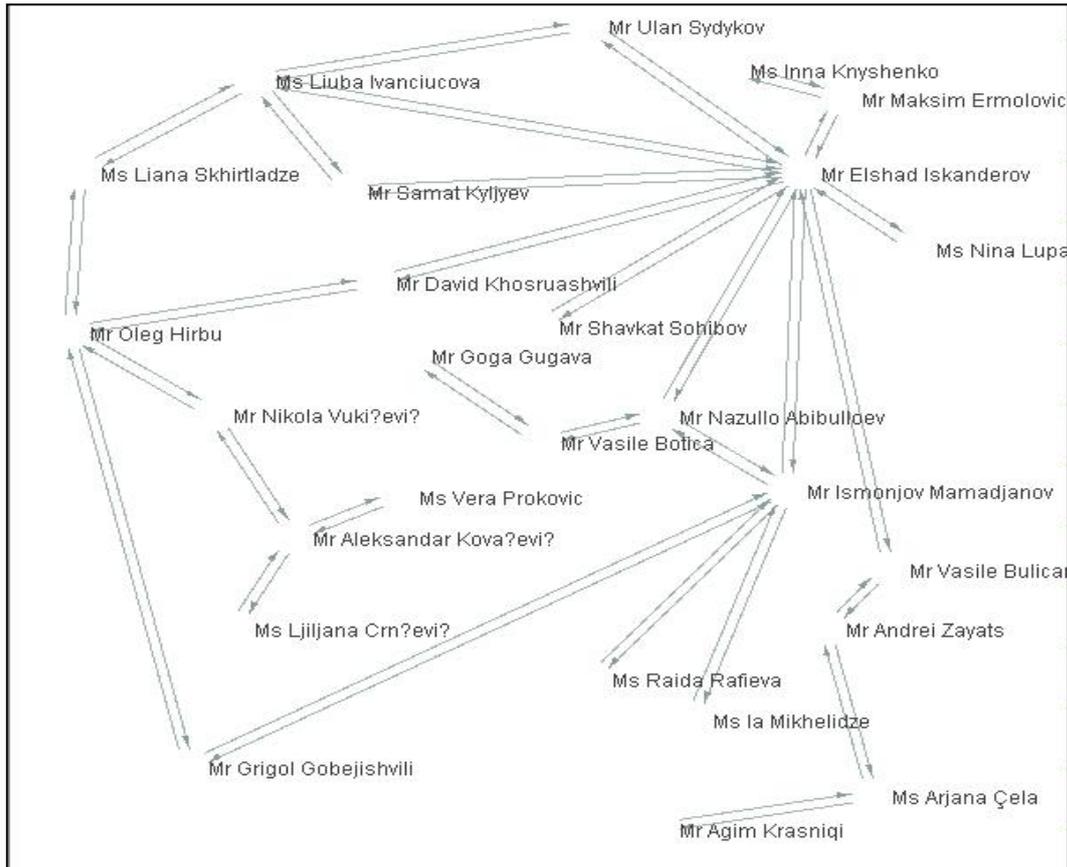
Internal Audit Country Map (estimated to be 50% complete)



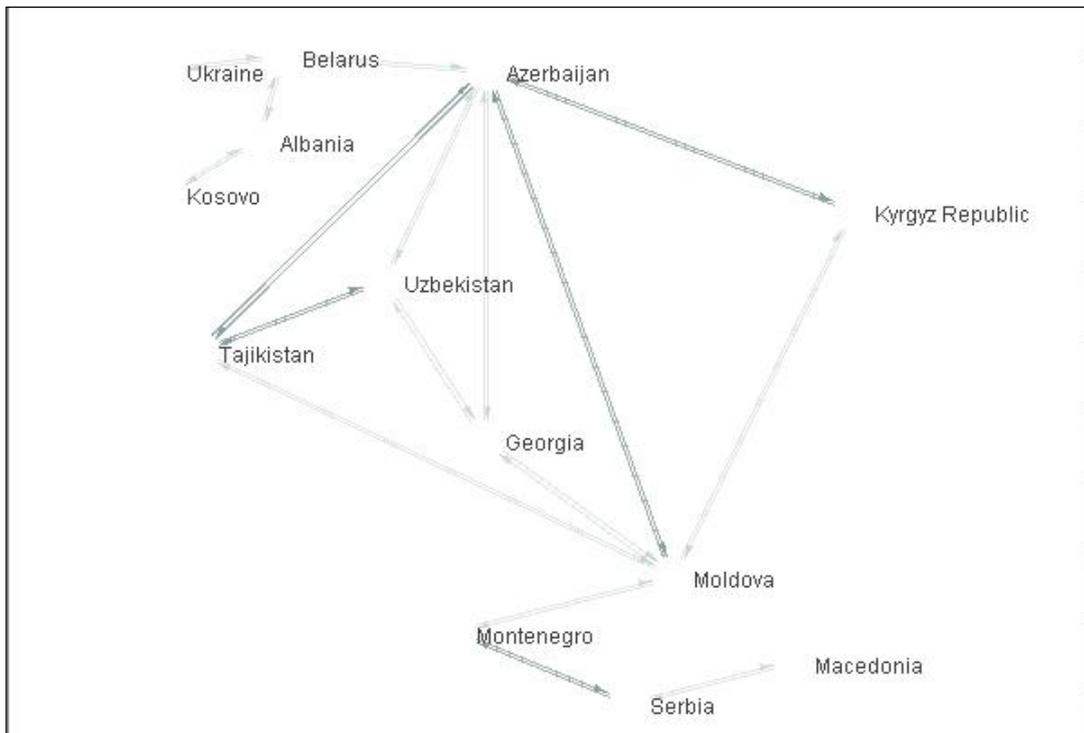
88. The Budget COP map on the other hand is far less dense, although nearly as complete under our estimate. Of specific interest are the nodes that have one or multiple connections at the centre of the map.

89. The Budget COP country map shows a fairly even spread of contacts across countries, with Moldova playing a central role. The role of Axerbaijan is related to the responses of one member, but it does show an important potential role for the member in connecting different clusters of the network.

Budget COP Individual Map (estimated to be 42% complete)

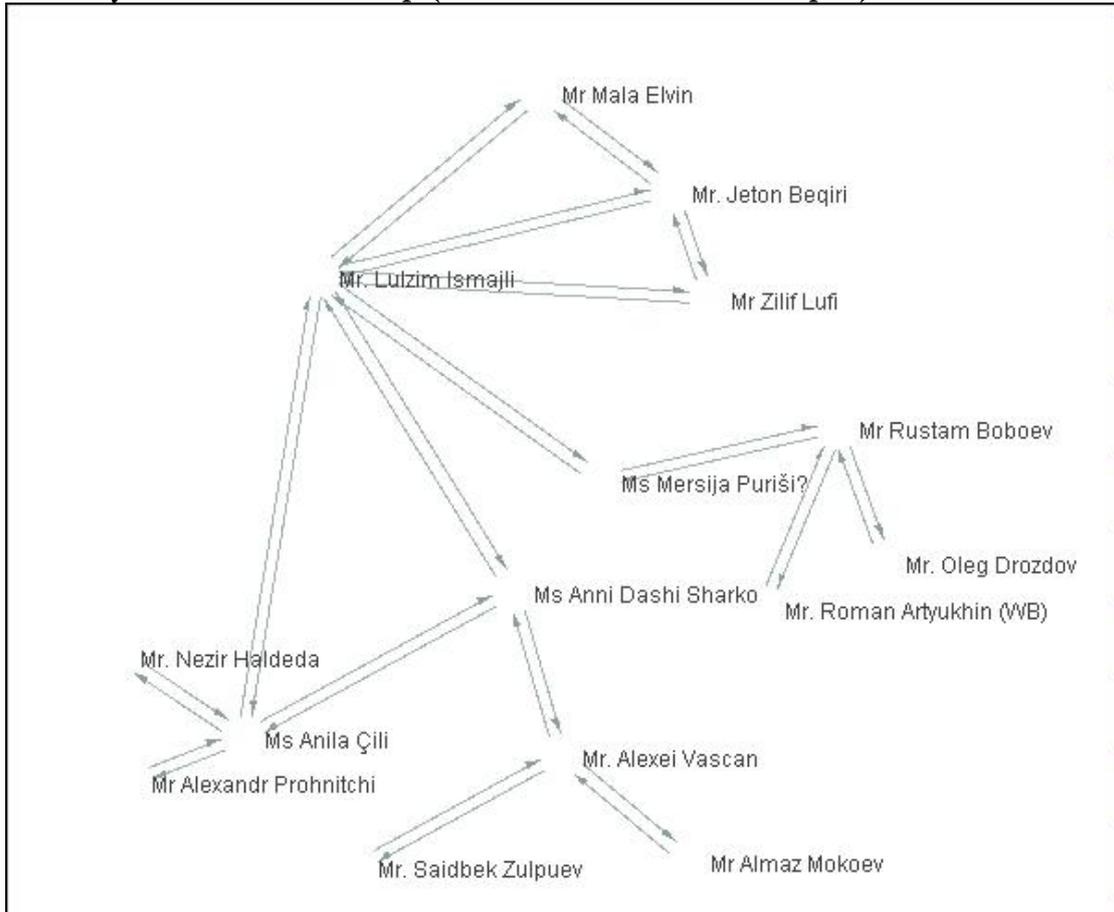


Budget COP Country Map (42% complete estimate)

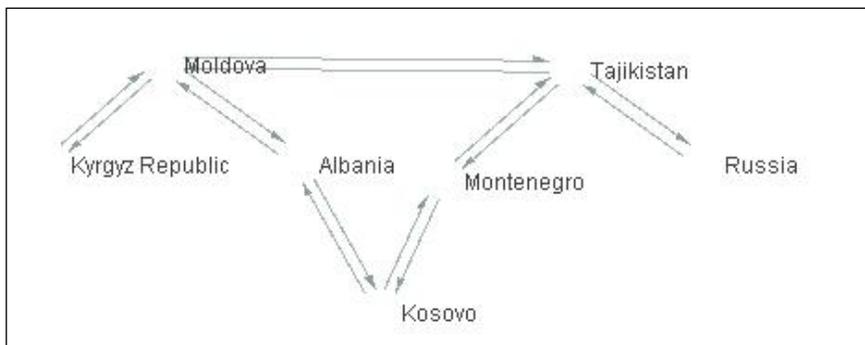


90. The Treasury COP map is not only under-developed, as a network the COP also has had far fewer events. The map therefore needs to be read with a view to the future (where are existing strengths that can be developed) than with a view to the past (what has worked so far). Moldova and Tajikistan connect to more countries than other countries in the network.

Treasury COP Individual Map (estimated to be 33% developed)



Treasury COP Country Map (33% estimate)



Question 4: Perceptions on the quality of resources and inputs

Overall results

	High quality	Quality	Mixed quality	low quality
The resources on the website generally are	0%	68%	29%	3%
Presentations and other inputs at events generally are	15%	64%	21%	0%
Inputs during country exchanges generally are	29%	43%	29%	0%
Tools and other materials generally are	13%	57%	27%	3%

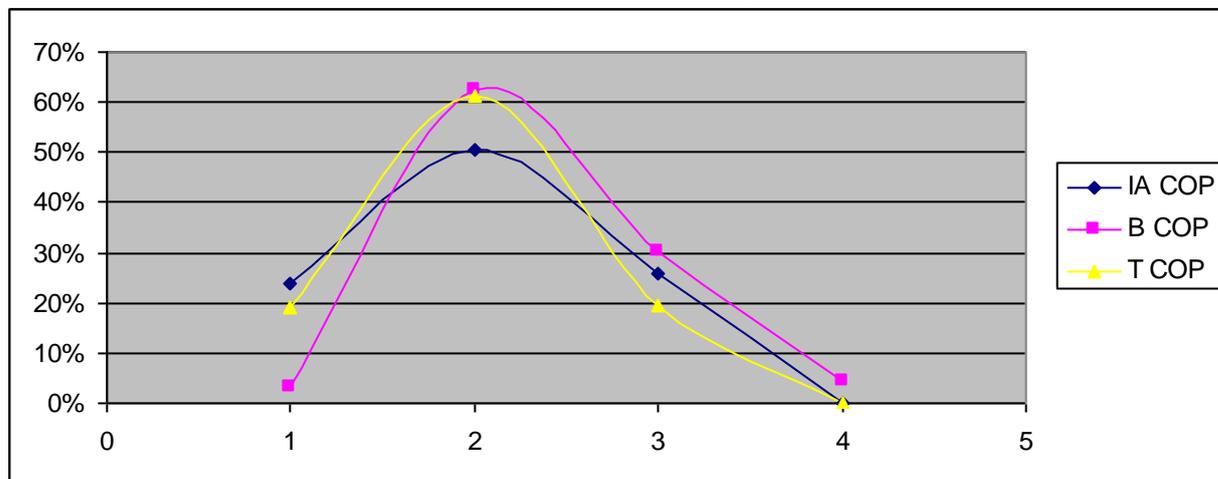
91. Key results:

- On average 72% of respondents thought that resources and inputs are either high quality or quality; 27% thought they were mixed quality and 2% thought the quality was poor.
- Of the 4 types of resources and inputs, website resources got the lowest vote and inputs at events the highest vote.
- However, note that almost 30% of respondents thought that inputs during country exchanges were high quality, whereas for the other categories of resources far fewer respondents were prepared to rate resources at this level.
- Of the three COPs
 - the Treasury COP fared surprisingly well, with the highest percentage of responses being in the quality or high quality grouping, and the lowest in the mixed quality or low quality grouping. Driving this is (i) rating of country exchange inputs (Moldova Kyrgyz Rep) (ii) rating of tools and other resources (Treasury Maturity Model; usefulness of model also confirmed in interviews).
 - The Budget COP fared the worst. Noteworthy is that no respondent selected high quality for any type of resource except for inputs during country exchanges. The Budget COP had more events than either the other two COPs, particularly country exchanges. In this category altogether 76% of respondents rated the inputs at high and very high quality.
 - The Internal Audit COP respondents rated inputs at events particularly highly. Altogether 91% of respondents thought these resources were of high or very high quality. Tools and other resources were second, with 80% of respondents' rating falling at this level. Of the remaining two categories the website and tools and other materials were rated similarly if the two categories are combined, but the inputs at country events pull ahead with more ratings in the high quality category.

- The higher members rate resources on average, the more active they are on average (0.13 correlation.)

Average choice across questions by COP

X axis: 1=high quality; 2=quality; 3=mixed quality; 4= low quality



92. Reflections

- The quality of resources is crucial in building a peer learning network. The positive correlation between rating of resources and activeness is an indication of this key role. There is some scope for the network to improve the availability and quality of resources.
- Assessing the comments it would appear that the low rating of the Budget COP resources can be connected to dissatisfaction with the organisation of the events and the quantity of resources, rather than the quality of the resources that were available themselves. One comment stressed that the topic coverage is too narrow, the other bemoans the lack of member country inputs (too many inputs by international experts, although another comment commends the quality of these inputs) and the third is unhappy that so much of events are taken up by organising the BCOP. When the BCOP events are compared to Internal Audit and Treasury plenary events, it does seem that more sessions were devoted to organising the network, rather than to learning. Besides the positive comment on the quality of international inputs, the other positive comment was on the quality of member country inputs. While the number of respondents was limited and the number of comments even more limited, the rating and the comments do offer the Budget COP food for thought.
- The quality of materials during country exchanges are appreciated across all three COPs.
- There is a need to ensure that the website is up to date and contains all the information / documentation provided at events. If copyright issues occur, that should be mentioned on the website. Judged by the comments, particularly the IACOP website seems to be incomplete.
- The comments provided by the IACOP also points to a continuous theme of the evaluation: that the needs of countries are not uniform and that network activities and content should take account of this. Some countries may require advanced

materials to develop already existing functions, but other countries are looking at operational level guidance in order to start developing a function.

Question 5: Learning in the network

93. There is a positive correlation across all respondents between network activeness and learning. This, together with the fact that not one respondent indicated that he / she is unlikely to use information gained from network activities in his/her work, indicates a solid baseline with regards to the network strategic objective as set out in the evaluation framework.

Results on average

	Yes	No, but I am likely to in future	No and I am unlikely to in future
Have you used the experiences of your fellow COP members or other learning in the COP to design, recommend or implement PFM reforms in your area of practice in 2007 and/or 2008?	55%	45%	0%

94. Key results

- That there are no negative answers is encouraging: network members believe there is value in PEMPAL.
- The more active members are, the higher the likelihood that they selected that they have already used PEM PAL in their work (correlation of 0.31).
- A similar correlation exist between members’ rating of resources and their responses on whether they have applied their learning (correlation of 0.27)
- The highest existing application of other countries’ experiences / learning amongst respondents occurred in the Internal Audit COP (78% of respondents have already used their learning). The lowest occurred in the Budget COP (36%). Treasury COP percentage surprisingly high (54%), given that it has not been active in 2007. Given that the Budget COP has had the highest number of events, that only 36% of respondents have applied their learning is disappointing.
- IA COP remarks point to usefulness of benchmarking, learning on legislative frameworks, instruction materials and reporting.
- Budget COP remarks concern usefulness of peer exchange on budget classification, MTEF, programme budgeting, the preparation of budget instructions.
- Treasury COP remarks point to application of learning on treasury single accounts, information management systems, CoAs and classification.
- Across COPs remarks point to usefulness of bilateral exchanges and plenary meetings.
- While the event-base partly drives which countries relate to which countries (in other words if the two years include a visit of Moldova to the Kyrgyz Republic), there is clustering when the countries citing experience is related to the experiences they could apply. Of course, countries would in the first place choose countries with similar contexts to learn from.

COP-specific results

	Yes	No, but I am likely to in future
IA COP	78%	22%
<p>Mostly is from the EU member states (Bulgaria, Rumania, Netherlands, Great Britain), and IIA. The latest contribution is the Capability Maturity Model, very interesting tool where our country was one of the pilot countries for testing of the model to be used as benchmarking model for the internal audit units in the public sector.</p>		
<p>During our visit to Republic of Bulgaria legislative and instruction materials have been introduced us. During developing of Laws of the Republic of Tajikistan “On Internal Audit” and “On financial management and internal control in public sector” in general as a base were taken Bulgarian Laws. Instruction materials will be adapted to our conditions.</p>		
<p>During participation in February 2008 in Istanbul Third Seminar of the Community of Practice of Internal Audit we had opportunity to study format and matter of annual report of the Ministry of Economy and Finance of Romania and Ministry of Croatia to the Government. It was very beneficial and useful for us in developing draft of format and content of report to our Government.</p>		
<p>Building strategy, self-assessments, certification.</p>		
<p>Regulation building.</p>		
	Yes	No, but I am likely to in future
Budget COP	31%	69%
<p>Budget classification, MTEF, program budgeting.</p>		
<p>Any of below mentioned were provided inputs "inspired" during COP plenary, joint or bilateral events: -Treasury Single Account. -Financial Management Information System. -Budget classification according to GFS2001 and unified chart of accounts. -MTEF. -Program budgeting.</p>		
<p>In the part of preparation of documents, which define development of the budget process.</p>		
<p>Three times I took part in bilateral exchange meetings between countries with Kyrgyzstan, Kazakhstan, and Tajikistan. It is really interesting and beneficial. We appreciate our colleagues from the Ministry of Finance of Kyrgyzstan, and Treasury Committee of the Ministry of Finance of , Kazakhstan , who were very open and well-disposed to us, and willingly shared their experience with us in those spheres in which they achieved good results: budget legislation, strategic planning, program budgeting, budget classification, implementation of information technologies and so on. I believe that the number of participating countries can be increased to 3, and also that it will be good to attract international experts to these meetings. Usually such meetings last 3 days but, taking into consideration 2 travel days, it is not enough time remains for work and discussions.</p>		
	Yes	No, but I am likely to in future
T COP	56%	44%
<p>Treasury Single Account Accrual accounting</p>		
<p>Digital archiving Digital signatures</p>		
<p>FMIS contribution, Management of TSA</p>		

Experience of Moldova -- is establishment of enterprise on providing service for Treasury in regard with information technologies. Experience of Russia on modification of record keeping and on implementation of funds management. Experience of Russia on unification of Budget Classification and Chart of Accounts.

95. Reflection:

- The survey information seems to indicate that the strategic objective of PEM PAL is being achieved. Of all the respondents most respondents indicated that they have already applied the learning within their work *and* those who have not seem to think that they have learnt something because they can see themselves applying learning in future.
- That only 36% of the Budget COP respondents have already used their PEM PAL experience while it is the COP that has had the most events (with a significant overlap of participation – 41% of people attending the Istanbul meeting had attended previous meetings), might indicate that there is a mismatch in topic choices or content choices within topics to members’ needs. This merits following up within the Budget COP (see box below).

Some of this follow-up has already been undertaken with the conducting of a Budget COP forward looking survey. Altogether 21 members of the Budget COP provided responses in the telephonic survey (of which 7 had also responded to the evaluation survey). A brief analysis of the survey responses indicate the following:

- Requests concerned the type of exchanges, the organisation of the exchanges and the content of exchanges.
- A repetition of the request that more time is devoted to substance and less to organisation (different respondent).
- Requests that the Budget COP should match like countries to like and arrange events accordingly.
- A requests for more discussion between participants and fewer presentations
- Several requests for more bilateral exchanges
- Requests for more presentations on other countries’ experiences.

Question 6: Ownership of the network

96. Altogether 55% of members across the three questions had a sense of ownership of the network. This is a positive result.

OWNERSHIP OF NETWORK

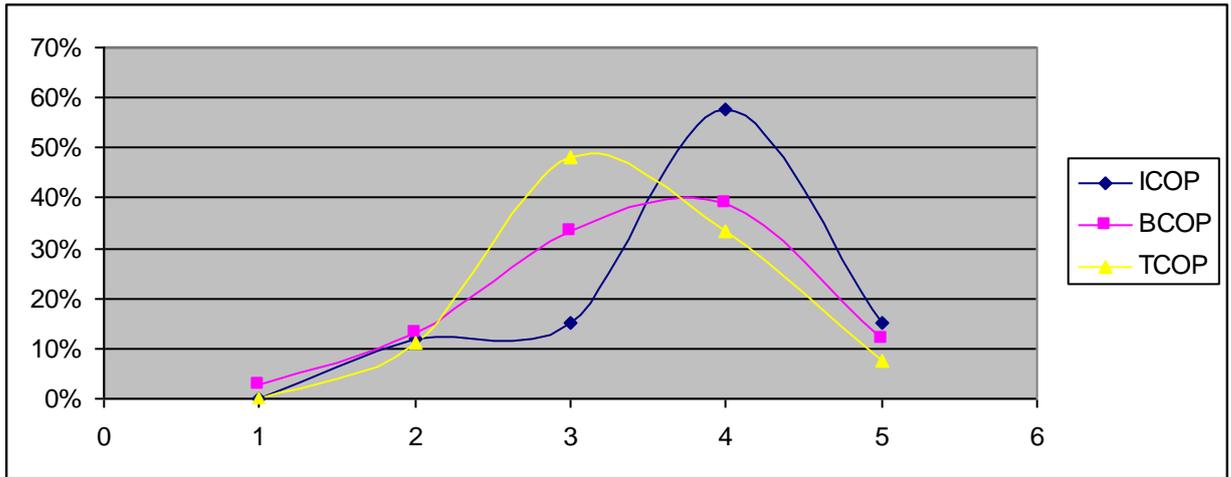
	Not true at all	Slightly untrue	Slightly true	TRUE	Very True
I have a sense of belonging to a network	0%	7%	22%	48%	22%
I believe I can influence priority setting in the COP	0%	18%	39%	30%	12%
The COP is being driven by its members	3%	13%	31%	53%	0%
Average	1%	13%	31%	44%	11%

97. Key results:

- Overall, there is an emerging sense of ownership amongst respondents: on average 55% have a strong sense of ownership and a further 31% have some sense of ownership.
- The more active contacts are, the more likely they are to have this sense of ownership (correlation of 3.1)
- However, although 70% of the members have a strong sense (true and very true scoring) of belonging to a network, only 42% believe that they can influence priority setting in the network and only 53% believe equally strongly that their COP is being driven by its members.
- There are strong differences between the COPs.
 - The strongest sense of ownership resides in the Internal Audit COP, where 82% of respondents said it is true or highly true that they have a sense of belonging to a network or can influence network priorities. However – perhaps in acknowledgement of the role of donors – only 55% of respondents believed that the network is driven by its members.
 - The weakest sense of ownership is in the Treasury COP, where only 41% of respondents on average chose true or very true in response to the questions. However, when the slightly true option is included, the Treasury COP fares better than the Budget COP, where 16% of respondents on average chose negative responses.
 - The Budget COP results across the three questions are interesting: whereas 71% of respondents indicated that it is true or very true that they have a sense of belonging to a network, only 23% indicated that they strongly feel they can influence network priorities and only 58% that the network is driven by members. 16% indicated that they believe it is untrue or slightly untrue that they can influence priority setting and drive the network.
 - The more active a member is, the higher his/her assessment of his/her ownership of the network.
- There is higher correlation between activeness and sense of ownership for the Internal Audit COP and Treasury COP (both 0.5) than for the Budget COP (0.2).

Average choice across questions by COP

X axis: 1=not true at all; 2=slightly untrue; 3=slightly true; 4=true; 5=very true



98. Reflection

- The majority of respondents of the PEM PAL network as a whole perceive themselves to be part of a network (70%). This is good, but on the other hand only 42% of respondents believed themselves to be able to influence priority setting and 53% believed that they were driving the network. If one relates a sense of ownership (rather than mere belonging) with a higher likelihood of sustainability, it would seem that a cautionary note with regards to the sustainability of the network is in order.
- By COP this manifests differently:

 - The Internal Audit COP did particularly well, insofar as 82% of respondents had a strong sense of belonging *and* a strong perception that they can influence the direction of the network.
 - As for perceptions of quality of resources and as for reporting of learning, the Budget COP fared less well than the two other networks when members' sense of ownership is assessed. However, this is driven by the perception that members cannot influence priorities and that they do not drive the network, more than purely by their sense of belonging to a network. But it still raises questions with regards to the sustainability of the COP.
 - The Treasury COP respondents presented in a similar fashion to the Budget COP, with far fewer respondents believing that they can influence priorities or drive the network: the differentiation however was smaller.
- The differences between the networks raise the question what the impact of how events were arranged, how agendas were chosen and how the network was governed was on the sense of ownership. The Budget COP spent the most time in plenary sessions organising itself, yet respondents do not believe they are driving the network or can influence priorities.
- Interestingly the sense of network ownership is correlated quite strongly with respondents' assessment of COP leadership (0.4 correlation), which seems to indicate that the quality of leadership might be crucial factor.

Question 8: Quality of support by the CEF

QUALITY OF SUPPORT BY CEF

	Highly unsatisfactory	Unsatisfactory	Satisfactory	Highly satisfactory
What is your experience of the secretariat support provided by the Centre of Excellence in Finance (CEF) in Slovenia?	0%	3%	52%	45%

99. Notes:

- Across all three networks 97% of respondents rated the secretariat support provided by CEF as satisfactory, or highly satisfactory, with the exception of 8% of the BCOP respondents, who rated the services as unsatisfactory.
- A high percentage of the Internal Audit COP and Treasury COP in addition rated the services as highly satisfactory (over 50% of respondents in both cases), while the weight of BCOP respondents chose satisfactory, rather than highly satisfactory.
- An explanation for the difference might be that the BCOP has been more exposed to the secretariat's support. There has been only one Treasury COP workshop besides the Istanbul plenary meeting (the launch meeting in December 2006) and the follow up Internal Audit Chisinau workshop in 2007 was arranged from the World Bank office in Chisinau. The Budget COP's follow up workshop in Tsiblisi was also arranged by the CEF.
- When across all three networks higher activeness in events and access to the website (both related to CEF services) are correlated with the rating of their services this argument holds water: the more active a member in these two ways, the lower his/her rating of the CEF. However, this negative correlation is slight (-0.2) and might have to do more with more exposure to CEF services resulting in more robust assessments, than with a fundamental problem with CEF's services.
- It is important to recognise that in addition to an overwhelmingly positive rating across the COPs even in the Budget COP the ratings are very high.

100. Reflection

- Respondents rate the CEF's services very positively. Given that
 - i. the CEF's exposure to the COPs has been limited (it was only employed as a full time secretariat in the beginning of 2008),
 - ii. respondents who have been more exposed to the CEFs services are more likely to rate the secretariat's services less positively (although not necessarily negatively), and
 - iii. most members will be more exposed over the next evaluation period, it is likely that the CEFs rating will be less positive in a next evaluation survey.

Question 8: Quality of leadership

QUALITY OF LEADERSHIP

	Very highly	Highly	Average	Below average
I rate the leadership and guidance provided by the Steering Committee	9%	47%	34%	9%
I rate the leadership and guidance provided by the COP Leadership team	6%	41%	53%	0%

Ratings by COP

Steering Committee leadership and guidance rating				
	Very highly	Highly	Average	Below average
ICOP	9%	64%	27%	0%
BCOP	0%	25%	58%	17%
TCOP	22%	56%	11%	11%
COP leadership rating				
	Very highly	Highly	Average	Below average
ICOP	18%	55%	27%	0%
BCOP	0%	8%	92%	0%
TCOP	0%	67%	33%	0%

101. Notes:

- 56% of respondents rated the Steering committee leadership and guidance highly or very highly. A further 34% thought it was average. The 9% who thought the leadership was below average is located in the Budget COP and the Treasury COP.
- Although no respondent rated the COP leadership below average, more rated it average than highly or very highly.
- Across the COPs, the Budget COP respondents were the most cautious in their response.
- For both questions members' positive responses were positively correlated with how active they are in the network. The higher their index score on activeness, the higher their rating of both leaderships (by 0.59 and 0.52 respectively)

102. Reflection

- As the survey did not ask respondents to provide reasons for their ratings, it is difficult to provide an indication of why the Steering Committee ratings are not particularly positive. However, only 9% of respondents thought the Steering Committee guidance and leadership was below average.
- The highest leadership rating was for the Internal Audit COP leadership, a finding which corresponds well with the central position of the COP leadership in the network map. Again, it is important to relate this finding to the initial set-up of the network, in which leadership was volunteered rather than elected. This might have been crucial in determining the amount of time individuals were prepared to put into their leadership and guidance tasks.

- The importance of quality leadership is highlighted by the high correlation between leadership, belonging and a sense of ownership, of which the latter two are important for network sustainability. The stronger respondents rated the leadership the more likely too they were to rate resources highly (0.4 correlation) and apply their learning (0.15 correlation).

Conclusion

103. While the survey was primarily undertaken to provide data for the baseline evaluation framework, the questions were constructed such that they have value for this evaluation beyond this purpose.

104. The following main conclusions can be drawn:

- Although the response rate was low (27% of contacts who received the survey) it (i) is not out of keeping with response rates for on line and e-mail surveys and (ii) it should be kept in mind that not all individuals on the contact list are necessarily members. Of those for whom the Istanbul event was at least the second event attended, almost 50% responded to the survey. On the other hand, the majority of responses to the survey are from this population (twice attendees at Istanbul). It seems important that each COP develops a more robust concept of which contacts are active (and how active) and use this knowledge to engage more strategically. Maintaining meaningful contact lists should be an important task of the secretariat.
- Respondents overall were positive in their responses. In particular most respondents indicated that they have already applied or are likely to apply experiences and learning through their COPs to their work.
- Most respondents indicated that they find network resources to be quality or high quality. Inputs at events are rated higher than other resources, and inputs during country exchanges received the most high quality ratings.
- Respondents showed a great interest in peer experience. Although expert inputs were rated highly, care should be taken that a balance is maintained between peer inputs and expert inputs.
- Findings with regards to the website were less positive. The new website was only launched towards to end of the review period (September 2008), but in any case has not been accessible. Care should be taken that the website is up to date and complete.
- After two years a start has been made in building a network that exists – and in which members provide support to one another -- outside of formal events. The Internal Audit COP shows the most progress in this regard. The Budget COP is relatively weak, particularly if one takes into account that it has provided the most opportunities for face to face contact. Particular countries and individuals seem to be more important in the Budget and Internal Audit COPs.

- The majority of members believe that they belong to a network, but a far lower proportion believes that they can influence priorities or drive the network. Future strategies would need to take this into account in order to facilitate sustainability of each COP. In the Budget COP the gap between belonging and ownership is particularly wide. In the Internal Audit COP this gap is much smaller.
- The leadership and guidance of both the Steering Committee and the COP leaderships are rated positively on average, although the COP leaderships are perceived more favourable. There is a positive correlation between respondents' assessment of the leadership and their assessment of ownership, the quality of resources and their learning.
- On average members are satisfied to very satisfied with the quality of the CEFs support.

The Baseline Performance Evaluation Framework

105. The baseline performance evaluation framework is provided on the next page. The framework utilises the survey findings as well as empirical verification as required. Not all indicators could be assessed as planned, since not all the data has been kept systematically. Where the original indicator could not be assessed, we've attempted to develop a proxy indicator. The forward evaluation plan (see Section V) however contains a proposal with regards to the data that should be kept for evaluation purposes.

106. In general the baseline shows positive results.

- In some respects allowance had to be made for the Treasury results, particularly where baseline activity levels are measured. Instead of using 2007 as a base year (as for the Budget COP and the Internal Audit COP), 2006 was used given that the Treasury COP was not active in 2007, besides joining in on the Moldova / Kyrgyz Republic exchange and a couple of video conferences of the leadership leading up to the Istanbul meeting.
- The lack of activity of the Treasury COP is visible in some of the results, particularly the output results (for example the low density of the network) and some of the input results (fewer members, fewer countries participating). Despite this however the COP did achieve good ratings amongst respondents for the quality of inputs and also for the degree of learning that is already taking place.
- The results for the Budget COP lag the results for the Treasury COP and the Internal Audit COP in some respects. Although the COP fared better than the Treasury and Internal Audit COP with regards to the number of individual contacts, its respondents to the qualitative survey in general returned lower ratings for the qualitative assessment questions with regards to network inputs and outputs. This aligned with a lower achievement on the strategic objective indicators.

- The evaluation suggests two possible reasons for the lag: Budget COP members have in general spent less time during plenary events on substantive sessions and more on organisation, and content sessions made less use of peer exchange and more of expert inputs than the other COPs. There might also be weaker influence by COP members on the choice of topics for events, which could lead to a mismatch with members' needs. The recent Budget COP survey aimed at assessing members' needs in drafting a strategic plan, should already address some of these weaknesses.

It is important however to acknowledge that the Budget COP results are not negative, just that they are less positive than the Internal Audit and Treasury COP.

Proposed evaluation framework Baseline Results

INPUT OBJECTIVES AND ASSOCIATED INDICATORS					
Objectives		Associated indicators and desired direction of change where relevant Time period that applies is since the last evaluation, unless specified otherwise	Results 2008 Evaluation		
Effective and efficient support by the PEMPAL secretariat and SC		xiv. More active contacts of COPs and SC rate PEMPAL secretariat and SC support satisfactory or highly satisfactory xv. An operational website (criteria: up to date, functioning links, representative of COP activities/outputs; hits) xvi. Regularity and attendance of Steering Committee Meetings	Secretariat support 87% (satisfactory and highly satisfactory) SC Support 56% (leadership rated highly and very highly) www.pempal.org inaccessible for most of the evaluation period (after its launch). Website statistics not available, but number of posts on forums = 57 in two years. (Budget COP 11; Internal Audit 40; Treasury COP 6). Resource base appears out of date Meetings every quarter, 86% institutional attendance		
Increase in real Resources		xvii. Increase in real resources xviii. Increase or no change in number of funders xix. Increase in real resource contributions from members (for future implementation)	Baseline 2008: USD 716 800 No of Funders 2008: 6 NA		
FOR EACH COP	A committed membership who has ownership of network	xx. Increase / no decline in number of target countries participating in COP activities on average per year xxii. Percentage of active individual contacts who believe they are able to influence network priority setting and have a sense of belonging to network	BCOP Baseline 2007: 15 Baseline 2007: 42 51% (true and very true) 84% (slightly true, true and very true)	TCOP Baseline 2006: 14 Baseline 2006: 28 39% (true and very true) 89% (slightly true, true and very true)	IACOP Baseline 2007: 19 Baseline 2007: 38 73% (true and very true) 89% (slightly true, true and very true)
	Good governance	xxiii. Existence of COP Strategy, annual activity plan and budget; degree of plan implementation xxiv. Network reports available as scheduled and distributed xxv. Regularity and attendance of Leadership Group meetings xxvi. Active contacts of COPs rate COP leadership highly	2008 Strategy exists, budget exists 2007 Plans implemented No reports scheduled 9% (highly)	2008 Strategy, budget exists 2007 plan not implemented No reports scheduled 67% (highly)	2008 Strategy and budget exists 2007 plan implemented No reports scheduled 73% (highly)

OUTPUT OBJECTIVE AND ASSOCIATED INDICATORS					
<i>The establishment of a network that connects well, is productive and is sustainable</i>					
FOR EACH COP	A COP that connects, shares information and collaborates well formally and informally	No of formal network events / opportunities for professional learning on average per year Average attendance of events by countries as a percentage of countries invited Percentage of participating countries and individual contacts attending events who have attended previous events Network density and diameter	Baseline 2007 COP-wide: 2 Sub-COP: 5 Invite lists not kept – as percentage of PEM PAL countries 2007 89 ⁴ % 41% (2008) Density: 0.092307694 Diameter: 9	Baseline 2007 COP-wide: 0 Sub-COP: 1 Invite lists not kept – as percentage of PEM PAL countries 2006 77% 8% (2008) Density: 0.116935484 Diameter: 4	Baseline 2007 COP-wide: 1 Sub-COP: 2 Invite lists not kept – as percentage of PEM PAL countries 2007 85% 44% (2008) Density: 0.141666667 Diameter: 5
	A network with quality learning resources	8. Percentage of network contacts reporting that they use website and/or other learning resources more than 6 times a year 9. Percentage of network contacts that rate network resources as of quality or high quality 10. Percentage of event participants who rate inputs at events as satisfactory or highly satisfactory	14% 59% 72%	56% 75% 79%	55% 72% 77%

NETWORK STRATEGIC OBJECTIVE AND INDICATORS				
<i>PEMPAL COP members learning from each other</i>				
Objectives	Associated indicators and desired direction of change where relevant			
<i>Time period that applies is since the last evaluation, unless specified otherwise</i>				
COP members learning from each other	4. No of COP participating countries and percentage of individual contacts reporting using COP experiences in designing and recommending or implementing PFM improvements in their own organisations 5. No of contributions from COP individual contacts to PEMPAL website, COP events and learning resources and no of technical assistance missions to other participating countries 6. Development (for Internal Auditors and Treasury COPs) and percentage of a sample of	BCOP	TCOP	IACOP
		31% (individual) 3 countries (survey + interviews) No negative survey responses 7 (2007) Developing responses to	56% (individual, survey) 4 countries (survey and interviews) No negative survey responses Benchmarking tool	82% (individual) 7 countries (survey and interviews) No negative survey responses 11 (2007) Benchmarking tool

⁴ Core PEM PAL countries: Albania, Armenia, Azerbaijan, Belarus, Bosnia and Herzegovina, Kyrgyz Republic, Tajikistan, Uzbekistan, Serbia, Moldova, Montenegro, Georgia, Kosovo.

	countries using developed COP or existing benchmarking tools	PEFA	developed 1 (2006)	developed 8 (2007)
NETWORK OUTCOME OBJECTIVE AND INDICATORS <i>Improvement of PFM systems</i>				
Improved PFM systems in member countries relevant to COP	<p>Budget COP</p> <ol style="list-style-type: none"> No of target countries where budget formulation and execution is based on administrative, economic and sub-functional/programmatic classification, using GFS/COFOG standards or a standard that can produce consistent documentation No of target countries where fixed budget calendar exists and is adhered to No of target countries where budget documentation has improved against the 9 PEFA budget information benchmarks No of target countries that prepare multiyear fiscal forecasts and allocation projections No of countries where frequent in-year adjustments are made to budget allocations (desired direction: fewer countries) <p>Treasury COP</p> <ol style="list-style-type: none"> No of target countries where a cash flow forecast is prepared for the fiscal year and updated at least quarterly, on the basis of actual cash inflows and outflows. No of target countries with STA No of target countries that undertake at least quarterly reconciliation of bank accounts and reconciliation and clearance of suspense accounts. No of target countries that have implemented international accounting standards No of target countries that have undertaken CoA reforms so that (i) CoA is compatible with international standards (ii) budget formulation and execution uses the same structure and classifications <p>Internal Audit COP</p> <ol style="list-style-type: none"> No of target countries where internal audit is operational for the majority of central government entities (measured by value of revenue/expenditure). No of target countries where reports are issued regularly for most audited entities and distributed to the audited entity, the ministry of finance and the SAI. No of target countries where majority of internal audit personnel certified No of target countries that have a legislative and regulatory base for internal audit 	Not assessed	Not assessed	

Interviews

107. The final activity of the evaluation was undertaken interviews with selected members and donors. In particular the donor members who have been providing content support and general guidance to the three networks were interviewed.

108. The interviews were undertaken in English, Serbian and Russian, depending on the respondents. The English interviews were done by Alta Folscher, Serbian by Urska Zrinksi from the CEF and Russian by Mary Betley, a Russian speaking Mokoro PFM consultant.

109. A guide was prepared for the interviewers (see annex 6). The purpose of the interviews was to collect ‘stories’ of members’ positive and negative experience of PEM PAL. Interviewers were requested to probe through the stories or through additional questions what works and what does not, how members’ experienced the organisation of their COP and how they think their COP can be improved in future.

Interview findings

110. For ease of assimilation the findings below are arranged around the three key evaluation questions:

- a. What is the value of PEM PAL: what has been achieved?
- b. What works and why, and what does not?
- c. How sustainable is the network?

However, the findings are interdependent and often a finding that is discussed under one question, has relevant information for the other two questions as well. The findings are not presented in hierarchical order.

What is the value of PEM PAL?

111. Respondents believe that their engagement with their COP is of significant value.
- Respondents appreciated highly meeting and engaging with their peers in other countries in the region. This is particularly true of their engagement with peers in countries that have similar PFM and cultural contexts.

On the value of peer exchange

“PEM PAL represents significant value. It is important that I meet colleagues from the region. It is less important that I meet colleagues from the UK or from Germany. I need to know how my colleagues in countries that are at a similar level of budget system development and have a similar culture are addressing problems. Culture is very important: it underlies how people behave in a budget system. Through PEM PAL I learn about countries similar to mine, but I also learn about others in the region and get to know their culture, their economies and their society. That helps me see mine more clearly.”

“PEMPAL is a very necessary and useful activity which helps participants in the region exchange and learn from others’ experience, discuss common problems, participate in discussions, introduce new PFM systems, and fulfil the country’s potential”

- Respondents found that hearing about similar reforms elsewhere helped them implement reforms in their own countries. The demonstration of reform approaches, of new mechanisms, of operational how-to is of great value.
- While positive demonstration is important, learning about other countries mistakes and lessons learnt has also assisted members. It is important to encourage through agenda setting not only the positive or successful interventions in budget, internal audit and treasury systems, but also the ones that did not work so well.

Learning from others' mistakes

We found it very interesting to compare the implementation of programme budgeting in different countries. It helped us not to repeat other countries' mistakes. We also the practice in capital budgeting in other countries and that the problems are the same. Other countries also have many capital projects put forward, but full implementation of existing ones are not happening. It helps to know that you share common problems.

- Respondents felt that the ability to refer to other countries' experiences assisted them in designing and arguing for improvements in their own country. Being able to refer to other countries' budget circulars, guidance notes, handbooks, legislation is very useful when attempting similar interventions locally.

Moldova / Kyrgyz Republic exchange on Chart of Accounts

In reforming its Chart of Accounts Moldova had been urged by advisors to use aligned classification structures for budget and accounting purposes. The Moldovan counterparts had been reluctant for some time to make this change, mainly because it presented a significant departure from existing practice and the value of the shift was not yet demonstrated. Classification and chart of account reforms were a key part of the Moldova/Kyrgyz Republic bilateral exchanges. These exchanges also brought together all three communities of practice. The Kyrgyz Republic was already in the process of implementing a new Chart of Accounts that applied both to budget and to account classifications, although with different degrees of disaggregation. On seeing the value of the change illustrated in the Kyrgyz case and observing how it works in practice, the Moldovan counterparts agreed to undertake similar reforms in the Moldovan system.

112. Donor respondents also pointed towards the potential for involvement in the network to build members as leaders within government. This thought was echoed by a member respondent who said that it is important that the network should connect to different levels of officials. While the more senior officials are important for the legitimacy of the network and while networking amongst them are important, for less senior officials involvement with the network has an important motivational tool. The learning involved can help people advance.

113. Participants recognised that the network is unique insofar as it effectively offered specific knowledge tailored to their needs for free.

Voluntary nature of the network

The value of the network insofar as it offers knowledge and important relationships for free is not articulated clearly enough. It is important that it is free, but in exchange the voluntary way of working is also important. We are all benefitting. This exchange of knowledge for free and a voluntary way of working is not articulated clearly enough to build the network.

What works and what does not?

114. Respondents place high value on being able to have face to face meetings with their peers. The inter-personal relationships that develop are important.

115. The plenary meetings are commonly rated as the most important type of event. Some respondents also indicated that at least once a year all three COPs should meet in a network plenary. The exchanges that occur at these events are important since many issues are cross-cutting across all three COPs.

Learning from PEM PAL activities

The work under the PEM PAL framework has been very useful for the Kyrgyz Republic. We have used information from COP activities in our draft "Law on Internal Audit" after consulting with participants during the seminar in Istanbul in February 2008.

116. Within the conference type events some members expressed an appreciation for the small group discussions. These allow them to internalise and digest the more formal presentations and to share information with their peers. Informal discussions are also very important and each conference should have enough space for informal exchanges to occur.

On the value of conferences

Conferences are the main means of communication. There are a lot of reasons. When you meet people, see them regularly and know them, then it is easy to communicate informally after that. At conferences you first get to hear about another country and see exactly what is there. One shares experiences amongst countries. The bilateral meetings and electronic communication is a supplement after this meeting and sharing.

117. Country exchanges are also rated highly, primarily because they allow focused and in-depth engagement with another country's systems. Respondents expressed an appreciation for being able to share operational level knowledge (what do key documents look like; how do processes work in practice, what rules have been developed in practice and how well do they work) during these exchanges and the illustration of other country's systems.

118. Besides more country exchanges and more peer input at plenary meetings, the building (and updating) of a library of examples from countries across the region can be a useful way to address this need electronically.

119. Respondents value inputs from other countries. They want to learn practically how things are approached elsewhere in the region. However, respondents also appreciated the inputs by

experts, although some cautioned that these inputs should not be too abstract and theoretical, but should be connected to practical implementation.

120. In the Budget COP the joint workshops with OECD network of senior budget officials were singled out as very useful.

Joint OECD workshops

The joint workshop with the OECD worked very well. Within PEM PAL it is good to hear experiences from countries at the same level of development. But it is also very important to share experience with more advanced countries to develop a vision for the direction in which one's system could move.

121. However, the differences between countries came out clearly, particularly with regards to culture and language. Within the Internal Audit COP for example there is a significant range of practice: where as some countries are building modern Intern Audit functions, others work in contexts that still preclude the implementation of an audit function. While the second group can learn from the experience of the first group, their needs are different. In some ways it is as if there are smaller network clusters within each of the network. There seems to be need to be strategic in how countries are brought together, and how plenary sessions are set up to ensure that the full spectrum of needs are balanced.

122. With respect to the differences between countries in the network, resource people for the COPs play an important role. There are inherent risks in applying one country's experience to another and the resource people – who have the expertise to understand the risks and who know the countries involved well -- are important in bringing countries' experiences together in ways that are sensible.

Language

Language is a big problem. It slows down exchanges and it is expensive. But there are other differences and these are very visible at conferences. There are good reformers and advanced countries – countries for whom getting into the EC is a long-term objective – and then there are more marginal countries for whom there is no need to push forward. And they are more passive.

 Very difficult is the language barriers. It makes interaction difficult. We have no problem to interact with the Asian countries, but it there is a problem interacting with the Balkans.

123. Besides differences with regards to culture and level of budget system development across the network, there are also differences regarding who attends events. For example in the Internal Audit COP in countries where the function of oversight of internal controls has not yet been afforded the status of Internal Audit, some participants do not have the authority to fundamentally change their context and put in place the building blocks towards a full Internal Audit function. Such participants are more interested in operational level learning. Other participants however have the authority to drive major change. For them a different type of support is required. Again in setting an annual work programme and setting the agendas for

planned events, these types of differences between participants and countries need to be taken into account.

124. Similarly, network resources and tools need to address different levels of system development to ensure that the full network requirements are catered for. Benchmarks that measure variation at the level of more advanced systems do not provide sufficient insight for systems that are lagging, and vice versa. However, the development of benchmarking tools is appreciated.

On benchmarking tools

Benchmarking our systems is useful to us. It helps to identify gaps and to measure how reforms are implemented. The Treasury model developed by Denner is very applicable. For both the Internal Audit and the PEFA model there are some issues related to measuring, but the Treasury model is just easier to use.

125. Respondents agreed in principle that a website can be a powerful tool, but have not found much value in the website so far. There is a desire that a more extensive resource base should be built, not only of presentations but also of additional materials that can provide the depth that is missing in presentations.

126. Respondents want e-mail correspondence to be targeted and to the point, since they are often short of time and have many emails to deal with on a daily basis.

On electronic communication

The website is useful, but it can be done better. Language is a huge barrier. The website can be more interesting, but we'll first have to be shown how to use it. I am not speaking about how to technically use it, but that its use should be facilitated somehow. Otherwise who will go first?

We are all very occupied with our daily work. The website is a good idea, but we have to interrupt our daily work to go on line and contribute. With conferences I am away and I can concentrate on PEM PAL. I would visit it if I need specific information, but not all the information I want is there. I want more contributions by other countries. It is good that there are some already, but I would like for it to be updated.

E-mail is a good way to communicate with me. But the mails need to be short and to the point. Even this mail you sent for this interview was too long and I nearly did not read it.

Face to face is the best. For conferences we invest the time and energy, we prepare ourselves, we think about the outcomes. It is a physical kind of networking. This electronic communication cannot duplicate. With electronic communication it happens when there are too many other things coming, one cannot determine what is priority. The internet is somewhat better because there one can choose when you visit the webpage. It is a good place to store our resources for all our use. It can be a first port of call for information, as a professional drawing on a professional network

As leadership people's e-mail responsiveness is not very good. It is the easiest way to

communicate, but not the most effective.

127. With regards to organisation some respondents pointed out that formalising the Budget COP leadership through election early in the community's establishment might not have worked. This meant that leadership was put in place before members fully grasped where the network might want to go. The route of having an initial volunteer leadership might work better, simply because that has a higher likelihood that the leadership will have ideas to take the network forward. Other members thought however that it was necessary to first formalise the network and that the volunteer structures can grow within the established shell.

128. Overall there is some debate as to how different COPs developed or were developed differently. The Budget COP appears to have formalised earlier and to have had more structured donor inputs, whereas the Internal Audit COP worked on a volunteer basis initially and had more member inputs from a wider range of members in its development. While this can be related to the different results with regards to members' perceptions and activities for the two communities, there is also appreciation within the Budget COP for the route chosen and the inputs provided by donor support. There is a sense that the network would not necessarily have survived if it were not for these inputs.

129. However, responding members commonly thought that the level of formalisation that is now in place is necessary.

130. Members were content with the governance structure generally.

131. There was a common appreciation for the way in which the Internal Audit COP has organised itself: in thematic groups that focus on specific issues that are important to the members. It is thought that this is a good way to involve more members in the network and ensure that needs are met. Both the Treasury COP and the Budget COP are moving in this direction.

Organising communities of practice

Having a joint steering committee joining professionals and funders works well. The outcomes from that are reasonable.

The internal audit community have working groups and we are trying to introduce the same. They can cover different topics and they provide a structure in which tasks can be performed by members, and in which members can report to each other on progress. The video conference facility is a good way for the groups to connect and discuss.

Initially it was important to spend time on giving members value for coming to the workshops. Members are busy people and to spend too much time initially organising the community of practice without having demonstrated the value, did not work so well.

Formalising the Budget COP was a necessary first step. We have assumed that we will continue working and find volunteers. We are trying now like the other COPs to engage as many

volunteers as possible.

How sustainable is the network?

132. Uniformly respondents expressed their appreciation for the role played by donors in driving the network. Specifically, the role played by the individual donor experts that support each network was highlighted. The roles take on many forms.

- Partly it is about drive. There is acknowledgement that the drive to build the network comes partly from donors. This is not equally true for all the networks: for the Internal Audit COP the specific forms that the network has taken and the quality of the leadership means that more drive comes from the members themselves. But even in the Internal Audit COP there is an understanding that this capacity is at its limit, just simply as a matter of time constraints on members.
- The role of facilitating exchanges is very important. Also the role of guiding the content development of the network.

Role of Donors

The donor resource person is very necessary to guide us. Somebody from the community takes this leading role. The communities are always evolving and the executive committees can change, but we need someone from outside from the donors to support the community's development.

The strong support of donors really works: the US Treasury the World Bank and others. The network would not have been established without their support and would probably not continue to function without it. We are occupied with our daily work, so support from donors is very important. It is financial support, yes, but more importantly the support to guide the network and bring us together. Without this future support from donors I am very scared that we would hardly have anything.

The guidance, the quality control and the facilitation are important functions played by donors.

Donors are also very important. They prepare so many things: all the papers, they act as coordinators activities, keep track of activities. They advise on what to do in certain moments. They are experienced people and so can guide the community.

133. There was also a common understanding that this role should be formalised into a permanent support for each COP, given that both network members and the donors who support them undertake PEM PAL activities in addition to their daily tasks. The secretariat should be extended to include professional support for each community. This professional support should work with community leadership to develop network events, resource basis and contents. The kind of strategic thinking that is required to grow the network and deepen its value is not something that either the current leadership or the current donor support has the time to undertake. The logistical support role played by the CEF is important, but not sufficient to ensure that the communities function well. This support would be important to guide and facilitate the connections that are established in each community.

A next step in developing the network structure

It is coming to the point where you require a clear link and continuous capacity that is substantive. It will not work if the strategy thinking and information flows are not in place. You need someone who can develop the resource base, support the leadership and help choose the best things to do. This is something that is essential: content support. It is important to have logistical support, but we need content support.

134. Overall there is acknowledgement that the communities are not yet sustainable without the input and drive from donors. It is acknowledged that the joint steering committee is a useful structure at this point in the network's development.

Section V: Main findings and recommendations

135. The PEM PAL network was established in Warsaw in April 2006. The network is organised in three Communities of Practice that are self-governed and organise their work programme and meet separately. Since 2006 (18 months) 6 plenary Community of Practice events have been held and one PEM PAL network plenary. Most of this activity took place in the remainder of 2006 and 2007. The year 2008 only saw one formal event – the Istanbul whole network plenary – complemented by work within the executive of each community to establish a strategic plan and a list of activities going forward.

Network Achievements

136. **The evaluation has shown that there is an incipient network in place.** This can be seen as the key achievement of the PEM PAL programme. While the Internal Audit Community of Practice appears to be the most firmly established, the Budget Community of Practice also has many active members. The Treasury Community of Practice is the weakest, primarily because it was not active during 2007. Despite this its members responded positively in many respects in the qualitative survey undertaken for the evaluation.

137. **The earlier work in the evaluation showed that there is strong objective coherence amongst members and the donors supporting the network.** The objective that was rated as the most important is that learning and peer exchange should take place amongst members. In the evaluation framework that was established this objective has been put at the level of the network strategic objective. Objectives that concern building a network and establishing a knowledge base on which the network can draw, were placed at the input level (in other words objectives with regards to the type of inputs that should be in place for the a network to evolve so that learning can occur) and output level (a network that connects well and in which members interact). The shared objectives with regards to what effect the network should have were placed at the outcome level, but in developing the framework caution was taken to make these objectives relate as much as possible to the specific work undertaken in each COP. Even then the network cannot claim strong attribution between its activities and achievements and changes in terms of PFM in member countries. Other external factors are too many and are too influential.

138. **At the input level across the communities of practice there is a secretariat and steering committee in place whose services are rated by the members.** The steering committee meets regularly and the meetings are relatively well attended. There are financial resources available and interest amongst donors to continue supporting the network.

139. **The qualitative survey has shown that each community of practice has some core of members who feel themselves part of a network, who has participated in multiple events and who has contributed to the network.** This is the strongest in the Internal Audit Community of Practice. For the Treasury COP the number of members are smaller (because there has been so few events very few people have attended more than one event), but the sense of belonging to a network is surprisingly strong. The anomaly is the Budget Community of Practice, in which the most plenary and country-based events have been held, but which lags the other two communities in terms of how members see their involvement and how they rate various aspects of the network.

140. **Overall responding members' sense of ownership is less strong than their sense of belonging to the network, and this gap is particularly large with regards to the Budget COP.** Overall members rate the quality of leadership in their communities and overall, but this result is the weakest for the Budget Community of Practice. The higher members rate the quality of leadership, the higher their sense of being able to influence priorities and drive the network.

141. There is scope for improving member's level of activeness beyond event attendance, as well as increasing repeat attendance at events. While few respondents reported not using the website at all, not that many reported using it often (53%). There is a high correlation between members' judgement of website quality and their use of the site.

142. Mapping out how responding members' informal contact operates for the Internal Audit shows the role played by a strong leadership in building a strong output. By contrast the Budget COP has a far weaker leadership, judged by the network maps. This might be related by the fact that the Budget COP leadership was elected early and that the leadership rotates. However, it should be noted that the maps are also not complete, since only a percentage for each network of what can be considered 'core' members responded.

143. This finding has to be tempered with acknowledgement that the pool of core members might still be on the shallow side, for the Internal Audit and Budget COP as few as 10 to 20 members and for the Treasury COP even fewer. Different countries are strong in each COP. The poor response rate to the survey and difficulty experienced by the evaluation team in agreeing on interviews point to the existing contact list perhaps being far bigger than the actual functioning network. A key challenge for the future is to grow the pool of core members.

144. The quality of resource is crucial in building a peer learning network. **Overall responding members rated the quality of resources.** It is clear however that there is further work that needs to be done on the website: while the structure appears to be adequate (and is accepted by the members judged by the survey, interviews and other sources) members don't use it. There would need to be a strategy to get members to use the website.

145. Members of the Budget COP were more negative about the resources than other COPs. However, it would seem that this has to do more with how event agendas are constructed and the quantity of resources that are available, than with the quality of the resources that are available. This is an important factor for the whole network: it is important that the resources that are made available through the network's activities align well with the needs of members.

146. Country exchanges generate the most appreciated resources.

147. However, the needs of countries are not uniform. This would require strategic development of themes and inputs and resources within those themes to ensure that all members benefit.

148. Given that most necessary inputs to establish a network are in place (to a more or lesser degree by network and by input), and given that there is an incipient network that is connecting both formally and informally, one can therefore expect some learning to occur. This is borne out by the findings of the evaluation. ***If the results of the qualitative survey as well as interview responses are considered, the network has had some success in achieving its strategic objective. Countries are learning from one another.*** This learning takes many shapes: it may be about taking up a reform path having seen improvements in another country; it may be about drawing on other countries' example when developing tools for budget or treasury management or for undertaking the tasks of an internal control oversight function. It may be about benchmarking and the value of comparing systems. It may be about learning from other countries' mistakes, or just about understanding one's own context better when learning how peer differ.

What works and what does not

149. **Conferences and plenary events are crucial at this point in network formation.** At this stage the value of these events are not only the learning that takes place, but also the value for building a network of peers that have inter-personal relationships and who can connect outside of the formal event.

150. However, these events are not without problems. In some ways each community is made up out of a cluster of sub-networks of language, regional and 'development status' groupings. Countries that are similar and which are at a similar stage of system development connect better. However, this does not mean that there should formally separate networks: the learning that takes place across these sub-groupings are also of value (in the same way that members do value engagement with countries outside of the region). Members have indicated that they appreciate small-group discussions at the large formal events as a part of the agenda, so that they can connect in language and regional groups and relate.

151. **Members also place high value on country exchanges.** These also offer greater opportunity for matching countries that are similar, have similar problems or where cross-learning can occur.

152. The video conference modality is not very popular: members prefer face to face meetings. However, members uniformly acknowledge that it is efficient and would like to see more of its use.

153. **Members acknowledge that there is value in a website and electronic communication. However, currently use of it and its effectiveness are still relatively low.** This is borne out by the qualitative survey, but also by the low use of the forum facility. Members have expressed a desire for the website to be kept up to date and to be a much more extensive repository for materials that will be useful to them.

154. Overall network resources can be developed far more strategically.

155. **Members are generally content with the network structure and governance arrangements.** There is some debate as to the route by which different communities got to their current level of development and organisation. It would appear against the results of the qualitative survey that there were some advantages in the route that the Internal Audit COP took: more time for content matters in initial workshops, demonstrating higher value and allowing needs to become apparent; a leadership that took up the task having volunteered and therefore with some ideas, more time and more willingness to take on the burden of initiating, organising, connecting and producing.

156. However, the picture is not necessarily that clear. On the other hand it is the Budget COP that responded more to the invite to put forward proposals for country-based exchanges. It is from these exchanges that significant value and learning accrued for Budget COP members.

157. **The intention of all three communities for the future however looks in line with the lessons learnt:** increasing work with volunteers; working in thematic groups; assessing members needs and allowing members to set the agenda and develop activities.

158. **The guidance provided by donors has been extremely important.** Donor experts play an important role in driving, facilitating, connecting and guiding the communities of practice.

How sustainable is the network

159. Networks develop over time. In his presentation to the Steering Committee earlier this year Etienne Wenger pointed out that there is a life-cycle to networks that are like any other relationship. Networks mature from a stage where there is potential for relationship, to the coalescing of the potential into an actual entity, following by maturing, sustaining and transformation into a new cycle of rejuvenation. **The PEM PAL network in each of its Communities of Practice can be judged to be at the coalescing stage. Its sustainability is therefore still fragile and should still be nurtured.**

160. This nurturing should take place on all levels of the evaluation framework. Clearly the network will only develop if members realise the value and learn from one another, but also this would only occur if the network exists, if members connect successfully and if the necessary, quality inputs are in place. **A lot of attention in these early years needs to be paid to how the**

network develops and the strategic interventions that are required to nurture growth, quality membership and sustainability.

161. Another perspective of sustainability is to assess what the different roles are that are necessary for a network to be sustained and developed. PACT in their 2007 report to the World Bank Institute ⁵distinguishes between the different roles that are required to initiate and sustain a networking initiative. The table below presents these roles and indicates to what degree they are fulfilled in the network and by whom.

162. The following observations can be made:

- The network was initiated not by its members, but by its sponsors. This can almost be seen as an initial ‘deficit’ for sustainability that needs to be overcome, not necessarily in the financial sense, but in the sense of establishing and sustaining network effectiveness.
- **Too many key roles are still vested in donors and not yet in members or permanent capacity for the network itself.**
- A key set of roles that are still far too strongly vested in donors, and are not the core responsibility of people but an extra task they fulfil in addition to their fulltime employment, is around content development and support. As a function of that the brokering of relationships, which in a knowledge based network needs to occur with full understanding of content issues (and particularly so for the network with its risks of replicating from one country to another), is also still far too concentrated with the sponsors rather than the network members.
- Another key role that requires permanent support – as is recognised by some members in the interviews – is that of strategist, a crucial role at this stage of development.

Role	Definition	Current situation in PEM PAL
Visionary/ founder	An individual or organisation with a vision that sets out to achieve the vision	Donors
Magnet	An organisation that is able to bring others to the table through its brand name, power or resources	World Bank and other supporters
Investor an sponsors	An organisation that is willing to provide funds to initiate and sustain initiative	Donors
Relationship broker	Facilitates connections between groups and encourages sharing, discovery and idea development	Initially donors for all three COPs Donor for Budget COP and Treasury COP Function somewhat taken over by Internal Audit COP leadership

⁵ PACT, 2007. Networks for Capacity Development, Report to the World Bank Institute, PACT.

Subject matter expert	Knowledgeable and experienced individuals who contribute with information, discussion, and leadership in their topic areas	Donors and members Internal Audit COP strongest location of function in members Emerging in Budget COP, but early work provided externally
Marketing and Communications	Packages and communicates features of network to internal and external audiences	CEF
Member	Members participate because of value they find and create for themselves and other	Emerging members in all three COPs
Knowledge manager	Captures, organises and integrates information across initiative	Donor experts, but only to limit of availability.
Service, technical assistance provider	Delivers services and content to beneficiaries of network. Can also be involved in development of content.	External experts, facilitated by donors
Coordinator/systematiser	Guides to community's strategic intent, energises the process and provides nourishment for the community	Donor experts, COP leadership
Manager of operations	Addresses the day to day needs of the network, its members and staff, including configuration of access	Steering Committee, CEF

Recommendations

163. There are several specific recommendations contained in the text throughout the report. This section does not seek to repeat these recommendations – that are specific to the areas discussed – but rather to distil a limited set of key recommendations.

164. These are:

- *The Steering Committee should continue to facilitate the conducting of plenary events.* Given that the network is still coalescing these events are crucial to hold on to existing members, pull in new members and to build a brand name and recognition for the network. Plenary events should be held frequently, at least once a year at the cross-COP level and at the COP level.

The long gap since the beginning of 2008 can be of concern and all three COPs should put there strategic plans in motion as soon as possible.

- *These plenary events should be supplemented with smaller language, region or 'system development status' meetings* between sub-clusters of countries around specific topics of interest. These meetings should be carefully strategised to ensure that they contribute maximally to network development.
- *Contributions by members are crucial to building a cohesive network.* In early years it is almost worthwhile to trade-off contribution and quality of contribution to encourage participation. Event agendas should therefore provide enough space for members to contribute, and to discuss. Small group discussions are appreciated.
- Plenary meetings should also take care to still demonstrate the value of the network. *The agendas should therefore balance organising tasks with learning sessions better.*
- *All three networks should allow members to set the agenda for the network:* event agendas should be developed with maximum input by members. Donors can provide a guiding role, but should take care not to dominate.
- Care should also be taken to balance participation at events between members and between members and donors to encourage ownership by members.
- *All three COPs will have to be strategic to expand the pool of core, dedicated members.* There should be a more strategic awareness of who these members are currently and how they can be used to expand the pool. Perhaps in interim strategic task before the next evaluation can be a more comprehensive assessment of how people connect informally.
- *All three COPs should attempt to build up their resource base.* The existing resource base is out of date and does not appear to be comprehensive. The resources that are provided should respond to the needs in the network. The resources can be both analytical in nature or operational, since both types of resources fulfil existing needs in the network. However, there is a definite need for sharing operational materials amongst countries. The website can function as a repository of country example materials.
- *Further thought is required to develop the website.* Even assuming that the new website offers all that members might need, there is still a need for a strategy to make members aware of the website and to increase their use of it. It is important that members' needs are understood, as well as why they use or might not use the website. This can be perhaps an area of follow up work.
- *The basic governance structure works and should continue.*
- *However, there is a need to develop the secretariat to include professional, substantive, strategic and content support for each network.* Currently these crucial tasks for network development are loosely shared between the leadership and the donor experts that support each network. Gaps develop and there is an argument to be made that the distribution of tasks are not always optimal. Furthermore, this is not sustainable and not effective. There is cause to appoint for each COP initially at least one individual who can take on the burden of, amongst other
 - Coordinating between stakeholders
 - Strategising for network development, resource base development
 - Oversee the quality of marketing, communications and the resource base
 - Develop content ideas and make leadership content ideas happen
 - Strategising connections between countries and individuals in the network
 - Act as programme director for events, in consultation with leadership and donor experts

- Act as quality check on inputs and support for members to develop inputs.

Recommendations for forward evaluation plan

165. This is the first comprehensive evaluation of the PEM PAL initiative. It has established a baseline evaluation framework and a baseline methodology for forward evaluations.

- It is recommended that this evaluation is repeated in 2010.
- For continuity sake a similar methodology should be followed, comprising a qualitative survey, an empirical investigation of network processes and outputs and a series of interviews with members.
- However, it would be useful that the interviews are done more extensively. One way of achieving this is to ensure that the evaluation team attends network events in order to engage with members on a face to face basis.
- Similarly, the qualitative survey should first be administered at an event to boost responses. This can then be supplemented with a web-based survey of members who had not attended or not responded.
- There should be a collection of statistics and materials for evaluation purposes. Particular materials include:
 - Keeping invite lists for steering committee and leadership meetings
 - Minutes of all steering committee and leadership meetings
 - Website statistics (number hits, click through statistics)
 - Consolidated budgets and accounts for the network overall and each COP, for both income and expenditure.
 - Invite and actual participant lists for all events, both plenary and country-based.
 - Contact lists
 - All COP strategic and institutional documentation (Strategies, action plans, reports)

Annex I: Surveys on objective preferences

Country participant Survey

PEM – PAL Plenary Plus Evaluation

Istanbul, Turkey

February 24 - 29, 2008

The [Public Expenditure Management-Peer Assisted Learning \(PEM-PAL\)](#) program represents an innovative approach to capacity-building in public finance management. It relies on a set of learning methods – such as peer learning, creating opportunities for knowledge sharing, and the development of Communities of Practice (CoP's) to help exchange information among its membership. Benchmarking progress through the development and use of performance indicators help set priorities and measure improvements. The expectation is that these activities will build capacity and bring about improvement in public finance managements systems. Both the means for developing capacity and its effects upon improving country financial systems are important components of this program.

The PEM-PAL Steering Committee has asked the World Bank to assist with gathering information that will be used to evaluate all aspects of the program. We are asking for you to help by answering the following questions. The information you provide is important. Please take the time to read each question carefully and answer as accurately as possible.

This questionnaire has four parts. Part I invites you to provide some general background information. Part II asks you to rate a set of program objectives for how important you believe them to be. Part III asks you to provide us with other program objective you believe are important. Part IV asks you to provide us with examples from your experience with PEM – PAL, of what works and what may not be working. We would like to hear both positive and negative stories related to the program.

To answer all closed-ended questions, please completely fill the circles corresponding to your answers, like this: and **not** like this: .
If you made a mistake in marking an answer (that cannot be erased), please do the following to correct it: 1) fill the circle indicating your preferred answer, 2) draw an arrow to it, and 3) write the word “correct” next to the arrow.

I. Background information

1. Are you:

- a Male
- b Female

2. How old are you? (Please fill only one circle.)

- a Less than 30 years old
- b Between 30 and 39 years old
- c Between 40 and 49 years old
- d Between 50 and 59 years old
- e 60 years old or older

3. A Please list your Country and Community of Practice (COP):

a Country _____

b COP _____

4. From the list below, please indicate the highest educational **level** (or its equivalent training) that you have reached. (Please include what you studied for, even if you have not completed your studies at that level. Please fill only one circle.)

a High school/secondary education or lower

b Basic university level (e.g., studying for Associates, D.E.U.G., Tecnicatura, etc.)

c Intermediate university level (e.g., studying for Bachelors, Licence, Licenciatura, etc.)

d Masters level or equivalent (e.g., studying for MBA, Maîtrise, Maestría, etc.)

e Post-Masters level or equivalent (e.g., studying for ABD, D.E.A., etc.)

f Doctorate level or higher

g Other (Please specify and describe it with regard to the above list:

5. Have you successfully completed the above level of studies yet? (Fill only one circle.)

a Yes

b No

6. Have you attended a PEM-PAL conference in the past?

a Yes

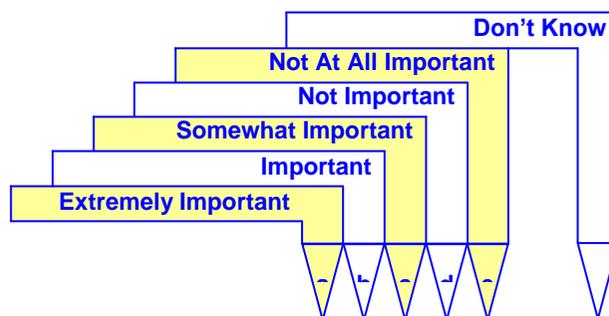
b No

7. What position do you hold in your country organization?

- a Minister or Deputy Minister
- b Legislator/Parliamentarian
- c Head of Sub-national/Local Government
- d Head of Organization
- e Manager within Organization
- f Professional/Technical Staff
- g Other: _____

II. PEM – PAL Objectives

Following is a list of PEM-PAL specific and overall program objectives. These cover all phases of the program. Please rate each one on how important it is to the program. If you are unsure about any of the listed objective, please mark Don't Know.



(Using the scale on the right, please fill one circle per item.)

8. CoPs are communicating regularly, and have developed and are implementing action plans satisfactorily.	<input type="radio"/> a	<input type="radio"/> b	<input type="radio"/> c	<input type="radio"/> d	<input type="radio"/> e	<input type="radio"/>
9. The PEM-PAL web site is functional and regularly used.	<input type="radio"/> a	<input type="radio"/> b	<input type="radio"/> c	<input type="radio"/> d	<input type="radio"/> e	<input type="radio"/>
10. CoPs participants have benchmarked their countries' performances with measurable and actionable indicators, and have shared these with other participants.	<input type="radio"/> a	<input type="radio"/> b	<input type="radio"/> c	<input type="radio"/> d	<input type="radio"/> e	<input type="radio"/>
11. PEM-PAL small grant fund utilized to undertake study tours to other countries or carry out other learning activities	<input type="radio"/> a	<input type="radio"/> b	<input type="radio"/> c	<input type="radio"/> d	<input type="radio"/> e	<input type="radio"/>
12. CEF developed capacity to organize PEM-PAL events and support CoPs activities	<input type="radio"/> a	<input type="radio"/> b	<input type="radio"/> c	<input type="radio"/> d	<input type="radio"/> e	<input type="radio"/>
13. Improved fiscal transparency in member countries	<input type="radio"/> a	<input type="radio"/> b	<input type="radio"/> c	<input type="radio"/> d	<input type="radio"/> e	<input type="radio"/>
14. Improved budget credibility in member countries	<input type="radio"/> a	<input type="radio"/> b	<input type="radio"/> c	<input type="radio"/> d	<input type="radio"/> e	<input type="radio"/>
15. Improved control in budget execution	<input type="radio"/> a	<input type="radio"/> b	<input type="radio"/> c	<input type="radio"/> d	<input type="radio"/> e	<input type="radio"/>
16. Improved quality and comprehensiveness of government accounts	<input type="radio"/> a	<input type="radio"/> b	<input type="radio"/> c	<input type="radio"/> d	<input type="radio"/> e	<input type="radio"/>
17. More effective and efficient spending in member countries	<input type="radio"/> a	<input type="radio"/> b	<input type="radio"/> c	<input type="radio"/> d	<input type="radio"/> e	<input type="radio"/>

- | | | | | | | |
|--|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-----------------------|
| 18. Improved financial governance through external oversight in member countries | <input type="radio"/> a | <input type="radio"/> b | <input type="radio"/> c | <input type="radio"/> d | <input type="radio"/> e | <input type="radio"/> |
| | <input type="radio"/> a | <input type="radio"/> b | <input type="radio"/> c | <input type="radio"/> d | <input type="radio"/> e | <input type="radio"/> |
| 19. Improved financial management in member countries | <input type="radio"/> a | <input type="radio"/> b | <input type="radio"/> c | <input type="radio"/> d | <input type="radio"/> e | <input type="radio"/> |
| 20. Network members share reform successes and failures | <input type="radio"/> a | <input type="radio"/> b | <input type="radio"/> c | <input type="radio"/> d | <input type="radio"/> e | <input type="radio"/> |
| 21. Network members learn from each other's practices | <input type="radio"/> a | <input type="radio"/> b | <input type="radio"/> c | <input type="radio"/> d | <input type="radio"/> e | <input type="radio"/> |
| 22. PFM capacity improves in the throughout the region | <input type="radio"/> a | <input type="radio"/> b | <input type="radio"/> c | <input type="radio"/> d | <input type="radio"/> e | <input type="radio"/> |
| 23. Improved PFM in each member country | <input type="radio"/> a | <input type="radio"/> b | <input type="radio"/> c | <input type="radio"/> d | <input type="radio"/> e | <input type="radio"/> |
| 24. Country good practices replicated throughout the region | <input type="radio"/> a | <input type="radio"/> b | <input type="radio"/> c | <input type="radio"/> d | <input type="radio"/> e | <input type="radio"/> |
| | <input type="radio"/> a | <input type="radio"/> b | <input type="radio"/> c | <input type="radio"/> d | <input type="radio"/> e | <input type="radio"/> |

III. Additional Program Objectives

If you feel we have not covered all important program objectives in Part II, please list what you believe to be additional, important objectives:

Donor Survey

PEM – PAL Plenary Plus Evaluation Istanbul, Turkey February 24 - 29, 2008

The Public Expenditure Management-Peer Assisted Learning (PEM-PAL) program represents an innovative approach to capacity-building in public finance management. It relies on a set of learning methods – such as peer learning, creating opportunities for knowledge sharing, and the development of Communities of Practice (CoP's) to help exchange information among its membership. Benchmarking progress through the development and use of performance indicators help set priorities and measure improvements. The expectation is that these activities will build capacity and bring about improvement in public finance managements systems. Both the means for developing capacity and its effects upon improving country financial systems are important components of this program.

As representatives of key donor countries and the World Bank, we are interested in learning what you believe are the major objectives of this program. The PEM-PAL Steering Committee has asked the World Bank to assist with gathering this information that ultimately will be used to evaluate all aspects of the program. We are asking for you to help by answering the following questions. The information you provide is important. Please take the time to read each question carefully and answer as accurately as possible.

This questionnaire has four parts. Part I invites you to provide some general background information. Part II asks you to rate a set of program objectives for how important you believe them to be. Part III asks you to provide us with other program objective you believe are important. Part IV asks you to provide us with examples from your experience with PEM – PAL, of what works and what may not be working. We would like to hear both positive and negative stories related to the program.

To answer all closed-ended questions, please completely fill the circles corresponding to your answers, like this: and **not** like this: .

If you made a mistake in marking an answer (that cannot be erased), please do the following to correct it: 1) fill the circle indicating your preferred answer, 2) draw an arrow to it, and 3) write the word “correct” next to the arrow.

I. Background information

14. Are you:

- a Male
- b Female

15. How old are you?(Please fill [only one circle](#).)

- a Less than 30 years old
- b Between 30 and 39 years old
- c Between 40 and 49 years old
- d Between 50 and 59 years old
- e 60 years old or older

16. From the list below, please indicate the highest educational **level** (or its equivalent training) that you have reached. (Please include what you studied for, even if you have not completed your studies at that level. Please fill [only one circle](#).)

- a High school/secondary education or lower
- b Basic university level (e.g., studying for Associates, D.E.U.G., Tecnicatura, etc.)
- c Intermediate university level (e.g., studying for Bachelors, Licence, Licenciatura, etc.)
- d Masters level or equivalent (e.g., studying for MBA, Maîtrise, Maestría, etc.)
- e Post-Masters level or equivalent (e.g., studying for ABD, D.E.A., etc.)
- f Doctorate level or higher

Other (Please specify and describe it with regard to the above list):

17. Have you successfully completed the above level of studies yet? (Fill only one circle.)

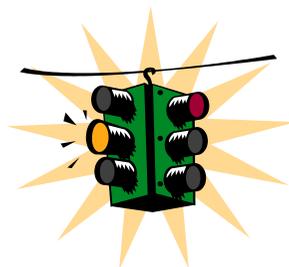
Yes

No

18. Have you attended a PEM-PAL conference in the past?

Yes

No



If you are representing a donor country, please answer questions 6 and 7. For World Bank staff, please skip to question 8.

19. Please list your Country and the donor agency you represent:

Country _____

Agency _____

20. What position do you hold in your country organization?

Minister or Deputy Minister

Legislator/Parliamentarian

Head of Sub-national/Local Government

Head of Organization

Manager within Organization

Professional/Technical Staff

Other: _____

21. What is your grade level at the World Bank? ([Fill only one circle.](#))

GA-GD

GE

GG

ETC/STC

ETT/STT

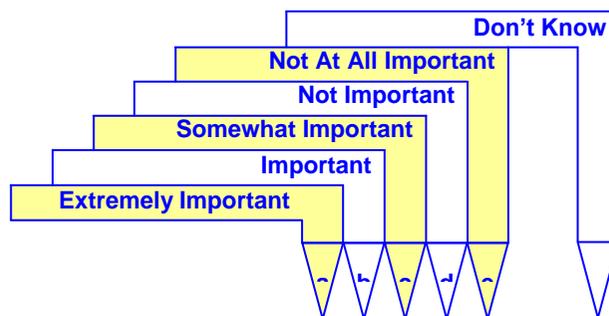
GF

GH or above

Other:

III. Program Objectives

Following is a list of PEM-PAL program objectives. These cover all phases of the program. Please rate each one on how important it is to the program. If you are unsure about any of the listed objective, please mark Don't Know.



(Using the scale on the right, please fill one circle per item.)

22. CoPs are communicating regularly, and have developed and are implementing action plans satisfactorily.	<input type="radio"/> a	<input type="radio"/> b	<input type="radio"/> c	<input type="radio"/> d	<input type="radio"/> e	<input type="radio"/>
23. The PEM-PAL web site is functional and regularly used.	<input type="radio"/> a	<input type="radio"/> b	<input type="radio"/> c	<input type="radio"/> d	<input type="radio"/> e	<input type="radio"/>
24. CoPs participants have benchmarked their countries' performances with measurable and actionable indicators, and have shared these with other participants.	<input type="radio"/> a	<input type="radio"/> b	<input type="radio"/> c	<input type="radio"/> d	<input type="radio"/> e	<input type="radio"/>
25. PEM-PAL small grant fund utilized to undertake study tours to other countries or carry out other learning activities	<input type="radio"/> a	<input type="radio"/> b	<input type="radio"/> c	<input type="radio"/> d	<input type="radio"/> e	<input type="radio"/>
26. CEF developed capacity to organize PEM-PAL events and support CoPs activities	<input type="radio"/> a	<input type="radio"/> b	<input type="radio"/> c	<input type="radio"/> d	<input type="radio"/> e	<input type="radio"/>
27. Improved fiscal transparency in member countries	<input type="radio"/> a	<input type="radio"/> b	<input type="radio"/> c	<input type="radio"/> d	<input type="radio"/> e	<input type="radio"/>
15. Improved budget credibility in member countries	<input type="radio"/> a	<input type="radio"/> b	<input type="radio"/> c	<input type="radio"/> d	<input type="radio"/> e	<input type="radio"/>
16. Improved control in budget execution	<input type="radio"/> a	<input type="radio"/> b	<input type="radio"/> c	<input type="radio"/> d	<input type="radio"/> e	<input type="radio"/>
17. Improved quality and comprehensiveness of government accounts	<input type="radio"/> a	<input type="radio"/> b	<input type="radio"/> c	<input type="radio"/> d	<input type="radio"/> e	<input type="radio"/>
18. More effective and efficient spending in member countries	<input type="radio"/> a	<input type="radio"/> b	<input type="radio"/> c	<input type="radio"/> d	<input type="radio"/> e	<input type="radio"/>
19. Improved financial governance through external oversight in member countries	<input type="radio"/> a	<input type="radio"/> b	<input type="radio"/> c	<input type="radio"/> d	<input type="radio"/> e	<input type="radio"/>

- | | | | | | | |
|---|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-----------------------|
| 20. Improved financial management in member countries | <input type="radio"/> a | <input type="radio"/> b | <input type="radio"/> c | <input type="radio"/> d | <input type="radio"/> e | <input type="radio"/> |
| 21. Network members share reform successes and failures | <input type="radio"/> a | <input type="radio"/> b | <input type="radio"/> c | <input type="radio"/> d | <input type="radio"/> e | <input type="radio"/> |
| 22. Network members learn from each other's practices | <input type="radio"/> a | <input type="radio"/> b | <input type="radio"/> c | <input type="radio"/> d | <input type="radio"/> e | <input type="radio"/> |
| 23. PFM capacity improves in the throughout the region | <input type="radio"/> a | <input type="radio"/> b | <input type="radio"/> c | <input type="radio"/> d | <input type="radio"/> e | <input type="radio"/> |
| 24. Improved PFM in each member country | <input type="radio"/> a | <input type="radio"/> b | <input type="radio"/> c | <input type="radio"/> d | <input type="radio"/> e | <input type="radio"/> |
| 25. Country good practices replicated throughout the region | <input type="radio"/> a | <input type="radio"/> b | <input type="radio"/> c | <input type="radio"/> d | <input type="radio"/> e | <input type="radio"/> |

III. Additional Program Objectives

If you feel we have not covered all important program objectives in Part II, please list what you believe to be additional, important objectives:

V. Share your experiences

Do you know of specific examples of PEM – PAL successes or failures in your country or in the region? Please take this opportunity to share these with us. What worked? What did not work? How was knowledge or tools applied and used to make improvements? Are there any recent reforms that were undertaken or improved as a result of your participation in PEM PAL? How and why did PEM PAL participation help? (Please use the other side of this questionnaire if you need additional room to write about your experiences.)

Thank you for completing this questionnaire.

Annex II: Results of Survey on objective preferences (Tables)

Table 1: Participants Survey Response Ratings: All Respondents

Question /(item) No.	No. of responses	Extremely Important	Important	Somewhat Important	Not Important	Not at all Important	Don't Know
8 (1)	61	24 39.34%	22 36.07%	7 11.48%	1 1.64%	0 0.00%	7 11.48%
9 (2)	61	11 18.03%	28 45.90%	11 18.03%	0 0.00%	0 0.00%	11 18.03%
10 (3)	61	16 26.23%	24 39.34%	13 21.31%	2 3.28%	1 1.64%	4 6.56%
11 (4)	61	20 32.79%	15 24.59%	16 26.23%	2 3.28%	0 0.00%	8 13.11%
12 (5)	61	16 26.23%	27 44.26%	8 13.11%	3 4.92%	1 1.64%	6 9.84%
13 (6)	58	15 25.86%	23 39.66%	13 22.41%	1 1.72%	1 1.72%	5 8.62%
14 (7)	60	19 31.67%	26 43.33%	8 13.33%	1 1.67%	1 1.67%	5 8.33%
15 (8)	57	20 35.09%	26 45.61%	8 14.04%	0 0.00%	0 0.00%	3 5.26%
16 (9)	61	20 32.79%	22 36.07%	16 26.23%	1 1.64%	0 0.00%	2 3.28%
17 (10)	61	21 34.43%	20 32.79%	15 24.59%	1 1.64%	1 1.64%	3 4.92%
18 (11)	59	11 18.64%	19 32.20%	15 25.42%	4 6.78%	0 0.00%	10 16.95%
19 (12)	61	24 39.34%	23 37.70%	8 13.11%	2 3.28%	0 0.00%	4 6.56%
20 (13)	60	21 35.00%	26 43.33%	10 16.67%	1 1.67%	0 0.00%	1 1.67%
21 (14)	60	24 40.00%	29 48.33%	5 8.33%	1 1.67%	0 0.00%	0 0.00%
22 (15)	61	9 14.75%	28 45.90%	13 21.31%	0 0.00%	2 3.28%	9 14.75%
23 (16)	58	12 20.69%	28 48.28%	7 12.07%	1 1.72%	0 0.00%	10 17.24%
24 (17)	61	15 24.59%	28 45.90%	11 18.03%	0 0.00%	2 3.28%	5 8.20%

Table 1a: Participants Survey Response Ratings: Budget CoP

Question /(item) No.	no. of responses	Extremely Important		Important		Somewhat Important		Not Important		Not at all Important		Don't Know	
8 (1)	15	10	66.67%	4	26.67%	0	0.00%	0	0.00%	0	0.00%	1	6.67%
9 (2)	15	3	20.00%	10	66.67%	1	6.67%	0	0.00%	0	0.00%	1	6.67%
10 (3)	15	6	40.00%	6	40.00%	1	6.67%	0	0.00%	0	0.00%	1	6.67%
11 (4)	15	7	46.67%	5	33.33%	3	20.00%	0	0.00%	0	0.00%	0	0.00%
12 (5)	15	5	33.33%	8	53.33%	1	6.67%	1	6.67%	0	0.00%	0	0.00%
13 (6)	15	8	53.33%	5	33.33%	1	6.67%	0	0.00%	1	6.67%	0	0.00%
14 (7)	15	7	46.67%	5	33.33%	2	13.33%	0	0.00%	1	6.67%	0	0.00%
15 (8)	15	7	46.67%	8	53.33%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
16 (9)	15	8	53.33%	6	40.00%	1	6.67%	0	0.00%	0	0.00%	0	0.00%
17 (10)	15	7	46.67%	6	40.00%	2	13.33%	0	0.00%	0	0.00%	0	0.00%
18 (11)	15	5	33.33%	5	33.33%	3	20.00%	2	13.33%	0	0.00%	0	0.00%
19 (12)	15	10	66.67%	4	26.67%	0	0.00%	1	6.67%	0	0.00%	0	0.00%
20 (13)	15	5	33.33%	6	40.00%	3	20.00%	0	0.00%	0	0.00%	0	0.00%
21 (14)	15	7	46.67%	5	33.33%	1	6.67%	1	6.67%	0	0.00%	0	0.00%
22 (15)	15	3	20.00%	8	53.33%	3	20.00%	0	0.00%	1	6.67%	0	0.00%
23 (16)	15	2	13.33%	11	73.33%	1	6.67%	1	6.67%	0	0.00%	0	0.00%
24 (17)	15	5	33.33%	7	46.66%	2	13.33%	0	0.00%	1	6.67%	0	0.00%

Table 1b: Participants Survey Response Ratings: Treasury CoP

Question /(item) No.	No. of responses	Extremely Important	Important	Somewhat Important	Not Important	Not at all Important	Don't Know						
8 (1)	8	0	0.00%	3	37.50%	2	25.00%	0	0.00%	0	0	3	#VALUE!
9 (2)	8	0	0.00%	2	25.00%	3	37.50%	0	0.00%	0	0	3	37.50%
10 (3)	8	0	0.00%	3	37.50%	4	50.00%	0	0.00%	0	0	1	37.50%
11 (4)	8	2	25.00%	1	12.50%	3	37.50%	0	0.00%	0	0	2	12.50%
12 (5)	8	1	12.50%	2	25.00%	1	12.50%	0	0.00%	0	0	4	25.00%
13 (6)	8	0	0.00%	4	50.00%	2	25.00%	1	12.50%	0	0	1	50.00%
14 (7)	8	0	0.00%	5	62.50%	1	12.50%	0	0.00%	0	0	2	12.50%
15 (8)	7	0	0.00%	5	71.43%	0	0.00%	0	0.00%	0	0	2	25.00%
16 (9)	8	0	0.00%	6	75.00%	1	12.50%	0	0.00%	0	0	1	28.57%
17 (10)	8	0	0.00%	2	25.00%	4	50.00%	0	0.00%	0	0	2	12.50%
18 (11)	8	0	0.00%	1	12.50%	3	37.50%	0	0.00%	0	0	4	25.00%
19 (12)	8	0	0.00%	5	62.50%	1	12.50%	0	0.00%	0	0	2	50.00%
20 (13)	8	3	37.50%	4	50.00%	1	12.50%	0	0.00%	0	0	0	25.00%
21 (14)	8	2	25.00%	6	75.00%	0	0.00%	0	0.00%	0	0	0	0.00%
22 (15)	8	1	12.50%	1	12.50%	1	12.50%	0	0.00%	0	0	5	0.00%
23 (16)	7	1	14.29%	1	14.29%	0	0.00%	0	0.00%	0	0	5	62.50%
24 (17)	8	1	12.50%	4	50.00%	0	0.00%	0	0.00%	0	0	3	37.5%

Table 1c: Participants Survey Response Ratings: Internal Audit CoP

Question /(item) No.	No. of responses	Extremely Important	Important	Somewhat Important	Not Important	Not at all Important	Don't Know
8 (1)	8	4 50.00%	3 37.50%	1 12.50%	0 0.00%	0 0.00%	0 0.00%
9 (2)	8	2 25.00%	4 50.00%	2 25.00%	0 0.00%	0 0.00%	0 0.00%
10 (3)	8	2 25.00%	3 37.50%	3 37.50%	0 0.00%	0 0.00%	0 0.00%
11 (4)	8	3 37.50%	0 0.00%	4 50.00%	0 0.00%	0 0.00%	1 12.50%
12 (5)	8	3 37.50%	3 37.50%	1 12.50%	0 0.00%	1 12.50%	0 0.00%
13 (6)	8	2 25.00%	4 50.00%	1 12.50%	0 0.00%	0 0.00%	1 12.50%
14 (7)	8	5 62.50%	2 25.00%	1 12.50%	0 0.00%	0 0.00%	0 0.00%
15 (8)	8	6 75.00%	2 25.00%	0 0.00%	0 0.00%	0 0.00%	0 0.00%
16 (9)	8	5 62.50%	3 37.50%	0 0.00%	0 0.00%	0 0.00%	0 0.00%
17 (10)	8	5 62.50%	3 37.50%	0 0.00%	0 0.00%	0 0.00%	0 0.00%
18 (11)	7	3 42.86%	3 42.86%	1 14.29%	0 0.00%	0 0.00%	0 0.00%
19 (12)	8	6 75.00%	1 12.50%	1 12.50%	0 0.00%	0 0.00%	0 0.00%
20 (13)	8	4 50.00%	3 37.50%	1 12.50%	0 0.00%	0 0.00%	0 0.00%
21 (14)	8	4 50.00%	3 37.50%	1 12.50%	0 0.00%	0 0.00%	0 0.00%
22 (15)	8	2 25.00%	5 62.50%	1 12.50%	0 0.00%	0 0.00%	0 0.00%
23 (16)	8	4 50.00%	3 37.50%	1 12.50%	0 0.00%	0 0.00%	0 0.00%
24 (17)	8	3 37.50%	2 25.00%	3 37.50%	0 0.00%	0 0.00%	0 0.00%

Table 2: Donor Survey Response Ratings

question /(item) No.	No. of responses	Extremely Important		Important		Somewhat Important		Not Important		Not at all Important		Don't Know	
9 (1)	7	0	0.00%	7	100.00%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
10 (2)	7	3	42.86%	0	0.00%	4	57.14%	0	0.00%	0	0.00%	0	0.00%
11 (3)	8	2	25.00%	3	37.50%	1	12.50%	1	12.50%	0	0.00%	1	12.50%
12 (4)	7	2	28.57%	3	42.86%	2	28.57%	0	0.00%	0	0.00%	0	0.00%
13 (5)	7	0	0.00%	5	71.43%	0	0.00%	2	28.57%	0	0.00%	0	0.00%
14 (6)	7	4	57.14%	2	28.57%	1	14.29%	0	0.00%	0	0.00%	0	0.00%
15 (7)	7	3	42.86%	3	42.86%	1	14.29%	0	0.00%	0	0.00%	0	0.00%
16 (8)	7	3	42.86%	3	42.86%	1	14.29%	0	0.00%	0	0.00%	0	0.00%
17 (9)	7	5	71.43%	1	14.29%	1	14.29%	0	0.00%	0	0.00%	0	0.00%
18 (10)	7	3	42.86%	2	28.57%	2	28.57%	0	0.00%	0	0.00%	0	0.00%
19 (11)	7	2	28.57%	2	28.57%	1	14.29%	2	28.57%	0	0.00%	0	0.00%
20 (12)	7	4	57.14%	2	28.57%	1	14.29%	0	0.00%	0	0.00%	0	0.00%
21 (13)	8	7	87.50%	1	12.50%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
22 (14)	8	5	62.50%	3	37.50%	0	0.00%	0	0.00%	0	0.00%	0	0.00%
23 (15)	7	3	42.86%	3	42.86%	1	14.29%	0	0.00%	0	0.00%	0	0.00%
24 (16)	8	4	50.00%	3	37.50%	1	12.50%	0	0.00%	0	0.00%	0	0.00%
25 (17)	8	5	62.50%	3	37.50%	0	0.00%	0	0.00%	0	0.00%	0	0.00%

Table 3: Rank Order of Response Ratings by Respondent Type

Objective Number	Participants								Donors N = 8	
	All CoP's N = 61		Budget CoP N = 15		Treasury CoP N = 8		Internal Audit CoP N = 8			
	% Extremely Important & Important	Rank	% Extremely Important & Important	Rank	% Extremely Important & Important	Rank	% Extremely Important & Important	Rank	% Extremely Important & Important	Rank
(1)	75.41	5	93.34	3	37.5	9.25	87.50	3.125	100.00	1.25
(2)	63.93	14	86.67	5.5	25.00	14.33	75.00	12.33	42.86	17
(3)	65.57	12	80.00	10.25	37.50	9.25	62.50	15.5	62.50	15
(4)	57.38	16	80.00	10.25	37.50	9.25	37.50	17	71.43	12.33
(5)	70.49	7.5	86.66	7.33	37.50	9.25	75.00	12.33	71.43	12.33
(6)	65.52	13	86.66	7.33	50.0	8	75.00	12.33	85.71	10.5
(7)	75.00	6	80.00	10.25	62.50	6.5	87.50	3.125	85.72	7.33
(8)	80.70	2	100.00	1	71.43	5	87.50	3.125	85.72	7.33
(9)	68.86	10	93.33	4	75.00	3	100.00	1.5	85.72	7.33
(10)	67.22	11	86.67	5.5	25.00	14.33	100.00	1.5	71.43	12.33
(11)	50.84	17	66.66	17	12.50	17	85.72	11	57.14	16
(12)	77.04	4	94.34	2	62.50	6.5	87.50	3.125	85.71	10.5
(13)	78.33	3	73.33	15.5	87.50	2	87.50	3.125	100.00	1.25
(14)	88.33	1	80.00	10.25	100.00	1	87.50	3.125	100.00	1.25
(15)	60.65	15	73.33	15.5	25.00	14.33	87.50	3.125	87.50	5.5
(16)	68.97	9	86.66	7.33	28.60	13	87.50	3.125	87.50	5.5
(17)	70.49	7.5	79.99	14	72.50	4	62.50	15.5	100.00	1.25

Table 3a: Rank Order of Response Ratings by Respondent Type – All CoP's

Questionnaire Objectives	All CoP's N = 61	
	% Extremely Important & Important	Rank
1. CoPs are communicating regularly, and have developed and are implementing action plans satisfactorily.	93.34	3
2. The PEM PAL web site is functional and regularly used.	86.67	5.5
3. CoPs participants have benchmarked their countries' performances with measurable and actionable indicators, and have shared these with other participants.	80.00	10.25
4. PEM PAL small grant fund utilized to undertake study tours to other countries or carry out other learning activities	80.00	10.25
5. CEF developed capacity to organize PEM PAL events and support CoPs activities	86.66	7.33
6. Improved fiscal transparency in member countries	86.66	7.33
7. Improved budget credibility in member countries	80.00	10.25
8. Improved control in budget execution	100.00	1
9. Improved quality and comprehensiveness of government accounts	93.33	4
10. More effective and efficient spending in member countries	86.67	5.5
11. Improved financial governance through external oversight in member countries	66.66	17
12. Improved financial management in member countries	94.34	2
13. Network members share reform successes and failures	73.33	15.5
14. Network members learn from each other's practices	80.00	10.25
15. PFM capacity improves throughout the region	73.33	15.5
16. Improved PFM in each member country	86.66	7.33
17. Country good practices replicated throughout the region	79.99	14

Table 3b: Rank Order of Response Ratings by Respondent Type – Budget CoP

Questionnaire Objectives	Budget CoP N = 15	
	% Extremely Important & Important	Rank
1. CoPs are communicating regularly, and have developed and are implementing action plans satisfactorily.	75.41	5
2. The PEM PAL web site is functional and regularly used.	63.93	14
3. CoPs participants have benchmarked their countries' performances with measurable and actionable indicators, and have shared these with other participants.	65.57	12
4. PEM PAL small grant fund utilized to undertake study tours to other countries or carry out other learning activities	57.38	16
5. CEF developed capacity to organize PEM PAL events and support CoPs activities	70.49	7.5
6. Improved fiscal transparency in member countries	65.52	13
7. Improved budget credibility in member countries	75.00	6
8. Improved control in budget execution	80.70	2
9. Improved quality and comprehensiveness of government accounts	68.86	10
10. More effective and efficient spending in member countries	67.22	11
11. Improved financial governance through external oversight in member countries	50.84	17
12. Improved financial management in member countries	77.04	4
13. Network members share reform successes and failures	78.33	3
14. Network members learn from each other's practices	88.33	1
15. PFM capacity improves throughout the region	60.65	15
16. Improved PFM in each member country	68.97	9
17. Country good practices replicated throughout the region	70.49	7.5

Table 3c: Rank Order of Response Ratings by Respondent Type – Treasury CoP

Questionnaire Objectives	Treasury CoP N = 8	
	% Extremely Important & Important	Rank
1. CoPs are communicating regularly, and have developed and are implementing action plans satisfactorily.	37.5	9.25
2. The PEM PAL web site is functional and regularly used.	25.00	14.33
3. CoPs participants have benchmarked their countries' performances with measurable and actionable indicators, and have shared these with other participants.	37.50	9.25
4. PEM PAL small grant fund utilized to undertake study tours to other countries or carry out other learning activities	37.50	9.25
5. CEF developed capacity to organize PEM PAL events and support CoPs activities	37.50	9.25
6. Improved fiscal transparency in member countries	50.0	8
7. Improved budget credibility in member countries	62.50	6.5
8. Improved control in budget execution	71.43	5
9. Improved quality and comprehensiveness of government accounts	75.00	3
10. More effective and efficient spending in member countries	25.00	14.33
11. Improved financial governance through external oversight in member countries	12.50	17
12. Improved financial management in member countries	62.50	6.5
13. Network members share reform successes and failures	87.50	2
14. Network members learn from each other's practices	100.00	1
15. PFM capacity improves throughout the region	25.00	14.33
16. Improved PFM in each member country	28.60	13
17. Country good practices replicated throughout the region	72.50	4

Table 3d: Rank Order of Response Ratings by Respondent Type – Internal Audit CoP

Questionnaire Objectives	Internal Audit CoP N = 8	
	% Extremely Important & Important	Rank
1. CoPs are communicating regularly, and have developed and are implementing action plans satisfactorily.	87.50	3.125
2. The PEM PAL web site is functional and regularly used.	75.00	12.33
3. CoPs participants have benchmarked their countries' performances with measurable and actionable indicators, and have shared these with other participants.	62.50	15.5
4. PEM PAL small grant fund utilized to undertake study tours to other countries or carry out other learning activities	37.50	17
5. CEF developed capacity to organize PEM PAL events and support CoPs activities	75.00	12.33
6. Improved fiscal transparency in member countries	75.00	12.33
7. Improved budget credibility in member countries	87.50	3.125
8. Improved control in budget execution	87.50	3.125
9. Improved quality and comprehensiveness of government accounts	100.00	1.5
10. More effective and efficient spending in member countries	100.00	1.5
11. Improved financial governance through external oversight in member countries	85.72	11
12. Improved financial management in member countries	87.50	3.125
13. Network members share reform successes and failures	87.50	3.125
14. Network members learn from each other's practices	87.50	3.125
15. PFM capacity improves throughout the region	87.50	3.125
16. Improved PFM in each member country	87.50	3.125
17. Country good practices replicated throughout the region	62.50	15.5

Table 3e: Rank Order of Response Ratings by Respondent Type – Donors

Questionnaire Objectives	Donors N = 8	
	% Extremely Important & Important	Rank
1. CoPs are communicating regularly, and have developed and are implementing action plans satisfactorily.	100.00	1.25
2. The PEM PAL web site is functional and regularly used.	42.86	17
3. CoPs participants have benchmarked their countries' performances with measurable and actionable indicators, and have shared these with other participants.	62.50	15
4. PEM PAL small grant fund utilized to undertake study tours to other countries or carry out other learning activities	71.43	12.33
5. CEF developed capacity to organize PEM PAL events and support CoPs activities	71.43	12.33
6. Improved fiscal transparency in member countries	85.71	10.5
7. Improved budget credibility in member countries	85.72	7.33
8. Improved control in budget execution	85.72	7.33
9. Improved quality and comprehensiveness of government accounts	85.72	7.33
10. More effective and efficient spending in member countries	71.43	12.33
11. Improved financial governance through external oversight in member countries	57.14	16
12. Improved financial management in member countries	85.71	10.5
13. Network members share reform successes and failures	100.00	1.25
14. Network members learn from each other's practices	100.00	1.25
15. PFM capacity improves throughout the region	87.50	5.5
16. Improved PFM in each member country	87.50	5.5
17. Country good practices replicated throughout the region	100.00	1.25

Table 4: Additional Objectives Question Responses (Question III)

DONORS

Regular meetings of COPS
 Invitation of external experts
 Hands-on visits (not just theoretical discussion)

PARTICIPANTS

Budget COP	Treasury COP	Internal Auditors COP	Not identified
Improve capital budgeting Improve budget legislation Implementing performance based program budgeting systems Training for implementation of reforms Developing/setting fiscal rules Prioritization of capital expenditures Developing/passing budget legislation Cooperative relationships within and between CoP's Training with exams/certificates Private/public partnerships	Monitoring public debt Concrete plans for improvement of treasury function	Training of internal auditors and financial employees	Implementation of internal controls Electronic treasury security

Table 5: Examples of Success/Failure Question Responses (Question IV)

DONORS

Successful visits
 Unsuccessful visits
 Small grant program too complex
 Budget Classification and chart of account structures
 TSA reforms
 Decentralization of expenditure
 Revenue identification – UNIREF
 Reconciliation in regular bases with bank
 IT department development
 Disaster recovery site established & running
 Secure line connection to all municipalities & budgetary organizations
 Expenditure decentralization

Modification and improvement of revenue registration and identification
Daily reconciliation with bank account
IPSAS based reporting – cash based
Information technology development

PARTICIPANTS

Budget CoP

Capital budgeting
Budget programming
Input indicators
Non-spending capital expenditures
Improved MTEF
PFM reform implementation
Use of PEFA indicators to evaluate PFM
Preparation and implementation of regulations and procedures for effective cash management

Treasury CoP

Computerization of treasury system

Internal Audit CoP

PICA
Certification and qualification processes
Development and implementation of internal audit system
Training and certification

Not Classified

Planning and execution of capital budget
Link between local and central governments in budgeting
Improvement of legislative basis for the budget process
Improvement in budget classification
Automation of the treasury system
Improvement of Programs Classification structure;
Methodology development of programs is created;
Budget format improved

Annex III: Overview of PEM PAL activities by COP

1. For each COP we discuss the main plenary and sub-COP events briefly.

Budget COP

2. **Launch meeting in Vilnius in 2007:** This event was combined with the Third OECD Senior Budget Officers Meeting (SBO) for Southern and Eastern Europe. The PEM-PAL participants took part in all the activities of the SBO meeting, which was attended by 29 country delegations. The agenda included presentations and panel discussions on various aspects of modern budgeting practices, including citizens' participation in budgeting, interaction with Parliament in the budget process, accruals and performance based budgeting and approaches to evaluation of performance of public finance systems. Case studies of budgeting in Hungary and in Turkey were presented and discussed.

3. The Budget COP event mostly engaged with how the COP will organise itself. However on the first day there were some PEM PAL specific discussions, including on information systems, working with line ministries and medium term framework.

4. **2nd workshop in Tbilisi 2007:** The BCOP gathered for their second 2007 workshop in Tbilisi on the invitation of the Georgia Ministry of Finance. The workshop was devoted to in-depth discussions on the issues related to implementation of program budgeting in the member countries. A survey of program budgeting and related methods was completed and presented for benchmarking purposes. The Georgia case study was discussed. Practitioners from Slovakia, Slovenia and Lithuania served as resource people to the workshop, along with US Treasury experts.

5. **Side meeting at the OECD SBO meeting in Bucharest, April 2008:** Some members of the Budget COP also met at the regional OECD Senior Budget Officials meeting in Bucharest in April, 2008. Agenda included a COP specific technical discussion and discussion on the way forward for the COPs. Plenary discussions of the OECD meeting touched on systems for monitoring and evaluation in PFM, including sessions on PEFA, programme budgeting, and parliaments' role.

6. **Study Tour Montenegro / Lithuania:** A delegation the Montenegro ministry of finance undertook a study visit to Lithuania in March 2007.

7. **Study tour Tajikistan to Slovakia and Moldova 2007:** The Tajik Ministry of Finance undertook visits to Slovakia and Moldova to learn the respective country experiences of MTEF implementation. The visit to Slovakia was focused on various aspects of mid-term budget planning in the context of the existing mechanism of school education financing in Slovakia. The visit to Moldova covered a broad range of issues related to organization of an MTEF process in the Ministry of Finance and the line ministries, as well as integration of MTEF into the regular budget cycle.

8. **Study tour Uzbekistan to Slovakia 2007:** The visit was focused on familiarization with Slovak experience of budget reforms, with a particular focus on medium-term budget planning and the transition to program-based budgeting. The agenda of the visit was facilitated by a Slovak think tank specializing in PFM issues.

9. **Two day regional workshop in Tajikistan on experiences with MTEF**

implementation: Practitioners from Slovakia, Armenia, Georgia, and Moldova shared their country experiences on various aspects of MTEF implementation and lessons learnt. The workshop was called to help the Tajik Government to develop practical mechanisms for MTEF implementation. The hosts were especially interested in practical aspects of macroeconomic framework development, mechanisms for policy prioritization, experiences with building line ministries capacity for developing sector expenditures plans and in the institutional arrangements for the MTEF process. The workshop was attended by the representatives of the Ministry of Finance, Ministry of Education and other line ministries and some local administrations, NGOs, and donor representatives.

10. Initially the Budget COP had a more formalised structure than the other two groups and as a result on average, has spent more time during plenary meetings in its inaugural years on its internal organisation. It has a formally elected leadership from the start.

Internal Audit COP

11. **Launch workshop in Ljubljana December 2006:** The goal of the workshop was to bring together leading government officials in internal audit from European and Central Asian countries and territories to share their experiences in designing and implementing reforms in the internal audit function in their respective countries or territories.

12. During the workshop, two maturity frameworks for internal audit were introduced. All the participants of the workshop applied these frameworks to assess the readiness of conditions for internal audit development in their countries as well as maturity of the internal audit systems where those exist. Lithuanian experience in establishing the internal audit function in the public sector was presented. Representatives of EU and the Institute of Internal Auditors (IIA) took active part in the workshop agenda. Part of the workshop was used to establish the PEM-PAL Community of Practice for Internal Auditors (IA COP) and to develop a follow-up program.

13. **Chisinau workshop on the role of Internal Audit and Internal Audit Strategies in 2007:** This 2nd workshop looked at role of internal audit (2 case studies, UK and Bulgaria) and in developing IA strategies (3 case studies, Belarus, Netherlands, Croatia). A full day case study clinic of development of IA in Moldova was held on last day.

14. **Study visit Moldova to Romania 2007.** The Moldova Department for Financial Revision and Controls visited internal audit colleagues in Romania. The visit allowed Moldova team to get familiar with the recent experience of Romania in the implementation of the Public Internal Financial Control system and establishing internal audit structures in the context of the EU accession process. The visit took place at the time when Moldova team was developing its own PIFC strategy. Romanian counterparts also offered help with various legal and methodology documents in Romanian language.

15. **Video conference events:** The Internal Audit CoP has had more than 30 video conference events since its launch at Ljubljana workshop in December 2006. These events have primarily been about organising the COP internally. The conferences are organised with the help of World Bank country offices.

16. The IA COP has divided itself into four different groups, each working on different issues of internal auditing:

- Training and certification (led by Tomislav Mičetić)
- Pilot projects (Marina Barynina)
- Strategy and legal framework (Diana Grosu-Axenti)
- Evolution of the old system (Ahmet Baspinar)

They have a volunteer Executive Committee.

Treasury COP

17. **Launch workshop in June 2006 in Ljubljana:** Treasury officials and technical specialists from 14 countries attended the two-day launch workshop. During the workshop, the maturity framework for the treasury/PFM systems was introduced. In an interactive session, all the participants of the workshop applied this framework and scored their treasury system. The participants also discussed indicators of a broader treasury performance assessment framework which was presented by a facilitator of the US Treasury. Several country presented cases about how they had made progress in reforms in treasury. After the workshop the web-based version of the Maturity Framework (MF) for Treasury / Public Financial Management System (PFMS) presented at the Treasury CoP workshop has been completed and made available.

18. Subsequent activity of the COP was limited to two video conferences to set up the agenda for the plenary Istanbul meeting.

Across COPs

19. **Website and electronic discussion forum:** An independent website for the PEM PAL network was developed by the CEF and launched in September 2008. The website is hosted by the Slovenian Ministry of Finance. The website includes event documentation, ie agendas, minutes, presentations, participants' lists, but also technical tools such as the Treasury benchmarking tool as well as reports by members. There is a technical discussion forum.

20. **Kyrgyz Republic / Moldova series of bilateral meetings 2007:** The Kyrgyz Ministry of Finance team completed a study visit to Russia and Moldova supported by PEM PAL. The purpose of the visit was to exchange experience in the efforts to improve budget classification and chart of accounts. The agenda of the three day meeting in Chisinau included an introduction to the experience by both countries in improving their budget, treasury, accounting systems, as well as in-depth presentations on the progress achieved in developing new budget classification and chart of accounts. These presentations served as the basis for extensive technical discussions. The last day of the agenda was dedicated to additional technical discussions between the counterparts on various issues which were found to be of particular interest during the first days. The Kyrgyz delegation also had the opportunity to see the Moldovan information system in operation as it is currently used by the Treasury.

21. Subsequently the Kyrgyz and Moldova Ministries of Finance have held a bilateral discussion session in Kyrgyzstan. This meeting continued the series of bilateral exchange events launched by the two ministries with PEM-PAL support. Discussions at Issyk Kuli covered a broad range of issues, including those related to the legal framework on the budget system and budget process, local public finance and interbudgetary relations, budget calendars and MTBF process organization, budget classification and the chart of accounts, treasury system organization and functioning, commitment accounting and cash management.

22. **Istanbul February 2008:** For the first time since the inaugural PEM PAL meeting all three CoPs gathered together in Istanbul in February 2008 to exchange their experiences and to assess the work of PEM PAL. Each CoP conducted a series of sessions on its own, followed by a discussion of all three CoPs on *Monitoring and Evaluation of Public Financial Management Systems*, which was identified by participants as a high priority. The themes of the individual COP sessions were:

Budget COP	Intergovernmental finance, capital budgeting
Internal Audit COP	Transition to new system “from inspection to internal audit”. Turkish Case study. Training for internal audit Strategy and legislation (Armenia case study) Development of internal audit in Kyrgyz Rep Benchmarking the development of Internal Audit: The Capability Maturity Model (CMM) - Pilot case: Croatia
Treasury COP	Accrual Accounting Value add of IPSAS Experience of implementing accruals based accounting IPSAS (Slovak Rep and Russia) and cash-based IPSAS (Kosovo) Relationships between different classification systems (budget and accounts) Treasury Single Account (review and implementation case studies) Treasury IFMS benchmarking e-Treasury experiences

23. In Istanbul each CoP elected its own executive committee. Before leaving Istanbul, members of the new executive committee of each CoP reported on their plans for the future and identify topics that would interest all three CoPs. The Treasury and Budget Community of Practices have recognized budget classification as one thematic issue they believe their CoPs should in future discuss jointly.

24. Since Istanbul the CoPs have been working on their detailed plans of activities for the future (videoconference, workshops, seminars, study tours, for example).

Annex IV: Sample Questionnaire for Qualitative Survey

1. The survey below is the survey administered to the Budget Community of Practice. The surveys administered to the other two communities of practice were identical, except for the list of names provided in question 2, as well as different wording where the COP is mentioned by name, or where its activities are related as a reminder to members.

Dear Member of the Budget Community of Practice (COP)

Thank you for undertaking to complete the survey. There are eight questions and the survey will take only a few minutes to complete. The survey asks your opinion about the running of the COP, as well as your experience of events like the meetings at Vilnius, Tbilisi and Istanbul and of the website and other materials.

There are no special instructions. Most questions require you to select an option you want by clicking a button. We provide text boxes at two questions for you to give us additional information: this information is very important for the evaluation. Please take the time to complete these boxes.

If you have any queries about any of the questions in the survey, please send a mail to afolscher@mokoro.co.uk.

1. How have you been active in the COP in 2007 and 2008? For each of the statements below please select an option which would best describe your level of activity.

	Never	Between one and three times	Between four and six times	More than six times
I have attended COP events	<input checked="" type="radio"/> Never	<input type="radio"/> Between one and three times	<input type="radio"/> Between four and six times	<input type="radio"/> More than six times
I have hosted or participated in country exchanges	<input type="radio"/> Never	<input type="radio"/> Between one and three times	<input type="radio"/> Between four and six times	<input type="radio"/> More than six times
I have used the website	<input type="radio"/> Never	<input type="radio"/> Between one and three times	<input type="radio"/> Between four and six times	<input type="radio"/> More than six times
I have been in informal contact with other members	<input type="radio"/> Never	<input type="radio"/> Between one and three times	<input type="radio"/> Between four and six times	<input type="radio"/> More than six times
I have provided inputs to COP discussions, for the website, events and/or material development	<input type="radio"/> Never	<input type="radio"/> Between one and three times	<input type="radio"/> Between four and six times	<input type="radio"/> More than six times
I have contributed to COP leadership and management tasks	<input type="radio"/> Never	<input type="radio"/> Between one and three times	<input checked="" type="radio"/> Between four and six times	<input type="radio"/> More than six times

2. As part of the survey we are building a picture of how individual members connect outside of formal events, such as at Vilnius, Tbilisi and Istanbul, and country exchanges. We would like you to tell us how you connect, if at all, to COP members. From the list below, which we have sourced from the secretariat, please select all the members, besides those from your own country, with whom you've had contact outside of formal COP events and country exchanges in 2007 and 2008. If a name is not on the list, please fill it in the box provided below the list.

- | | | |
|--|--|---|
| <input type="checkbox"/> Mr A. Bahadır Yildiz | <input type="checkbox"/> Mr Pavel Safaryan | <input type="checkbox"/> Ms Ia Mikhelidze |
| <input type="checkbox"/> Mr Agim Krasniqi | <input type="checkbox"/> Mr Ranko Šakota | <input type="checkbox"/> Ms Ihor Buhrak |
| <input type="checkbox"/> Mr Aleksandar Kovačević | <input type="checkbox"/> Mr Sait Arcagök | <input type="checkbox"/> Ms Inna Knyshenko |
| <input type="checkbox"/> Mr Andrei Zayats | <input type="checkbox"/> Mr Samat Kyljyev | <input type="checkbox"/> Ms Liana Skhirtladze |
| <input type="checkbox"/> Mr Azem Recica | <input type="checkbox"/> Mr Serdar Öztopal | <input type="checkbox"/> Ms Liuba Ivanciucova |
| <input type="checkbox"/> Mr David Khosruashvili | <input type="checkbox"/> Mr Shavkat Sohibov | <input type="checkbox"/> Ms Liya Serikovna Insepova |
| <input type="checkbox"/> Mr Davit Hambarzumyan | <input type="checkbox"/> Mr Toni Dimovski | <input type="checkbox"/> Ms Ljiljana Crnčević |
| <input type="checkbox"/> Mr Davlatkhodja Muminkhodjaev | <input type="checkbox"/> Mr Ulan Sydykov | <input type="checkbox"/> Ms Ljiljana Šimunovic |
| <input type="checkbox"/> Mr Dilshod Sattarov | <input type="checkbox"/> Mr Ulugbek Abruev | <input type="checkbox"/> Ms Mimoza Dhembli |
| <input type="checkbox"/> Mr Elshad Iskanderov | <input type="checkbox"/> Mr Vasile Botica | <input type="checkbox"/> Ms Nada Mirkovic |
| <input type="checkbox"/> Mr Giorgi Phutkaradze | <input type="checkbox"/> Mr Vasile Bulicanu | <input type="checkbox"/> Ms Natalja Otsepova |
| <input type="checkbox"/> Mr Goga Gugava | <input type="checkbox"/> Mr Vlatko Dugandžić | <input type="checkbox"/> Ms Nazi Vekua |
| <input type="checkbox"/> Mr Grigol Gobejishvili | <input type="checkbox"/> Mr Zakir Hajiyev | <input type="checkbox"/> Ms Nina Lupan |
| <input type="checkbox"/> Mr Ismonjov Mamadjanov | <input type="checkbox"/> Mr Zhora Asatryan | <input type="checkbox"/> Ms Olga Dziuba |
| <input type="checkbox"/> Mr Maksim Ermolovich | <input type="checkbox"/> Ms Ö. Zeynep Onat | <input type="checkbox"/> Ms Raida Rafieva |
| <input type="checkbox"/> Mr Mehmet Simnica | <input type="checkbox"/> Ms Ana Lukačević | <input type="checkbox"/> Ms Slobodanka Popović |
| <input type="checkbox"/> Mr Mira Toktonalieva | <input type="checkbox"/> Ms Anar Nurdibaevna Kalyeva | <input type="checkbox"/> Ms Valentyna Doletska |
| <input type="checkbox"/> Mr Nazullo Abibulloev | <input type="checkbox"/> Ms Angela Voronin | <input type="checkbox"/> Ms Vera Prokovic |
| <input type="checkbox"/> Mr Nikola Vukićević | <input type="checkbox"/> Ms Arjana Çela | <input type="checkbox"/> Ms Zhora Asatryan |
| <input type="checkbox"/> Mr Njegoš Pavlović | <input type="checkbox"/> Ms Elena Trpkovska | |
| <input type="checkbox"/> Mr Oleg Hirbu | <input type="checkbox"/> Ms Flir Mosho | |
| <input type="checkbox"/> Mr Papuna Petriashvili | <input type="checkbox"/> Ms Gyulnara Grigoryan | |

3. In order to build a map of COP connections with the contacts you have just told us about, we also need to know who you are. Please provide your name and country in the spaces below. Please be assured that all your other responses to the survey will be kept confidential by the evaluation team.

Name:

Country:

4. Please rate your experience of the quality of materials you encountered in your engagement with the COP by selecting an appropriate description for each of the types of COP materials and resources below

	High quality	Quality	Mixed quality	Low Quality	I have not accessed this type of materials
The resources on the website generally are	<input type="radio"/> High quality	<input type="radio"/> Quality	<input type="radio"/> Mixed quality	<input type="radio"/> Low Quality	<input type="radio"/> I have not accessed this type of materials
Presentations and other inputs at events generally are	<input type="radio"/> High quality	<input type="radio"/> Quality	<input type="radio"/> Mixed quality	<input type="radio"/> Low Quality	<input type="radio"/> I have not accessed this type of materials
Inputs during country exchanges generally are	<input type="radio"/> High quality	<input type="radio"/> Quality	<input type="radio"/> Mixed quality	<input type="radio"/> Low Quality	<input type="radio"/> I have not accessed this type of materials
Tools and other materials, for example the survey and the Action Plan, developed by the COP generally are	<input type="radio"/> High quality	<input type="radio"/> Quality	<input type="radio"/> Mixed quality	<input type="radio"/> Low Quality	<input type="radio"/> I have not accessed this type of materials

Please share with us why you selected the answer you did for any or all of the COP resources above. Please also note examples, if you want.

5. Have you used the experiences of your fellow COP members or other learning in the COP to design, recommend or implement PFM reforms in your area of practice in 2007 and/or 2008?

- Yes
- No, but I am likely to in future
- No and I am unlikely to in future

If the answer is yes, please share examples with us of how improvements to PFM in your country have benefited from COP experiences.

6. What is your experience of being a member of the COP? For each of the statements below please indicate whether you think the statement is very true, true, slightly true, slightly untrue or not true at all.

	Not true at all	Slightly untrue	Slightly true	True	Very true
I have a sense of	<input type="radio"/> Not true at	<input type="radio"/> Slightly	<input type="radio"/> Slightly true	<input type="radio"/> True	<input type="radio"/> Very true

	Not true at all	Slightly untrue	Slightly true	True	Very true
belonging to a network	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I believe I can influence priority setting in the COP	<input type="radio"/> Not true at all	<input type="radio"/> Slightly untrue	<input type="radio"/> Slightly true	<input type="radio"/> True	<input type="radio"/> Very true
The COP is being driven by its members	<input type="radio"/> Not true at all	<input type="radio"/> Slightly untrue	<input type="radio"/> Slightly true	<input type="radio"/> True	<input type="radio"/> Very true

7. What is your experience of the secretariat support provided by the Centre of Excellence in Finance (CEF) in Slovenia?

	Highly unsatisfactory	Unsatisfactory	Satisfactory	Highly satisfactory	I have no opinion on their support
I would rate their support as	<input type="radio"/> Highly unsatisfactory	<input type="radio"/> Unsatisfactory	<input type="radio"/> Satisfactory	<input type="radio"/> Highly satisfactory	<input type="radio"/> I have no opinion on their support

8. Please share your experience of the leadership and guidance provided by the PEMPAL steering committee and the Budget COP leadership to the Budget COP by selecting one of the options below.

	Very highly	Highly	Average	Below Average	I have no opinion on their leadership and guidance
I would rate the leadership and guidance provided by the PEMPAL steering committee to the COP	<input type="radio"/> Very highly	<input type="radio"/> Highly	<input type="radio"/> Average	<input type="radio"/> Below Average	<input type="radio"/> I have no opinion on their leadership and guidance
I would rate the leadership and guidance provided by the Budget CoP leadership team	<input type="radio"/> Very highly	<input type="radio"/> Highly	<input type="radio"/> Average	<input type="radio"/> Below Average	<input type="radio"/> I have no opinion on their leadership and guidance

Annex V: Opinion Survey data by COP

IA COP

Question 1

IA COP	Never	1 to 3 times	3 to 6 times	More than 6 times
I have attended COP events	0%	60%	10%	30%
I have hosted or participated in country exchanges	55%	45%	0%	0%
I have used the website	0%	36%	9%	55%
I have been in informal contact with other members	9%	36%	18%	36%
I have provided inputs into COP discussions, website or other materials	9%	64%	0%	27%
I have contributed to COP leadership and management tasks	27%	45%	9%	18%
AVERAGE	17%	48%	8%	28%

Question 2 and 3: reported in main text

Question 4

	High quality	Quality	Mixed quality	low quality
The resources on the website generally are	0%	64%	36%	0%
Presentations and other inputs at events generally are	27%	64%	9%	0%
Inputs during country exchanges generally are	38%	25%	38%	0%
Tools and other materials generally are	30%	50%	20%	0%
Average	19%	40%	21%	0%

Individual Comments

The resources should be regularly updated and in each COP we should nominate person to update the content of the website. If necessary we should think to buy some tools and put it on the website so that the website could have development role in the public sector internal audit, especially concerning tools for doing internal audit.

In July 2008 the group of the Internal Audit of the Ministry of Finance visited the Ministry of Finance of Bulgaria with the purpose of familiarizing ourselves with their Internal Audit activity.

Web-site resources usually are quality, since there is a big analytical work kept for this and needed information is placed. 2. Presentations and other materials on meetings and events are quality, and substance of those materials properly reflects needed information based on goals and tasks of the presentation. 4. Instruments and other materials, developed by the Community of Practice not always reach their goals since the needs of participants of the Community of Practice are not studied differentially. For example, on the beginning phase of the creation of the internal audit system Kyrgyz Republic needs placing on the web-site of materials on methodology of internal audit, training aids and study materials on retraining of internal audit specialists.

PEM PAL web page does not contain all the materials and presentations that were used at the meetings. Presentations are of good quality but I am missing some other documents. I understand that presentations are different, and they depend on who prepares them. I think presentations we used at the beginning of PEM PAL were much better but often no follow-up was made although it was promised at the meetings.

I am missing experts' contributions at the PEM PAL web page. Presentations are very important, as well as CDs and other materials we received at workshops. These help us the most at building our profession. I especially liked the following: "Welcome to the world of PIFC", "PIFC" Robert de Koning, "The Professional Practice Framework" and CD with guidelines for establishment IA unit from IIA, Noel Hepworth – Internal Audit from the view of developed states, World Bank - Public Financial Management Assessment.

Question 5:

	Yes	No, but I am likely to in future	No and I am unlikely to in future
Have you used the experiences of your fellow COP members or other learning in the COP to design, recommend or implement PFM reforms in your area of practice in 2007 and/or 2008?	78%	22%	0%

Question 6:

	Not true at all	Slightly untrue	Slightly true	TRUE	Very True
I have a sense of belonging to a network	0%	9%	9%	55%	27%
I believe I can influence priority setting in the COP	0%	9%	9%	64%	18%
The COP is being driven by its members	0%	18%	27%	55%	0%
	0%	12%	15%	58%	15%

Question 7:

	Highly unsatisfactory	Unsatisfactory	Satisfactory	Highly satisfactory
What is your experience of the secretariat support provided by the Centre of Excellence in Finance (CEF) in Slovenia?	0	0.034483	0.517241	0.448276

Question 8: Reported in main text

Budget COP

Question 1: Activeness in network

I have attended COP events	0%	80%	20%	0%
I have hosted or participated in country exchanges	57%	36%	7%	0%
I have used the website	14%	36%	36%	14%
I have been in informal contact with other members	7%	67%	13%	13%
I have provided inputs into COP discussions, website or other materials	33%	53%	13%	0%
I have contributed to COP leadership and management tasks	57%	29%	14%	0%
AVERAGE	28%	50%	17%	5%

Question 2 and 3 reported in main text

Question 4:

	High quality	Quality	Mixed quality	low quality
The resources on the website generally are	0%	64%	27%	9%
Presentations and other inputs at events generally are	0%	69%	31%	0%
Inputs during country exchanges generally are	13%	63%	25%	0%
Tools and other materials generally are	0%	54%	38%	8%
AVERAGE	3%	62%	30%	4%

I was particularly pleased with PEM PAL BCOP/OECD SBO meeting in Vilnius which allowed me to benefit from other OECD countries experience and rate our own position comparing with these.

Presentations are too focused on one or two subject. It is highly desirable that COP events cover as much topics as possible. It is necessary that participants have presenter or respondent roles on a specific topic. In this way participants' involvement will be much more effective. Mixed events with OECD SBO is very good example in this regard.

Many times host country is expected to deliver presentations and that is not efficient. In order to benefit from an exchange it is necessary that both countries are well prepared to share experience on the agreed topics. Follow up activities are important as well. This could be further discussed by emails and videoconferencing. Debriefing presentations within own ministries are welcome as well. On the web page - a lot of inputs provided by organizers and limited COP members participation.

It seemed to me that web-site now became better, but not interesting enough. I evaluate materials of the International experts participated in meetings as good quality materials, because from these materials we learn many beneficial things for our work. It is very good that presentations and articles are published on site. Regarding the work of the Steering Committee, on my opinion, too much time on the Istanbul meeting was diddled on organizational issues: discussion of plans, budget of community, methods of work of the community, and so on. It was such impression that the meeting itself had been poorly organized. It was not interesting for me. It is better to discuss such issues in the narrow circle.

Question 5:

	Yes	No, but I am likely to in future	No and I am unlikely to in future
Have you used the experiences of your fellow COP members or other learning in the COP to design, recommend or implement PFM reforms in your area of practice in 2007 and/or 2008?	31%	69%	0%

Question 6

	Not true at all	Slightly untrue	Slightly true	TRUE	Very True
I have a sense of belonging to a network	0%	0%	29%	43%	29%
I believe I can influence priority setting in the COP	0%	31%	46%	15%	8%
The COP is being driven by its members	8%	8%	25%	58%	0%
	3%	13%	33%	39%	12%

Question 7:

	Highly unsatisfactory	Unsatisfactory	Satisfactory	Highly satisfactory
What is your experience of the secretariat support provided by the Centre of Excellence in Finance (CEF) in Slovenia?	0%	8%	58%	33%

Question 8 reported in main text

Treasury COP

Question 1

I have attended COP events	0%	89%	11%	0%
I have hosted or participated in country exchanges	78%	22%	0%	0%
I have used the website	0%	56%	33%	11%
I have been in informal contact with other members	22%	78%	0%	0%
I have provided inputs into COP discussions, website or other materials	75%	13%	13%	0%
I have contributed to COP leadership and management tasks	38%	63%	0%	0%
Average	35%	53%	9%	2%

Question 2 and 3: reported in main text

Question 4

	High quality	Quality	Mixed quality	low quality
The resources on the website generally are	0%	78%	22%	0%
Presentations and other inputs at events generally are	22%	56%	22%	0%
Inputs during country exchanges generally are	40%	40%	20%	0%
Tools and other materials generally are	14%	71%	14%	0%
Average	19%	61%	20%	0%

Individual comments

It is very important in our day to day operations to believe that we are trying to do our best work and this believe and confidence I have experienced during the PEM-PAL workshop in Ljubljana, Slovenia. From this sort of forums I have increased my confidence on my responsibilities and have gain also a lot of knowledge on the best practises region wide on the Treasury functions and operations.

I did not visit site a lot and that is why I can not say much about this. I had occasion to attend only one seminar and unfortunately I have no clear answer to this question. I have double impression. From one side there were good presentations but from other side there were also poor quality presentations. I did not participate in country exchange programs so it is difficult to say anything about this. I very much liked presentations of Russia and Moldova.

Question 5:

	Yes	No, but I am likely to in future	No and I am unlikely to in future
Have you used the experiences of your fellow COP members or other learning in the COP to design, recommend or implement PFM reforms in your area of practice in 2007 and/or 2008?	56%	44%	0%

Question 6:

	Not true at all	Slightly untrue	Slightly true	TRUE	Very True

I have a sense of belonging to a network	0%	11%	33%	44%	11%
I believe I can influence priority setting in the COP	0%	11%	67%	11%	11%
The COP is being driven by its members	0%	11%	44%	44%	0%
	0%	11%	48%	33%	7%

Question 7:

	Highly satisfactory	Unsatisfactory	Satisfactory	Highly satisfactory
What is your experience of the secretariat support provided by the Centre of Excellence in Finance (CEF) in Slovenia?	0%	0%	50%	50%

Question 8 reported in main text.

Annex VI: Interview guidance for semi-structured interviews

Purpose of interview: to collect ‘stories’ on (i) how members experience PEMPAL (positive, negative, what works, what does not) and (ii) how they have used PEMPAL learning. Ideally, it would be nice to have specific stories about PEMPAL learning catalysing a specific reform, but it is perhaps unlikely. More likely to be about how useful knowledge and insights gained on how other countries do things are for developing systems locally.

Interview questions:

First area of questioning: What is most useful PEMPAL activity that you have participated in and why?

Allow interviewee to talk about whether study tours or events or website or personal exchanges most useful, but then enquire about a specific study tour or activity that was most useful.

If interviewee starts off with a specific event, follow up with a question about the type of activity that is the most useful.

On the type of activity that worked for the respondent, probe why it worked.

Ask about the usefulness of presentations on

- Case studies
- Conceptual frameworks
- Tools (eg the benchmarking tools that each COP is developing).

Second area of questioning: What PEMPAL experience do you not like, or do you not find useful?

If there is no or only a vague response from the interviewee, see if you can probe further by referring to specific events. Use the cross-match of interviewees and events table I’ve done below. Ask about the event that was not covered in the interviewee’s responses to the first question. What in that event did they not like? What did not work?

Third area of questioning: How have you used PEMPAL learning, case study examples, tools or conceptual frameworks in your country?

If the interviewee responds positively, just take notes and probe a bit about how the knowledge transfer worked. Did he/she introduce it by referring to PEMPAL? Does it provide legitimacy? Does it complement other sources of information? What is likely future path and how would PEMPAL help further etc.

If the interviewee has no specific examples, ask what are the obstacles to transferring the knowledge and experience? Is there nothing applicable yet? Are they too junior? Are their systems too different? Is the country too far ahead or too far behind other countries to apply the learning? How can PEMPAL be organised differently to allow better impact from learning?

Fourth area of questioning: What about how COP is organised?

It is worth asking what the interviewee thinks about the COP organisation. Does it work? Do they feel involved? How can it be improved?