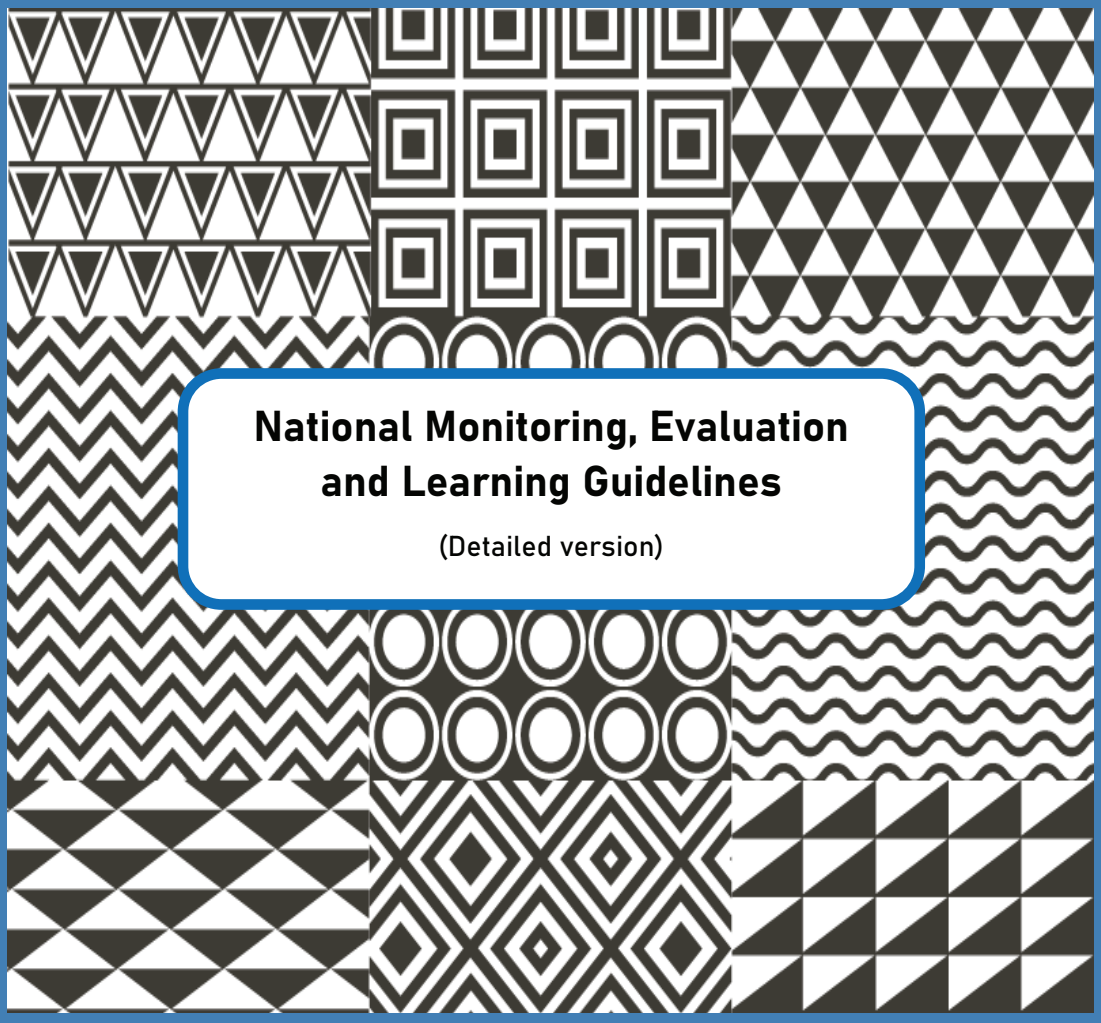
Republic of Rwanda

MINISTRY OF FINANCE AND ECONOMIC PLANNING (MINECOFIN)



National Monitoring, Evaluation and Learning Guidelines

(Detailed version)

2021

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Foreword

Rwanda has adopted an ambitious target to become an upper middle-income country by 2035 and high-income status by 2050 characterized by better livelihood for its people. This will be implemented through transformational policies, programs, and projects well designed and implemented through medium-term development Strategies such as the National Strategy for Transformation (NST1) and long-term strategies i.e. Vision 2050.

The National Monitoring Evaluation and Learning Guidelines (NMEL) serves as an important tool to strengthen Result Based Monitoring Evaluation system in Rwanda. National Monitoring & Evaluation (M&E) plays an important role in tracking progress and facilitating decision making by providing credible and useful information, enabling the integration of lessons learned into planning and decision making processes for the strongest possible NST1 implementation.

NMEL will help to continuously track the different interventions during the development journey by ensuring inclusiveness, accountability, efficient use of public resources and transparency in reporting by identifying what works and what doesn't in policy design, implementation and investment associated.

Rwanda has achieved substantial progress and an effective M&E system which will continuously enable improved environment to drive impactful results. As the guidelines highlight, they will enhance growing systems required to implement envisioned targets and development plans.

The development of the NMEL guidelines was a result of extensive consultations between M&E practitioners in local and central government, independent evaluators, and other international organizations. They lay a foundation for M&E practices in public entities and in other partners' interventions related to the development in Rwanda such as NGOs and privates sector.

Dr. Claudine UWERA,

Minister of State in charge of Economic Planning

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Tables:

List of acronyms

CSO	Civil Society Organisations
CBM	Chief Budget Manager
DEC	District Executive Committee
DID	Difference-in-differences
OECD	Organization for Economic Cooperation and Development
GACU	Government Action Coordination Unit
GoR	Government of Rwanda
ICT	Information and Communication Technology
IPAR	Institute of Policy Analysis and Research-Rwanda
IFMIS	Integrated Financial Management Information System
LODA	Local Administrative Development Agency
M&E	Monitoring and Evaluation
MEL	Monitoring Evaluation and Learning
MDAs	Ministries, Districts and Agencies
MDTP	Midterm Development Plan
MINECOFIN	Ministry of Finance and Economic Planning
MEIS	Monitoring and Evaluation Information System
NGOs	Non-Governmental Organisations
NISR	National Institute of Statistics of Rwanda
NMEL	National Monitoring, Evaluation and Learning
NDPR	National Development Planning and Research Department
NPPMD	National Programs and Project Monitoring Directorate
NST1	National Strategy for Transformation
PME	Planning Monitoring and Evaluation
PSM	Propensity score matching
PIC	Public Investment Committee
RMEO	Rwanda Monitoring Evaluation Organisation
SDGs	Sustainable Development Goals
TWG	Technical Working Group

Executive summary

Monitoring, Evaluation and Learning has a key role to play in the successful implementation of the policies, programs and projects which constitute the backbone of national development. An effective monitoring and evaluation system help to obtain data and information required for the formulation and implementation of policies, programs, and projects. It can also enable entities to ascertain whether or to what extent, the economy is geared towards the achievement of set of national goals by providing objective information.
The National Monitoring Evaluation and Learning Guidelines (NMEL) will serve as a useful tool for M&E practitioners in Ministries, Districts, Agencies (MDAs) and NGOs involved in the design, implementation, monitoring, evaluation or learning of programs, policies and projects funded by the GoR or by development partners.

These guidelines have been developed after extensive consultations with M&E practitioners in public institutions and international organisations. This will allow M&E practitioners to have a common understanding on national MEL system which can lay foundation on M&E steps in order to improve monitoring and evaluation activities towards achieving government short, medium and long-term targets and drive impactful results.

The information in the guidelines has been synthesized in boxes, which highlight the focus, periodicity, purpose, process of each monitoring milestones and related deliverables. The terminology used in the NMEL guidelines is based on common practice of international development cooperation. The terms applied by OECD DAC used as the base for the terminology. The NMEL guidelines entails four sections: -

- **Part A**: defines basic concepts of monitoring and evaluation, definition of monitoring, purpose, monitoring principles, planning indicators and targets and reporting procedures for projects.
- **Part B:** defines evaluation, when to evaluate, evaluation principles, ethics, quality and standards, categories and approach of conducting evaluation, institutionalising evaluation culture and steps for policy makers and institutions in order to facilitate sound evaluation of their interventions.
- **Part C:** defines learning and demonstrates the approach, standards and methodology used to develop and implement learning frameworks in an institution and within projects.

- **Appendix:** contains supplementary information about templates to be used in various phases of monitoring and evaluation. These templates can be used by institutions while carrying out evaluations. The templates need to be adapted as per local context while carrying out high quality of evaluations. Hyperlinks have been done for easy access of templates across the NMEL guidelines.

The completion of the guidelines was made possible through the collective efforts of M&E Practitioners from different public institutions, independent evaluation networks, research and evaluation institutions; NDPR within MINECOFIN and support from other development partners who participated in the process and provided valuable feedback in development of guidelines.

About these guidelines

Purpose of the guidelines

The purpose of NMEL guidelines is to set broader principles for Monitoring, Evaluation and Learning to improve on implementation of policies, programs and projects funded by the Government of Rwanda (GoR) and development partners. These guidelines were prepared based on the suggestions and inputs received from different stakeholders, M&E practitioners from civil society & public institutions, key Ministries, Local Administrative Development Agency (LODA), University of Rwanda, Institute of Policy Analysis and Research (IPAR), Rwanda Monitoring Evaluation Organisation and other Development Partners through various consultations and interactions.

The NMEL guidelines complement National Results-Based Management and National Investment policies which provide step-by-step practical guidance to conduct monitoring and carry out the sound, accurate and evidence-based evaluations of policies, programs and projects funded through GoR investments and through other development partnerships. All MDAs should follow monitoring procedures and conduct evaluations in line with the principles and standards outlined in these guidelines. The application of the NMEL guidelines will improve the evidence base, design, value for money, effectiveness, impact and sustainability of policies, programs and projects implementation. Hence NMEL guidelines implementation will strengthen the delivery of results, as outlined in various national strategies, plans, policies and initiatives taken by the Government of Rwanda.

Intended audience

The users of NMEL guidelines are public institutions that are implementing policies, programs and projects. Private institutions, Development Partners, NGOs and others are also might refer to these guidelines. They might be interested to use them in the areas of monitoring, evaluation and learning. The purpose of NMEL guidelines is lay foundations and standards for M&E practitioners in Rwanda. As required by Rwanda National Investment policy, NMEL will facilitate on harmonization of M&E tools and systems for tracking the progress of public investments and interventions to achieve intended results, impact as well as the sustainability of different government interventions.

Broadly, the guidelines strengthen the culture of monitoring and evaluation, set benchmarks/standards, enhance implementation of different government interventions to achieve its goals; and share good practices to improve future planning and implementation. It guides also staff to conform to the best practices, norms and standards for evaluation and ensuring the quality control of all evaluations commissioned by public institutions at all levels.

Part A- Monitoring Guidelines

The present chapter introduces monitoring and evaluation tools (section 1). It explains tools to be used for monitoring and evaluation planning at the level of institutions. Furthermore, it defines monitoring concepts and explains their use (section 2), monitoring and reporting procedures to be followed by institutions (section 3). These sections provide a basic understanding of how monitoring works and contribute to achieving the objectives of projects, programs and policies, if followed scrupulously. **These below, are the topics covered under this section:**

1. Basic concepts in Monitoring and Evaluation
    - 1.1 Results Chain
    - 1.2. Logical Framework
    - 1.3. Monitoring and Evaluation Plan
    - 1.4. Planning of indicators and targets
2. Monitoring Perspectives
    - 2.1. Definition and purpose of monitoring
    - 2.2. Why to do Monitoring?
    - 2.3. How to do monitoring?
    - 2.4. Principles of Monitoring
3. Institutionalising Monitoring and reporting procedures
    - 3.1 Timelines for reporting
    - 3.2 Steps for projects, programs and policy reporting
    - 3.3 Rating project progress/performance
    - 3.4 Implementing monitoring in public institutions
    - 3.5 Project monitoring field visits

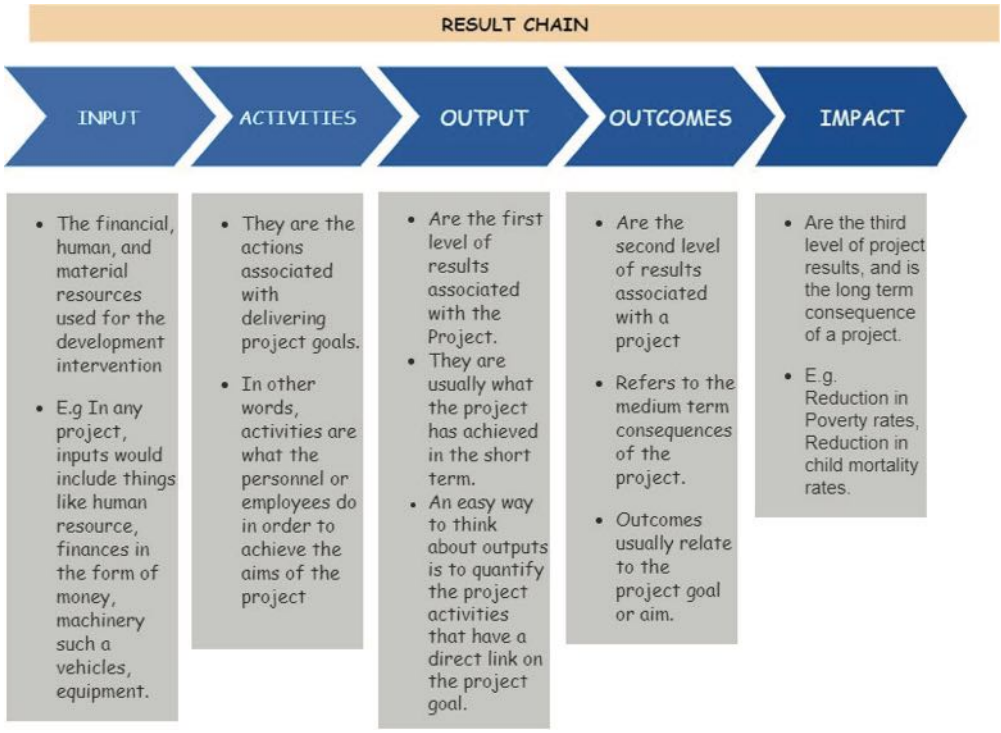
1. Basic concepts in monitoring and evaluation

1.1 Results chain

The primary purpose of a project, policy and program is to achieve results that meet national, institutional, and sectoral objectives. A results chain consists of a series of expected achievements, or positive changes, linked by causality. The results chain can be seen as a continuum from inputs to outputs and to outcomes. The results chain below attempts to categorise these steps by breaking them down into five stages (see Fig. 1):

- **Inputs** - are resources used to carry out activities.
- **Activities** - are actions carried out to achieve goals.
- **Outputs-** are results that emerge from activities.
- **Outcomes -** are results of outputs and is the second level of results.
- **Impact-** is the consequence of the project, policy or program interventions.

Figure 1: Results Chain



1.2 Planning for results

The most common representations of results chain is logical framework which is a systematic and visual way to present the perceived relationships among the resources used to operate a program (inputs), the activities undertaken (outputs), and the intended changes or results (Heyer, 2004).

1.2.1 Planning Stages of the Logical Framework Approach

Five Planning Stages are advised in line with the planning for results to get for a good Logical Framework. The following table presents the five planning stages, the tasks in each stage and a selection of suitable instruments:

Table 1: Five Planning Stages of the Logical Framework Approach

	Planning stages	Tasks	Instruments
What is?	**1. Analysis of initial situation** - Where are we? - What are the problems and the potential?	• Stakeholder analysis • Problem analysis • Potential analysis	• Stakeholder analysis matrix • Problem tree • Fishbone diagram • SEPO/SWOT analysis
What should be?	**2. Vision of intended change** - Where do we want to go? - What results do we expect to achieve?	• Analysis of intended results: outcomes and impact • Analysis of risks & assumptions	• Result tree • Brainstorming • Visioning • Result chain or framework
	3. Appraisal of alternative approaches - What alternative approaches are there? - How should we assess them? - Which approach do we choose?	• Analysis of alternative approaches	• Decision matrix • Utility analysis • Cost-benefit analysis • SWOT • Multi-criteria approach
How to fill the gap?	**4. Design of project strategy** - What results do we set? - How can we achieve them? - How can we check to see if we have achieved them? - What external factors influencing the project?	Design of Logframe: • Hierarchy of results • Assumptions • Indicators and sources of information • Inputs/Resources	• Logframe • Risk assessment • Standard indicators • Feasibility study
	5. Design of project organisation – - What are the roles and responsibilities? - What means are available and are needed? - How will the project be steered and evaluated?	• Definition of organisational set-up • Allocation of means • Design of M&E system	• Organisational Chart • Project document

The first three stages help to analyze the initial situation and agree on the desirable outcomes of the project; the last two serve to design the project strategy and organization.

Stage 1 Analysis of Initial Situation: here the focus is given to stakeholders' analysis, which provides some overview of actors that are directly or indirectly involved in or affected by the planned project and their interests, expectations, potentials and possible resistance.

On top of the stakeholder analysis, there is a need to interact with them to assess current situation and develop a common understanding of the main problems that the project should help to solve.

Stage 2 Visioning of Intended Change:
This stage involves developing a common vision or picture of the future for the project/program. Developing a common vision calls for the reaching a consensus among groups participating in the project initiation tend to be very diverse but responding to following questions may help to get the appropriate vision.

Eg: Where do we want to be in 4 or 5 years? What do we want to achieve?

Stage 3 Appraisal of Alternative Approaches: The purpose here is to identify different possible project approaches and to agree on the most appropriate one. In this phase, different options to solve the problem identified are presented and the best option is presented and agreed with actors. The Assessment the different approaches/options are usually done using specific criteria and may select an approach or a combination of approaches.
The assessment criteria may include: chances for success, sustainability, social compatibility, available competencies, institutional capacity, technology level, available means, costs/benefits, political acceptance, etc.

Step 4 Project Strategy: Preliminarily when a deep analysis has been conducted, it become very easier to develop a project strategy. The proper way requires to first develop a Result Chain and then elaborate a LogFrame matrix.

The results chain visualizes the logical sequence of the cause-effect hypotheses. The links indicate clearly which causes and effects belong together and placing the assumptions and risks exactly at the place where they influence the chain links. When the result chain is completed, filling in the LogFrame matrix become very easy and simple.

The LogFrame is a table that depicts the causal links between the interventions and the expected results. It shows on which assumptions the cause-effect hypotheses are based and how the success will be measured.

Stage 5 Project Organization: A well-designed project/program organization is paramount to the success of all interventions/activities' implementation, and it is the point where planning and implementation meet. There is a need to distinguish between two management levels:

- The strategic and political level,
- The operational level.

The strategic and political responsibility maybe shared between the development partner or non-governmental partner organizations and the public entity. Whereas the operational responsibility is in the hands of the entity itself which is implementing the development of the projects.

To ensure strategic leadership and operational control, a clear separation of responsibilities between the different levels is vital. When designing the organizational of a project, it is necessary to assign responsibilities for controlling and steering a project/program. It is also of a prime importance to agree and highlight mechanisms for monitoring and evaluation.

> Note that program/project planning requires a participatory process which involves different stakeholders in order to assure a high degree of participation. This may be done through a workshop or a meeting.

1.2.2 Logical framework

The Logical framework (log-frame) is the basis for M&E work which occurs at the design phase of any policy, program or project. A log frame helps to think through and analyse the results

chain consisting of impact, outcomes, outputs, activities and inputs in a systematic and logical manner.

The log frame also identifies the assumptions and risks that can affect successful implementation of the project, program and policy. The log frame is widely used as a planning tools for effective monitoring and evaluation during project, program and policy implementation.

A standard log frame generally consists of a 4 by 4 matrix, with a hierarchy of objectives from activities to outputs to purpose to goal (*see* Table 1: Template on Log Frame).

Note that:

- When there is more than one outcome in a project, policy or program the outputs should be listed under each outcome.
- Activities may often be included in separate document (e.g. Gantt chart) for practical purposes.

Table 2: Template on LogFrame

Hierarchy of Objectives	Key Performance Indicators		Means of Verification	Critical Assumptions
Impact	**Impact indicators**			
The broader development impact to which the sector interventions contribute – at a national and sectoral level.	Measures of the extent to which a sustainable contribution to the goal has been made, for example improving children's nutritional status, reducing child morbidity and mortality, improved youth literacy rate, increase income of rural poor.		Sources of information and methods used to collect and report it.	
Outcome	**Outcome indicators**			**From outcome to impact**
The specific and immediate impact of the strategic plan.	Conditions achieved indicating that the purpose- level objectives have been achieved, generally referring to *access to* or *satisfaction with* services provided.		Sources of information and methods used to collect and report it.	Assumptions concerning the purpose/goal linkage.
Outputs	**Output indicators**			**From project/program activities to output**
The direct physical results of the plan, within the direct control of the implementing agency. All sub-programs will contribute to this.	Conditions achieved indicating that the output objectives have been achieved, for example, teachers employed, fertiliser provided, health workers trained.		Sources of information and methods used to collect and report it.	Assumptions concerning the program/project activities purpose linkage.
Activities	**Input indicators**	**Implementation timeframe**	**Responsibility**	**Assumptions**
The tasks carried out to implement the project and deliver the identified outputs.	Refer to the human, financial resources, etc. for implementing a strategy.	Indication of when activities will be undertaken.	Who is responsible for undertaking the activity?	Assumptions concerning the activity/output linkage.

The log frame is a living document, which should be consulted and altered throughout the intervention's life cycle. All projects' concept note submitted to PIC should include logical framework. The policies and programs should also contain logical framework as it helps in strategic planning, implementation and evaluation.

The projects or programs which are very big, four hierarchy levels may not be enough to structure all activities in a meaningful way. In these cases, a series of nested log frames may be elaborated, where the outputs of the overall log frame (e.g. infrastructure sector) become the purpose of a subsector log frame (e.g. energy subsector). Specific log frames are to be created for individual sub-sectors. In these cases, it is therefore suggested to adopt a 5 by 4 matrix. The additional hierarchy is referred to as outcomes, to be inserted between outputs and purpose. The log frame should be provided as an annex with new development policy, program and project proposals.

The public institutions should use the logical framework approach for identification and formulation of new programs and projects. A Logframe matrix is a documented product of the LFA prepared before a project proposal and makes its integral part. What is achieved in this way is the development of a balanced project which has measurable objectives and takes into account assumptions and risks. The LFA is composed of two stages used in project identification and formulation: **1. Analysis stage** & **2. Planning stage**

These two phases are carried out progressively during the identification and formulation of projects to ensure the quality of design and therefore its implementation as well as its ex-post evaluation.

The two main stages of the LFA can be summarised in the table below:

Analysis Phase	Planning Phase
• **Stakeholder analysis** - identifying & characterising potential major stakeholders; assessing their capacity, • **Problem analysis** - consists of identifying key problems, constraints & opportunities; determining cause & effect relationships, • **Objective analysis** – or Solutions Tree consists in developing solutions from the identified problems; identifying means to end relationships. • **Strategy analysis** – identifying different strategies to achieve solutions; selecting most appropriate strategy.	• **Developing Logical Framework matrix** - defining project structure, testing its internal logic & risks, formulating measurable indicators of success • **Activity scheduling** – determining the sequence and dependency of activities; estimating their duration, and assigning responsibility • **Resource scheduling** – or "Budgeting". From the activity schedule, developing input schedules and a budget.

The **Analysis Stage** should be carried out as an iterative learning process, rather than as a simple set of linear 'steps. For example, while stakeholder analysis must be carried out early in the process, it must be reviewed and refined as new questions are asked and new information comes to light. Prior to initiating detailed analytical work with stakeholder groups, it is important that those involved in the identification or formulation/preparation of projects or programs are sufficiently aware of the policy, sector and institutional context within which they are undertaking their work.

In general, it should not be the work of project planning team to undertake 'new' analysis of development/sector policies or the broader institutional framework. Rather they should access existing information and then work to ensure that the development of the project idea takes account of these elements of the operating environment.

In the **Planning Stage** the results of the analysis are transcribed into a practical, operational plan ready to be implemented. It is the stage where the project is technically designed. This stage is again an iterative process, as it may be necessary to review and revise the scope of project and program activities and expected results once the resource implications and budget become clearer.

- All projects concept note submitted to PIC with should include logical framework.
- MDAs should make sure that the new programs and projects contain logical framework.

1.3 Monitoring and Evaluation plan

Good planning is the most essential part of any monitoring system. The development of the M&E Plan is an essential step to manage the process of assessing and reporting progress towards achieving project, program and policy outputs and outcomes and to identify what evaluation questions will be addressed through evaluation. M&E Plan contributes to the effectiveness of the project, program and policy itself by assuring that comparable data will be collected on a regular and timely basis (*see Annex 1: template on M&E Plan*).

- All policies, projects and programs shall include an M&E plan which should be built on the logical framework.
- The M&E plan is to be reviewed from time to time to ensure it remains relevant.
- At national level, NPPMD to prepare a rolling M&E plan after MDAs submit their plans (maximum 5 years and review it at least every 2 years.

The M&E plan should be completed during the planning stage of a project, program or policy which allows the program and M&E team to crosscheck the log frame and indicators before project/program implementation. It might also be wise to wait until after policy, project or program funding has been approved before devoting too much time to an M&E plan. It is also important that an M&E plan is reviewed from time to time to ensure its relevance. Changes might need to be made because M&E systems or processes are not working properly, or

because the policy, project or program itself has changed, and the M&E approach needs to be altered as a result. Minimum requirements for an M&E plan shall include: SMARTER indicators for implementation and results, baseline data for the projects, policy or program indicators as well as identified reviews and evaluation to be undertaken. There is no set process for developing an M&E plan. Good practice suggests having wide engagement with stakeholders is essential for developing M&E plan.

1.4 Planning of indicators and targets

An indicator is a unit of measurement that helps determine what progress is being made towards the achievement of an intended result (objective). Indicators set out what information to collect in order to answer key questions about the progress of a policy, project and program. The information can also help lessons to be learned from an intervention in order to build on successes and avoid repeating mistakes.

The purpose of indicators for a program and project is to define points where the degree of success of institutions can be measured. This is obviously necessary since if progress cannot be measured, it is also difficult or impossible to demonstrate that resources have been used to good effect. In practice it is often difficult to measure progress and for this reason, particular attention needs on the choice of indicators if practical results are to be achieved.

Ideally, Planning-M&E practitioners in consultation with program head, project managers or SPIU coordinators and MINECOFIN focal persons should form a team for this purpose and the team should include subject matter specialists which can help in drafting indicators. A series of short workshops or consultations are best suited for these tasks because indicators are likely to undergo several iterations before they are ready. Ideally, the key stakeholders, including the managers whose normative work is being evaluated, should validate the indicators once drafted.

- **Limit the number of indicators to two or three per output:** This will keep manageable volume of data to be collected. If one or two good indicators can provide enough evidence of the intended change, leave it at that.
- **Include at least one qualitative indicator per outcome statement**. Qualitative indicators allow the evaluator to find depth in information and to tease out important nuances.
- **Think SMARTER**: Indicators should be specific, measurable, attainable, relevant, time-bound and explainable and relative.
- **M&E practitioner need to be able to see how measurements of indicators change over time**. In order to do so, it is important to establish a baseline for tracking your indicators over time.
- Ensure that indicators are gender-sensitive, wherever possible.

For the systematic monitoring of policies, programs and projects it is necessary to develop and use performance indicators that are *impartial*, *independent, simple/unambiguous, measurable, achievable, reliable, comparable, practical, representative, time-bound and*

firmly aligned with intended objectives. There are many ways of developing quality indicators. One of them, also known as SMARTER approach as defined in the box above.

Indicators should be defined during the formulation of annual plans or at the time of approval of new programs/projects/policies so as to systematically and reliably measure the changes occurring across the resultant chains i.e. at the levels of output, outcome, and impact. To undertake effective monitoring of policy, program or project, indicators are developed at national level and district level. The criteria for indicators of use at national and district level are explained below:

Criteria for indicators of use at national level

- Linked to broadly identified common problems and national/global priorities
- Appropriate for inter-country comparisons.
- Relevant to international initiatives or to international conventions and treaties.
- Attractive to a range of sectors or sector plans, partners and institutions.
- Ideally usable for decision-making at different tiers of government.
- Based on sound, internationally comparable data that are readily available or easily and relatively inexpensively collected.
- Examples on those mainly considered are: Vision 2050, SDGs, NST1, sectoral plans.

Criteria for indicators of use at district and sub district level

- Be relevant both to individual population and to local government.
- Reflect local circumstances.
- Be based on information that can be readily collected.
- Show trends over a reasonable period of time.
- Be clear and easy to understand, in order to educate and inform.
- Provoke change (for example in policies, services or lifestyles).
- Lead to the setting of targets or thresholds.
- Examples on those mainly considered are: NST1, District development plan etc.

M&E Practitioners while developing indicators, always check whether they are **SMART:**

Specific	• Avoid using words with an unclear meaning, such as "improved", "effective" or "capacity" (for e.g. **"% of households who improved their agricultural production**") • Additionally, '***how***' and '***where***' the 'who' is doing the '**what**' is important to include in the indicator as it provides the action for the intervention.
Measurable	• Are you sure that it is possible to collect data for such an indicator? (for e.g. "volume of soil lost due to erosion" is close to impossible to measure) • If the data is prone to seasonal changes, can you collect it at the same time of year? • Do you have the expertise, time and staff to collect the required data? (for e.g., measuring the prevalence of undernutrition requires specific expertise + up to 3 weeks of time)
Achievable	• Is it realistic to expect the indicator's targets to be achieved with the time, HR resources and funding you have? (for e.g. reduce chronic undernutrition within a two-year project).
Relevant	• Does the indicator really capture the change you described as your output / outcome / impact?
Time-bound	• Is it clearly specified by when the indicator will be achieved? (e.g. by the end of 2021; this information is often provided for a list of several indicators – not for each individually)

Some examples of Smart Indicators are described below:

Agriculture

- **Specific:** *% of farmers who received extension/advisory services in 3 years (disaggregated by gender)*
- **Measurable:** *# of new technologies and crops varieties released.*
- **Achievable:** *# agricultural financial services and insurance products provided through SACCOS.*
- **Relevant:** *% of budget executed at districts level.*
- **Timebound:** *# of applications integrated into agricultural information platform by Dec. 2020.*

Health

- **Specific**: *Maternal Mortality Rate to be reduced to 126 for the year 2023.*
- **Measurable:** *# of Family planning teams providing training to health workers resulting in 75% of staff completing training.*
- **Achievable:** *# of family planning teams providing training to health workers resulting in 75% of staff completing training by Dec 2021.*
- **Relevant:** % of budget spent by family planning teams on health worker training.
- **Timebound:** *# of family planning teams providing training 200 health workers by quarter 1 of year 2021.*

Environment and Natural Resource (ENR)

- **Specific**: *Carbon dioxide (equivalent) emissions per capita.*
- **Measurable:** *# of regional and international conventions ratified and domesticated.*
- **Achievable***: 5% increase in forest cover by 2025.*
- **Relevant**: *% of air quality monitoring stations with a) Good (0-50) b) Moderate (50-100) c) Unhealthy (101-150) Air Quality Index.*
- **Timebound:** *# of District land offices refurbished and equipped by Dec 2020.*

Education

- **Specific**: *% of students enrolled in STEM related courses as proportion of total students in higher education and TVET.*
- **Measurable:** *% of learners achieving minimum proficiency in numeracy in P3.*
- **Achievable***: Drop out ratio of primary school to be reduced to 4%.*
- **Relevant**: *All primary schools have access to computer and internet by March 2020.*
- **Timebound:** *Drop out ratio of primary school to be reduced to 4% by Dec 2020.*

Capacity Building

- **Specific**: *# of Capacity Development plans for private sector in priority areas of NST1 implemented.*
- **Measurable:** *# of CD plans submitted by public institutions through CDMIS.*
- **Achievable***: 200 digital jobs are created at national level by each quarter.*
- **Relevant**: *# of Sector Strategic Plans with indicators of Capacity Development.*
- **Timebound:** *# of field visits conducted each quarter on the implementation progress of Entrepreneurship and Business Development intervention.*

Targets

Targets are the level of achievement as measured by outcome or output indicators during a specific time period. If properly set, they can provide the benchmark/levels against which performance can be measured. It is an important function of the institution to set for itself appropriate targets which can in principle be achieved in line with resources available and be well managed. Targets are specified in terms of the same variable which are used for output and outcome indicators. They are the forward-looking quantified values of these indicators which the institution is seeking to achieve.

Target for Outcome indicators:

- The target for outcome indicator should take into account the trend in most recent years for which information is available.
- Changes in the targets for the future years should be justifiable in terms of new factors including proposed projects, programs and policies to be implemented by the ministry.
- A target should not be set artificially too high or too low to make it easier to achieve.
- Outcome targets should be reviewed annually and changed where necessary and appropriate.

Target for Output indicators:

- This should be set annually on the basis of the institution annual work in progress.
- Some programs or projects may also have multi annual targets depending upon the size, budget and nature of the project or program. The intention Figure 2: An example of how evaluation is linked to the logical framework on an annual basis.

1.5. Planning Tools

Different planning tools can be used by institutions at the different stages of planning to provide a comprehensive view of the results chain and of other factors such as assumptions and risks. Some of the tools that can be used in planning by MDAs include Scenario Planning, SWOT and PESTEL analysis, Theory of Change, Log frame and activity-based costing.

- **Scenario planning:** is one of the tools public institutions can use as part of their planning processes. It can be used for medium to long-term planning or in preparation for a new planning cycle and is often appropriate for developing a situational or diagnostic analysis.
- **SWOT (strengths, weaknesses, opportunities and threats) and PESTEL** (political, economic, social, technological, environmental and legal) analyses are widely used and well-known planning tools and are used to identify key external and internal factors that must be taken into consideration during a situational analysis process. They highlight key issues relating to the context of a policy, program or project which, if not identified and addressed, could critically affect the chances of success.
- **Logframe:** is a tool for improving the planning, implementation, management, monitoring and evaluation of a policy, program or project. Indicators and targets developed through the Log frame should reflect in policy, program or project (For more details on logframe refer to section 5.2).

- **Activity-based costing** is an approach to costing and monitoring activities which involves tracking resource use and costing final outputs. Resources are assigned to activities, with the cost of the activities based on their estimated performance. MDA's can use activity-based costing during operational planning. The costs of activities within project or sub-program are aggregated to project or sub-program output costs.
- **Theory of Change** describes the process to reach commonly understood results. The process requires stakeholders to be precise about the type of changes they want to achieve, and it should be clear why change is expected to happen in a particular way. Once the results chain has been developed, the impact and outcomes should be reflected in the Strategic Plan, the outputs reflected in the performance review of strategic plan.

2. Monitoring perspectives

2.1 Definition and purpose of monitoring

The word 'monitor' is derived from Latin, where it means 'watches over and reminds'. Monitoring, is considered as a systematic management function, informs whether a project, program, policy implementation or the organization is achieving its intended objectives or outputs as planned. NMEL guidelines uses the internationally approved standards for monitoring which correspond to the *OECD/DAC Glossary* (Glossary of Key Terms in Evaluation and Results Based Management, 2010).

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

While monitoring is conducted in various ways and at differing degrees of thoroughness. The role of monitoring is to verify whether policies, programs or projects activities are being implemented on time and budget and whether or not the intended outputs are being achieved in accordance with the plan. The following aspects are analysed in the process of policies, programs and projects:

1. Whether or not resources are available to and used by the constituent units within the limits of an authorized budget and in stipulated timeframe.
2. Whether or not expected outputs are achieved in a timely and cost-effective manner.
3. What is the level of implementation capacity?
4. What kind of problems and constraints are being faced and what kind of remedial measures are called for?

2.2 Why to do monitoring?

Monitoring gives information on where a policy, program or project is at any given time (or over time) relative to respective targets and outcomes. Monitoring focuses in particular on efficiency, and the use of resources.

Monitoring will be conducted for policies, programs and projects at all levels. At the **project level**, monitoring will focus on outputs and progress toward achieving the desired objective while at the **program level**, monitoring will focus on assessing the effects of the various

interventions against set objectives. Consequently, monitoring at the national level will focus on assessment of progress made towards achieving the sectoral development outcomes. **Policy monitoring** will involve gathering evidence on the policy actions implementation and use the findings to influence future cause of actions. Therefore, policies need to be monitored by implementing institutions under their jurisdiction. However, experience shows that the more participation you can build into the process, the more effective your policy monitoring work will be in the long-term. In many countries CSOs are involved in independent monitoring of policies to verify government's progress and present the evidence on progress and implementation of policies. The institutions may collaborate with CSOs or any reputed agency to monitor the implementation progress of policy.

2.3 How to do monitoring?

The monitoring is done through various ways. Below are some of the common elements of monitoring.

- Monitoring of indicators.
- Follow-up/project visits.
- Meetings on projects progress reviews.
- Progress reports.

2.4 Principles of monitoring

The guiding principles which are applied to all policies, programs and projects and are selected because of their specific significance to the PME system in Rwandan context.

- **Managing for results**: Monitoring should focus on measuring the results of public policies, programs and projects for target groups. It should address compliance with norms and procedures, physical & financial implementation and generate lessons for improving future performance.
- **Credibility**: Monitoring shall be based on data and observations using systems and tools that can guarantee quality and reliability. Monitoring reports shall reflect consistency and dependability in data, findings, judgments and lessons learned.
- **Utility**: Monitoring must serve the information needs of the intended users. Public institutions should endeavour to ensure that the work is well informed, relevant, and timely, and is clearly and concisely presented so as to be of maximum benefit to stakeholders.
- **Transparency.** Transparency involves clear communication with institutions concerning the scope of monitoring missions and activities.
- **Disclosure.** The lessons from monitoring should be disseminated by establishing effective feedback loops to policy makers, operational staff, beneficiaries, and the general public.
- **SMARTER indicators are applied in monitoring**: The institutions should develop SMARTER monitoring indicators denoted by the acronym (specific, measurable, achievable, relevant, time-bound, explainable and relative)

3. Institutionalising monitoring and reporting procedures

The monitoring and reporting on financial and non-financial performance are important for measuring the performance of policies, programs and projects. Financial information (expenditure and revenue) is critical for determining the costs and efficiencies of programs, policies and projects objectives and activities. Non-financial information of programs, policies

and projects is equally important for assessing progress towards predetermined service delivery or performance targets.

For **Projects,** all institutions are required to submit timely, accurate progress reports in line with approved reporting standards, formats and frequency through IFMIS system. The **Programs** follow very similar procedure to that of projects monitoring which means monitoring at the level of projects and aggregating at program level. For **Policy** monitoring, it is the responsibility of the implementing institution to monitor the progress of across sectors and institutions. The monitoring of policy is to be done at national, sectoral and institutional (MDAs) and implementing institution is required to collect data and producing reports on policy implementation status on an annual basis. The monitoring of policy may take the form of an annual meeting in which various stakeholders are invited to report on progress. The meeting will focus on assessing performance on the basis of indicators defined in the policy. The annual meeting will be convened by the CBM of the implementing institution. The NISR shall also play a critical role in supporting implementing institution in data collection, defining the metadata of the indicators agreed upon and quality assurance of the data collected from institutions.

3.1 Timelines for reporting

A. Projects:

i. **Monthly reporting:** Each M&E staff should submit quality monthly progress report on all projects implemented by their organisation to their senior managers for internal decision-making purposes. Prior to the finalization of the report M&E staff has to make sure that S/he has collected full information and evidences on progress of projects to be reported on (financial and non-financial) as per plan. Public institutions need to organise at least one monthly meeting to discuss on their projects progress and take decisions or provide guidance (especially on those with challenges) to allow smooth running of their activities.

   At district level this is done through the District Project Management Committee. The minutes should be approved by the CBM & the Head of the institution. The minutes are to be circulated to concerned departments, agencies or stakeholders involved for further actions. The M&E office of institution concerned should monitor the progress on implementation of the senior management resolutions as per minutes disseminated.

ii. **Quarterly reporting:** quarterly reports compare achievements against the quarterly targets planned with details on best practices/strategies used, risks, and challenges if any**.** Progress on all projects be domestically or externally funded, off budget or on budget implemented by ministries and affiliated agencies should be reported by Chief Budget Manager (CBM) through the National M&E System (IFMIS project module). The districts will continue to report on the progress of projects through LODA MEIS which is linked with IFMIS module. The quarterly project progress reports are required to be submitted by all institutions by the end of the quarter to allow MINECOFIN consolidation, quality assurance and further submission of report to Cabinet (see Annex 2 template on quarterly and annual reporting).

At the end of each quarter (15th day following end of each quarter), each institution should submit quarterly progress report to the MINECOFIN on physical progress of activities, results achieved and quarterly spending. In the end the performance rating is calculated for quarterly and annual reports using five-point scale (indicator traffic light) for the internal purpose to be used by MINECOFIN management for assessment.

iii. **Annual reporting:** The annual reports should be detailed enough to provide projects achievements against annual targets set in order to provide feedback to national processes such as medium-term planning and annual budget planning processes. CBMs of institutions are required to submit annual reports to MINECOFIN through IFMIS system. The reports submitted by public entities on annual basis are analysed and consolidated by MINECOFIN and submitted to Cabinet.

iv. **Project Completion/Closure Report:** is part of the internal evaluation prepared by an institution, once a project reaches early operating maturity. A project completion report is the final document that assesses the success of the project and also catalogues project deliverables and officially ends the project. The primary objective of a project closure report is to provide a complete picture of the successes and failures of a project. The project closure report should include all important project information that helps stakeholders, auditors, and future project managers to clearly understand what was accomplished during the project and how the work was completed. On top of this it should shed light on handover and sustainability of the project's interventions when the duration of the project or program expires as stipulated in the project plan or per agreement(on those funded through loans or grant) see *Annex 11: Project Completion reporting template*. The PCR needs to be uploaded once the project or program is finished through IFMIS system and can be shared through email to MINECOFIN. A copy on hand over report should be sent to the Account General, MINECOFIN for records.

IFMIS is developed by MINECOFIN and contains modules for Planning, Budgeting, Payment, Receipt and Accounts. The planning module consolidates the activities of the projects implemented by the public institutions used by NPPM department. The data is reported on a quarterly and annual basis by public institutions and approved by CBM/Head of Institution**.** The software can be assessed at: **https://smartifmis.minecofin.gov.rw/ifmis-home-ui/login.do**

Note: For quarterly, annual and end of project reports, environmental and social safeguards should be monitored or assessed to check if they are respected as planned.

B. Programs and Policies

- Each institution should submit progress reports of programs in hard copies on an annual basis addressed to the Minister of Finance CC to the Minister in charge of Development Planning; a soft copy is sent to through email CC: to NPPMD: ndpr@minecofin.gov.rw. Programs under Ministry of Infrastructure like Infrastructure Policy Development, M&E-Transport Infrastructure Development and Maintenance etc. should submit the program progress reports to the concerned as explained above.

- For development policy progress, implementing institution should submit reports on an annual basis or as required by MINECOFIN.

3.2 Steps for project, program and policy reporting

It is necessary to highlight steps involved in monitoring and reporting of projects, policies and programs (quarterly and annual) to guide M&E practitioner in this assignment:

Step 1: M&E practitioners should collect full progress information of projects, policies and programs with verified evidences (by either visiting or cross-checking with beneficiaries or stakeholders).

Step 2: Draft a monitoring report for projects, programs or policy in consideration.

Step 3: M&E practitioner has to discuss with project/program managers on his findings (in draft report) including getting their opinion on progress, risks, challenges of the project, program or policy considered,

Step 4: Submit a final report to the CBM and request for meeting to present on the progress findings. The senior management of entity takes decision or provide guidance on the way forward.

Step 5: Final approval of the report by the CBM.

Step 6: Submission to MINICOFIN for Central Government and at LODA for Local Government.

3.3 Rating project performance

In tracking the performance, a combination of five parameters, grouped into financial and non-financial are analysed:

a) Financial information:

i. **Annual spending:** the project spending in the fiscal year is compared to allocated budget for the fiscal year under consideration. E.g. the budget allocated on project is 100,000,000 RWF and spending are 20 million at the end of the FY. The project has spent 20% of its budget at the end of the FY while considering efficiency in managing and use of public resources.
ii. **Cumulative spending:** The summation of all spending from the initial project start date up to now and compare them. The summation of the budget disbursed from the first fiscal year in which the project started up to current date/period under consideration. Here also efficiency in managing and use of public funds should be given a high priority.

b) Non-Financial information:

i. **Physical progress**: activities implemented vis-à-vis the activities planned are considered in line with monthly, quarterly and annual project plans.
ii. **Time consumed:** The time consumed in line with project or program lifetime is compared to see, if a project or program has achieved their targets as per plan.

iii. **Quality assurance/sustainability**: sustainability and quality of project or program interventions are analysed and verified through different means including field visits. After analysis of the parameters explained above the following rating is used:

Table 3: Rating methodology used in quarterly and annual reporting.

#	*Rating*	*Criteria*	*Description*
1	**Completed**		Successfully completed (fully completed or under closure process)
2	**Good**	75-100%	Successful delivery of the project or program on time, budget and quality appears highly likely and there are no major outstanding issues that at this stage appear to threaten delivery significantly.
3	**Satisfactory**	50%-74%	Successful delivery appears feasible but significant issues already exist, requiring management attention. These appear resolvable at this stage and, if addressed promptly, should not present a cost/schedule overrun.
4	**Low**	Below 50%	Successful delivery of the project is in doubt, with major risks or issues apparent in a number of key areas. Urgent action is needed to address these problems and/or assess whether resolution is feasible.
5	**Reset**	Continuous low performance over the years	Successful delivery of the project appears to be unachievable. There are major issues with project definition, schedule, budget, quality and/or benefits delivery, which at this stage do not appear to be manageable or resolvable. The project or program may need re-scoping and/or its overall viability re-assessed. E.g.: Chronic cost over-runs, continual scope creep, repeated missed delivery milestones, poor project moral and project misalignment, governance

Note that on a project in status 5, may require radical change to bring it back into alignment with country strategy, such as:

- Replacing sponsors or project managers if necessary;
- Scrapping existing steering committees
- Re-establishing governance forums at a more senior level
- Redefining the terms of reference or interventions,
- Address the top issues etc.

Reporting by Local Government (LODA): The M&E system at the district level is intended to complement the coverage and content of the M&E system at the National level. The planning and budget cycle for local government follows the same pattern as the one for the national level. LODA is under the supervision of the Ministry of Local Government (MINALOC) and has been mandated to monitor and evaluate district projects and report to MINECOFIN. For reporting by the districts, LODA MEIS is used. The system generates reports of the data entered by districts and also regular reporting to MINALOC and development partners.

The reporting is done on quarterly basis to MINECOFIN through detailed reports and raw data in excel (template submitted by NPPMD).

The responsibility for the implementation of development projects in districts lies with LODA with the support of MINECOFIN. At local level, the District Executive Committee (DEC) is reporting to the District Council whose members are the elected representatives of all sectors of the district, private sector delegate as well as representatives of women and youth.

The District Council is responsible for approving district development strategies, annual action plans, budgets, donations and debts that the district may contract, monitoring performance of the District Executive Committee and the management of district resources. The District Council is the most important decision-making organ at district level and its members remain in close contact with their sector constituencies.

Rating of Program and Policy performance

Performance reviews are to be done by implementing institutions on an annual basis for policy and programs in consultation with MINECOFIN. The benefit of conducting performance reviews is that it can dictate the fate of the policy or program by the implementing organization.

3.4 Implementing monitoring in public institutions

The general principles described should be followed by all MDAs engaged in monitoring (Internal or external) including independent external bodies reporting to the cabinet or any other ministry.

- The NPPMD within MINECOFIN is the central M&E coordination unit, act as an integrator of M&E information and as the champion of sound M&E practices, norms and standards implemented by all MDAs.
- Counterparts from MDAs should collaborate and communicate regularly on projects' performance, risks and challenges, if any, to allow timely support where needed.
- CBMs/Heads of public institutions should ensure that the M&E office is operational and strengthened. Planning Directors, Project managers and heads of department have responsibilities to facilitate M&E practitioners with information sharing and ensuring that M&E policies and guidelines are fully implemented.
- CBMs/Heads of entities should monitor progress of key Government indicators related to wider government priorities (such as the NST1, Vision 2050) against targets; gaps should be addressed in their projects, programs and policies.
- Directors of PME and M&E practitioners in public institutions should use monitoring information to assess and review progress against institutional objectives and associated indicators. Thus, monitoring reports should help to identify areas where improvements are required in policies, projects and programs and their implementation.

- The institutions which are involved in service delivery should regularly monitor adherence to their service delivery standards. It should also involve getting feedback from the users (citizens) of services delivered by each entity.
- Indicators selection and design should involve program/project managers to enhance ownership of the data generated under policies, programs and projects. NPPMD/MINECOFIN can support where necessary.
- The external monitoring should be carried out in a way that it builds capacity within departments for internal monitoring. This can be achieved if emphasis of external monitoring is focused towards improvement of performance.

3.5 Project monitoring field visits

The purpose of project monitoring field visits is to ensure that project activities are implemented as expected and according to plans. It normally involves meeting with the people running the project, the participants and observing the activities. At the end of a monitoring visit, it is important to prepare a report that describes findings **(see Annexure 13 on Field visit report).** These reports will document any discrepancies between the plans and actual implementation, as well as actions to improve the performance by the project team. The responsibilities of parties conducting field visit are the followings:

MINECOFIN (NPPMD)	MDAs
• Prepares quarterly meetings with MDAs to check progress of projects/programs. • Plans field visit and inform MDAs in order to have project manager on board with visiting team. • Proposes areas or components to be visited. • Organize closing meeting with concerned entities to share feedback on findings and collect management comments. • Provides advisory services to entities where needed. • Follow up on implementation of recommendations. • Submission of the final report to cabinet integrated in following quarter monitoring report.	**Internal M&E field visit:** - M&E staff have to plan, and conduct field visit periodically and report to their Senior Management. - Institutions need to facilitate M&E field visit with resources available. - Visit should be approved by CBM after preparing a concept note indicating what, when and why to visit. - The visit should be followed by reporting to SMM (report and meeting) to discuss on their findings. **External M&E field visit:** - PME staff from MDAs need to have regular catch ups with focal persons at NPPMD regarding projects/programs performance, risks challenges for support where necessary. - Facilitate organization of quarterly or other special meeting with NPPMD. - Facilitate field visit and share related or requested information with NPPMD - Provide comments on field visit findings by communicating or actions taken, corrective measures on projects/programs with issues.

Note:

- The office of Planning and M&E should schedule a Senior Management meeting once per month to present the status of implementation of projects, programs like imihigo,

resolutions of high level fora (Umushyikirano, leadership retreat..) and highlighting risks/challenges faced in order to get their guidance where needed;

- The organs overseeing national performance in different areas might conduct field visit and they should be facilitated by entities concerned. E.g. GACU, SPU, members of parliament and other national task forces.

Part- B Evaluation Guidelines

Evaluation plays a critical role in the development and implementation of government policies, programs and projects, providing a systematic process of collecting credible data and using it to inform decisions on whether or not the policies, programs or projects are achieving their objectives and remain the best response. Evaluation findings should also be used to inform future policies, programs and projects' development in order to drive continuous improvement in the delivery of government programs and projects. This section entails subsections that provide a detailed understanding of the evaluation process:

4. Introduction to Evaluation
    - 4.1. What is evaluation?
    - 4.2. Why evaluate?
    - 4.3. How is evaluation linked with logical framework and monitoring?
    - 4.4. When to evaluate?
    - 4.5. Evaluation criteria
    - 4.6. Evaluation principles
    - 4.7. Ethics and quality evaluation standards
5. Undertaking Evaluations
    - 5.1. Policy, Program and Project Evaluation
    - 5.2. Steps for conducting program, project and policy evaluation
    - 5.3. Managing an Evaluation Process
    - 5.4. Categories of evaluation
    - 5.5. Steps in conducting evaluation based on types
    - 5.6 Methods for conduction impact evaluation
6. Collecting Evaluation data
    - 6.1 Data collection methods
    - 6.2 Sampling techniques for conducting evaluations
    - 6.3. Data analysis
7. Institutionalising Evaluation in public institutions
    - 7.1 Evaluation arrangements
    - 7.2. National level monitoring and evaluation framework
    - 7.3. Roles and responsibilities of institutions
    - 7.4. Institutionalising evaluation culture in public institutions

4. Introduction to evaluation

4.1 What is evaluation?

The guidelines use the OECD/DAC definition of evaluation (Glossary of Key Terms in Evaluation and Results Based Management, 2010):

> **Evaluation**: The systematic and objective assessment of an on-going or completed policy, project or program, its design, implementation and results. The aim is to determine the relevance and fulfilment of Objectives, Efficiency, Effectiveness, Impact and Sustainability.

Evaluations are carried out using social research methods and practices to measure what changes the programs, projects and policies have contributed to and to obtain a comprehensive understanding of how it happened. On program and project design level, evaluation provides options that are most cost-effective or prove to managers, if programs are achieving their intended results in order to obtain budget allocations to continue to expand them.

The main objective of an evaluation is to draw lessons from the strengths and weaknesses experienced in the implementation of policies, programs and projects so as to improve their design and implementation results in the future. Evaluation also includes accountability of officials and institutions involved in the process of management and use of public resources with an impact on to welfare of Rwandan citizens.

4.2 Why evaluate?

The evaluation plays a critical role in the development and implementation of government policies, programs and projects providing a systematic process of collecting credible data and using it to inform decisions on whether or not the policies, programs or projects are achieving their objectives. Evaluation findings should also be used to inform future policies, programs and projects development and drive continual improvement in the delivery of government programs or projects. **The four primary purposes of conducting evaluations are:**

- **Improving performance**: Evaluation enables program or project managers and other stakeholders on feedback and learning that can help improve current and future policies, programs and strategies.
- **Ensure governance and accountability**: Evaluation enables the stakeholders, donors, funders and other interested parties of evidence-based findings, both positive and negative of the policies, programs or projects undertaken.
- **Generating knowledge:** Evaluation increases knowledge about what works and what does not with regards to a public policy, or program, which allows government to build an evidence base for future policy development.
- **Evidence based decision-making**: Evaluation enables various stakeholders respecting program/project results to make evidence-based decision-making related to current and future policies, programs and strategies.

The evaluation will be most effective when embedded within policy, program or project development, rather than occurring as a separate process alongside program design,

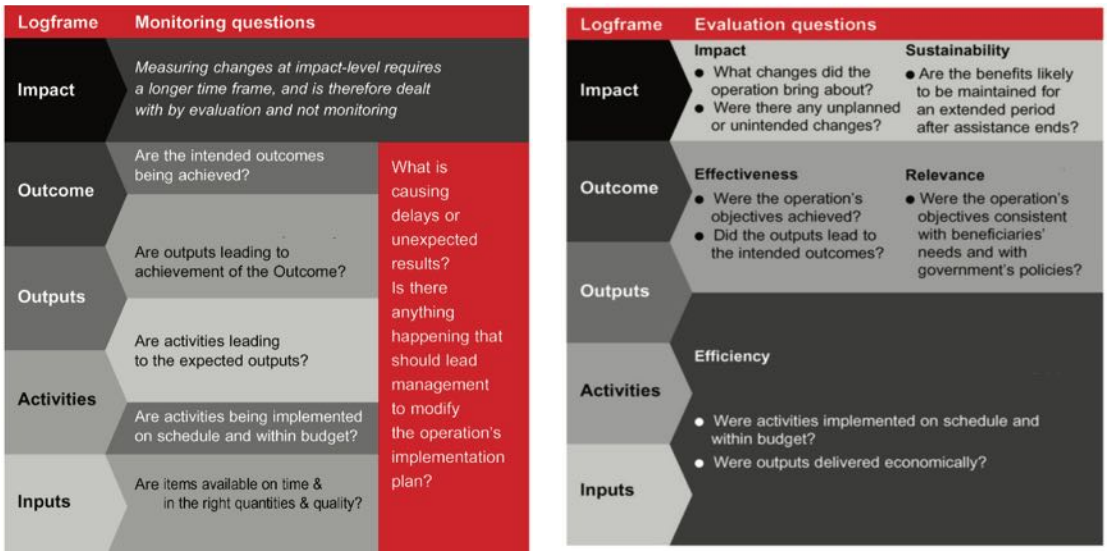
implementation and operation. Incorporating 'evaluation thinking' into policies, programs or projects function from an early stage will enhance program development and provide greater potential for evaluation findings to be used to continually improve and refine program delivery.

4.3 How evaluation is linked with logical framework and monitoring?

The primary function of monitoring and evaluation is to test, empirically, whether or not the hypothesis articulated in the operation design (logical framework) holds true during implementation and following completion of that operation. Monitoring focuses more on the lower elements (input, activities, outputs and outcomes) in a logical framework (see Fig. 2) and evaluation more on the longer term, upper elements (goal/impact). The two functions clearly overlap and complement one another. The difference between monitoring and evaluation lies in the perspective that each takes in assessing performance in relation to a logical framework for an operation, policy, program or project (Monitoring & Evaluation Guidelines Office of Evaluation).

Monitoring is the day-to-day management task of collecting and reviewing information that reveals how an operation is proceeding and what aspects of it, if any, need adjustment. Results oriented monitoring focuses on delivering outputs and tracks outcomes as far as possible – changes in beneficiary behaviour or status that emerge as a consequence of outputs. Evaluation is characterised by events (e.g. surveys, studies, missions) rather than day-to-day data collection. Results-oriented evaluation focuses on outcomes and impacts and builds on monitoring information.

Figure 2: An example of how is linked to the logical framework



4.4 When to evaluate?

Evaluation plays a distinct role at all stages of the project cycle. The selected policies, programs, projects are subject to the entire cycle of evaluation starting from ex-ante evaluation and ending with ex-post evaluation. A decision to determine whether a policy, program or project ought to be evaluated and when an evaluation is scheduled should be included as a priority in the preparation of the institutions' rolling evaluation schedule**.** (Wales, 2014).

One rolling evaluation plan per institution (*see Annex 3: template on evaluation scheduling*) with other planning documents for the next fiscal year should be submitted to MINECOFIN for expenditure review and approval. The rolling evaluation plan will be consolidated at national level for a period of 3 to 5 years; it should be updated every year to which all entities need to contribute by submitting their evaluation plans to MINECOFIN. An MDA proposing a new project/ program for the evaluation cycle may do so by preparing/ submitting a project specific evaluation plan to MINECOFIN. (see Annex 4: template on planning an evaluation). MINECOFIN will provide directions on the timing, process and format for the submission of business case proposals as part of annual budget processes. Internal approval processes from CBM or Head of Institution needs to be considered before rolling evaluation plans are submitted to NDPR/MINECOFIN for Public Investment Committee (PIC) approval.

The PME function or department within institution in consultation with CBM is responsible for the prioritisation and evaluation of policies, programs or projects. PIC will approve evaluation requests made by sectors on annual basis; most should be part of project plans, which does not prevent other higher authorities to propose evaluation on projects, programs and policies for different reasons.

The policy evaluation is usually done in 3-5 years' time period. The PME department or M&E Practitioner within a public institution should plan the evaluation of policies (see section 5.1.1). Programs should follow the same procedure as projects, since they also follow the same planning procedures (see section 5.1.3). If a formal evaluation is not possible (e.g. due to limited information, resources or time constraints), it may be appropriate for CBM to seek a policy, program or project review. This can be done by setting up a committee consisting of experts from implementing institution and other ministries in order to improve the credibility and ensure that the necessary specialised knowledge exists. The review findings could be used to develop a more formal evaluation at a future time.

For local government projects, the district, LODA or MINECOFIN may commission an evaluation. Development partners need to work with line ministries to conduct evaluations and concerned ministries will be accountable to coordinate and report to MINECOFIN as the central/national NMEL organ. Institutions need to ensure that information systems and data sets are well developed to enable evaluators to assess the program. As a general rule, all policies, programs or projects should undergo some form of periodic review and/or evaluation (Internal and external).

- One rolling evaluation plan per institution should be submitted to MINECOFIN for expenditure review.
- Requests for conducting evaluations of policy, programmes or projects each year are approved by PIC in consultation with Lead Ministries across all sectors.
- MINECOFIN will provide directions on timing, process, and format for the submission of proposals as part of the annual budget processes

4.5 Evaluation criteria

Evaluations rely on a combination of facts and values to judge the merit of an intervention (i.e. a project, program or policy). All evaluations conducted by institutions should consider the OECD-DAC criteria and identify which of these are relevant to the particular evaluation (OECD, 2019).

1. **Relevance:** The extent to which the objectives of an intervention are consistent with requirements, global/country needs, priorities and policies; and continue to do so if circumstances change.
2. **Coherence:** The compatibility of the intervention with other interventions in a country, sector or institution;
3. **Effectiveness:** The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.
4. **Efficiency:** The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way;
5. **Impact:** Positive and negative primary and secondary long-term effects produced by the intervention, whether directly or indirectly, intended or unintended.
6. **Sustainability:** The continuation of benefits from the intervention after domestically or externally funded development assistance has ceased. Interventions must be both environmentally and financially sustainable.

4.6 Evaluation principles

Evaluations in public institutions in Rwanda are guided by evaluation standards which need to be applied while conducting evaluations within Rwanda or in collaboration with development partners for policies, programs or projects (Wales, 2014).

- Evaluation needs to be planned early during the design of policies, programs or projects.
- Evaluation is to be appropriately resourced as part of policy, program or project design, taking into account what is feasible and realistic to achieve within time and budget constraints.
- Evaluation needs to be rigorous, systematic and objective with appropriate scale and design.
- Evaluation needs to be conducted by individual expert or team with the right mix of expertise and independence from program managers.
- Stakeholders are to be identified and actively involved in the evaluation process.
- Evaluation needs to be timely and strategic to influence decision making.
- Evaluation needs to be transparent and open.

4.7 Ethics and quality evaluation standards

Evaluation of policies, programs and projects should be designed and conducted in such a way that it respects and protects the rights and welfare of participants. Institutions should put in place and implement their own ethics policies (for instance consent forms should be administered during data collection). No evaluation should be published without having gone through an ethical review and cleared by relevant bodies. The most common five ethics principles (Evaluators, n.d.) which are used internationally and applicable to M&E are mentioned below.

- **Systematic Inquiry**: Evaluators conduct systematic, data-based inquiries about whatever is being evaluated.
- **Competence:** Evaluators provide competent performance to stakeholders.
- **Integrity/Honesty**: Evaluators ensure the honesty and integrity of the entire evaluation process.
- **Respect for People:** Evaluators respect the security, dignity and self-worth of the respondents, program participants, clients, and other stakeholders with whom they interact.
- **Responsibilities for General and Public Welfare**: Evaluators articulate and take into account the diversity of interests and values that may be related to the general and public welfare.

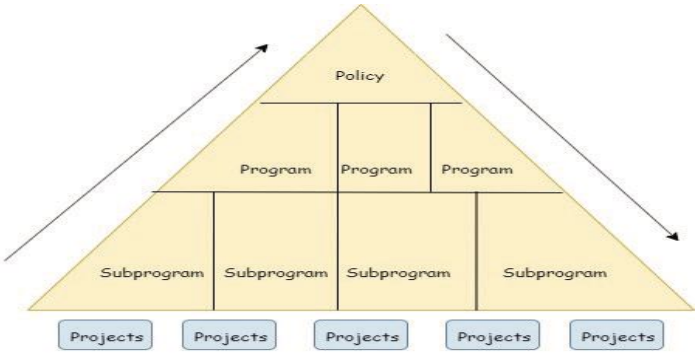
5. Undertaking evaluations

Many evaluation approaches exist. There is no single approach which is best for all situations depending upon the national M&E system used by countries and their evaluation policy. The evaluation is classified into four types conducted at different stages during the project cycle: ex-ante evaluation (quality at entry evaluation), mid-term evaluation, final or terminal evaluation and ex-post evaluation (see section 5.4 for more details) .

5.1 Program, Policy and Project Evaluation

A program consists of sub programs and projects (see Fig. 3), resources, activities and their related direct outputs or set of related objectives which are to be administered by an institution. The project has a specific objective, activity, beginning and end. A program may include various sub programs and projects. A policy is a deliberate system of principles to guide decisions and achieve rational outcomes. In policy making, the government translate their political vision into programs and actions to deliver 'outcomes'.

Figure 3: Structure of policy, program and project



5.1.1 Policy Evaluation

Policy evaluation is conducted to check the effects of policies of respective institutions and for evaluating the policies in terms of necessity, efficiency, validity to improve the planning and implementation process. The ex-ante and mid-term evaluations are among the evaluations to be conducted for evaluating a policy (see section 5.4). An ex-ante evaluation shall be conducted prior to policy decision-making for providing information useful for selecting the most suitable policy or determining whether it should be implemented or not. During ex-ante evaluation, the desired effects, evaluation plan, ex-post evaluation methods, etc. shall be specified within the policy. The PME department or M&E practitioner within the public institution plans the ex-ante evaluation of a policy as per plan, on request of line ministries or citizens. A mid-term evaluation shall be conducted after a certain period from its decision-making for ascertaining the effects of a policy and to assess, if there is a need for its revision or to plan for the development of another policy. The main request for conducting an evaluation of a policy should come from Prime Minister's Office, Cabinet or MINECOFIN, citizens or users. However, if the Head of an Institution or CBM feels that it is appropriate taking into consideration factors like strategic priority, implementation progress reports of a policy, to review or improve the policy according to the changing socioeconomic situation, or the status of the effects of policy, they can request for an evaluation. The NDPR of MINECOFIN needs to be consulted and validate this request to conduct a mid-term evaluation of policy as well as providing their inputs.

The policy evaluation applies OECD evaluation criteria, principles and methods (see section 4.4 and see section 4.8) to examine the content, implementation and/or impact of a policy. The steps for evaluating the policy are same as of project evaluation (see section 5.2) for more details. In order to conduct policy evaluations, institutions need to list them in their rolling evaluation schedule (see section 4.4) specifying which policy to be evaluated in a planned manner.

5.1.2 Project Evaluation

Project-level evaluation covers individual projects. This type of evaluation is conducted by institutions responsible for project implementation. A project evaluation will assess the

evaluation criteria as explained in section 4.5. The project evaluation is undertaken according to the rolling evaluation schedule (*see Annex 3: template on evaluation scheduling*) developed by each institution depending on the type of evaluation to be conducted for projects.

The PIC will approve evaluation requests made by sectors on annual basis and some might be part of project plans which does not prevent other higher authorities to propose a project evaluation for different reasons. The project-level evaluation is classified into four types conducted at different stages during the project cycle: ex-ante evaluation, mid-term evaluation, terminal evaluation and ex-post evaluation.(see section 5.4).

5.1.3 Program Evaluation

A program refers to multiple sub programs and projects which are managed and delivered as a single package. These types of programs are typically funded through a single mechanism and address a common, broad theme such as community resilience or women's empowerment. The programs are implemented across different locations, sometimes by different institutions and may target different population groups and employ different interventions but are grouped together under a common set of high-level objectives, often under a single results framework.

Programs should follow the same evaluation procedures of projects due to same planning procedures. New programs need to be selected or approved by PIC for the evaluation cycle (and included in rolling evaluation plans). Evaluation of ongoing programs shall be planned using respective template(*see Annex 3: template on evaluation scheduling*) and included in rolling evaluation plans, which are submitted in the planning process and subject to approval by MINECOFIN and PIC. MINECOFIN will provide directions on the timing, process, and format for the submission of evaluation proposals as part of annual planning and budget processes. Internal approval processes from CBM or Head of Institution need to be considered before rolling evaluation plans submission.

External evaluation maybe required for program level evaluation due to their size, complexity and number of stakeholders involved. (see section 7.1). The program's evaluation follows the same procedure for projects and project life cycle (see section 5.4).

Institutions can carry out joint evaluations for comprehensive programs in case the program is implemented by more than two institutions. The program evaluation requires triangulated strategy[1], which means 2-3 research designs in one (for example, a quantitative study, some qualitative interviews, and a secondary analysis of data collected from a previous program

[1]Enhancing the validity or credibility of evaluation findings by comparing information obtained from different methods of data collection (E.g. Comparing responses to survey questions with what the interviewer observes directly).

evaluation). The steps for conducting program evaluation are same as that of project evaluation. (see section 5.2)

Note: Monitoring will be done at all levels – national, sectoral and institutional (Ministries, districts, agencies), and will constitute collecting data and producing reports on the implementation of planned activities and results. Evaluation will be conducted at National (National development strategy), sector (SSP) and program or project level. Each of the medium term and annual planning documents shall include a result framework for the purpose of monitoring and evaluation. The results framework shall specify long term and short-term results expected to be achieved, together with key performance indicators for measuring these achievements and their targets.

5.2 Steps for conducting program, project and policy evaluation

Effective program, project or policy evaluation is a systematic way to improve by involving procedures that are useful, feasible, ethical, and accurate. The recommended framework is to guide M&E practitioners in conducting evaluation (Bobby Milstein, 1999). The framework comprises steps (Fig.4) in evaluation practice and standards for effective evaluation. The second element of the framework is a set of standards for assessing the quality of evaluation activities, organized in four groups. The basic standards for evaluating a program, project and policy are as follows:

i. **Engage stakeholders:** program, project or policy evaluation cannot be done in isolation. Stakeholders must be part of the evaluation to ensure that their unique perspectives are understood. Getting them involved early on will help to get different opinions and establish common expectations. This helps to clarify goals and objectives of the program, project or policy you'll evaluate, so everyone understands its purpose.

Figure 4: Steps for conducting policy, program or project evaluation

ii. **Describe the program, project or policy:** a program, project or policy description is a summary of the intervention being evaluated. It should explain what the program, project or policy is trying to accomplish and how it tries to bring about those changes. The description will also illustrate the program, project or policy's core components and elements, its ability to make changes, its stage of development, and how the program, project or policy fits into the larger organizational and community environment. Evaluations done without agreement on the program, project or policy definition aren't likely to be very useful. In many cases, the process of working with stakeholders to develop a clear and logical program, project or policy description will bring benefits long before data is available to measure program effectiveness. The evaluators need to know what changes the intervention was supposed to make and the pathways to those changes. The evaluation needs to refer to the theory of change or logical framework that specifies the intended results in ways that are measurable in a particular program, project or policy. However, there are cases in which the log frame is not clearly or theoretically formulated, and thus does not reflect the actual situation of a program, project or policy. In such cases, the evaluator should adjust the log frame to reflect what is happening at the program, project or policy site as accurately as possible using other project information.

iii. **Focusing on evaluation design**: evaluation design is concerned with the detailed planning of the evaluation. It builds on the evaluation context to specifically identify practices, processes, timing and responsibilities for completing an evaluation. The detailed information gathered at this stage can be compiled into an evaluation plan for the particular type of evaluation and contribute to the portfolio of evaluations discussed below. No single evaluation design applies across all evaluations. The design will depend on the evaluation context documented by the evaluation team, time constraints, existing information and the resources available (For more details refer to section 5.4). Criteria which could be relevant when considering the design of an evaluation are:

- relevance to the evaluation purpose
- cost-effectiveness
- validity of the information
- ethical issues around how the information is to be used.

The evaluation team should be conscious that, as more information becomes available or gaps are identified, the original design may need to be adjusted.

iv. **Gather credible evidence**: Qualitative and quantitative data are the two main forms of data you may collect. Qualitative data offers descriptive information that may capture experience, behaviour, opinion, value, feeling, knowledge, sensory response, or observable phenomena. Three commonly used methods used for gathering qualitative evaluation data are: key informant interviews, focus groups, and participant observation. Quantitative methods refer to information that may be measured by numbers or tallies. The methods for collecting quantitative data include counting systems, surveys, and questionnaires (see section 6.1).

v. **Justify conclusions:** in this step where you answer the bottom-line question: Are we getting better, getting worse, or staying the same? Data comparisons show trends, gaps, strengths,

weaknesses. We can compare evaluation data with targets set for the program, project or policy, against standards established by your stakeholders or funders, or make comparisons with other program, project or policy.

vi. **Ensure use and share lessons learned:** it is important that all the work you put into program, project or policy evaluation gets used for quality improvement. When you present your findings and recommendations, it is important to know the values, beliefs, and perceptions of your group; build on the group's background and build on common ground; and state the underlying purpose for your recommendations before you get to the details.

The standards to be followed for effective evaluation are as under:

- **Utility standards**: Evaluation processes and products should meet program/project/policy stakeholders' needs.
- **Feasibility standards**: Evaluations should be designed bearing in mind effectiveness and efficiency.
- **Propriety standards**: Evaluation should be embedded in what is proper, fair, legal, right and just.
- **Accuracy standards**: Evaluation should lead to valid conclusions to the extent that users can find them dependable and truthful as appropriate source of reference for decision making.

5.3 Managing an evaluation process

Evaluation planning within public institutions is an important part of program, policy or project design. An evaluation is a set of linked activities and the process for undertaking an evaluation follows twelve steps ((Nicole Derbinski, 2017). The purpose is to promote comprehensive planning and management of the entire process from the beginning for the institutions. These processes (Fig. 5) need to be followed while planning and implementing any type of evaluation for projects, policies or programs. The details of the processes are defined below.

Figure 5: Steps for managing an evaluation process

i. **Planning and Budgeting**: evaluations need to be considered as early as the planning stage in order to ensure sufficient time for preparation, realisation and financing (see Annex 4: template on planning an evaluation). The evaluation scheduling will help institutions in planning, commissioning evaluations in proper time without any delays. The duration of the evaluation process needs to be considered and its commencement scheduled at an early stage. An item for the evaluation must also be included in the budget. Depending on the size of the program, project or policy a rough estimate of how many days the evaluators will require and what costs (e.g. travel costs) will be incurred may be made (see Annex 5: template on budget calculation)

Key points for consideration by institutions

- The Director-PME/M&E practitioner in consultation with Program Director and Head of institution needs to decide precisely why and when to conduct an evaluation. This needs to begin early in the programming cycle for all programs, policies or projects and the plan to be shared with NPPMD.
- The duration of the evaluation process needs to be considered and its commencement scheduled at an early stage.
- For major evaluations of projects and programs (more than 15,000,000,000 RWF), consultation must be held with Technical working group (TWG). TWG can provide technical support, advice and expertise on evaluations. TWF may seek advice from any other institution like NISR, IPAR and University of Rwanda if needed. The steering group should be chaired by the department head or person nominated by Head of institution.

ii. **Preparation of Terms of reference (ToR):** ToR is a description of the performance to be rendered for an evaluation and constitute the framework of reference for evaluator(s). For this reason, it is helpful to formulate questions relating to all six criteria in the ToR. To obtain maximum benefit from the evaluation, all stakeholders in the project should be involved in developing the TOR (see Annex 6: TOR template). This increases openness and interest in the results as well as the willingness to provide information to the evaluators.

Key points for consideration by institutions

- The Director-PME or M&E practitioner in consultation with Program Director will develop terms of reference and decide whether to undertake the evaluation internally or externally.
- ToR should be created by the commissioning institution in consultation with other stakeholders.
- The evaluation questions should consider building on six OECD criteria. (see section 4.5)

iii. **Obtaining offers**: should be obtained once the TOR is drawn up, i.e. the qualifications needed to conduct the evaluation have been established. It should be ensured that the evaluators are independent and unbiased and have the requisite technical expertise. Obtaining offers enables both financial estimates and content-related/methodological approaches to be

freelance evaluators and consulting firms.

Budget for Evaluation: The evaluation costs are typically 0.1%-5% of a program budget, depending on size of the programs, policies and projects *(see Annex 5: Budget calculation*) and needs to be factored into annual budgets. The evaluation budget should not be so small as to compromise the accuracy and credibility of results, but neither should it divert project resources to the extent that programming is impaired. The PIC provides the decision point in regard to the approval of budget for conducting evaluation. The evaluation budget should include Direct Costs, Staff Costs, Capacity Building costs and Communication costs. The main sources of funding for conducting evaluations will be through GoR domestic budget development partner's funds/grant.

- The offers will be obtained on the basis of the ToR.
- Offers needs to be clearly evaluated in consultation with procurement team and rules and regulations norms of GoR.

iv. **Selecting evaluators**: institutions need to decide whether to carry out an internal or external evaluation. The qualification criteria for selection is defined in the ToR as indicated in box below. This selection should be as participatory as possible in order to consider the full range of perspectives at this stage, too. It is important to clearly specify the evaluation criteria in the ToR that can be used as a basis for assessing the offers and making the selection. The Director, PME or M&E practitioner needs to ensure data-protection requirements are satisfied and the information is not passed to third parties outside the program, project or policy. It may make sense to invite one or two evaluators to an interview if both offers appear interesting or if it is difficult to reach a decision based on the written offers alone.

Key points for consideration by institutions

- The selection of evaluators should be a participatory, transparent process following pre-defined criteria. The public institutions may seek the advice of other institutions (NISR, IPAR, University of Rwanda or Rwanda M&E society) and international organisations for selection of best service provider.
- In case of internal evaluation, team should be selected from different departments or institutions in consultation with Director-PME or M&E practitioner with the approval of Head of institution.
- MINECOFIN may establish a panel of evaluators in consultation with RMEO to meet the enormous demands of conducting research and evaluation within institutions. This process will expedite the process of evaluation within institutions.
- Data-protection provisions should be complied with when handling CVs.

Single Evaluator/ Individual consultancy or Firms

- To possess at least 3 years of professional experience in program, project and policy evaluation (designing, conducting and leading evaluations; applying qualitative and quantitative evaluation methods)
- To hold relevant advanced university degree (Masters or PhD) (if single evaluator) or team members of the firm should hold relevant advanced university degree (Masters or PhD)
- Demonstrated quality of reports for previous assignments and certificates of good completion from previous clients.
- Possess knowledge (if single evaluator) or least one team member should be fluent in local language relevant to the evaluation.

For the selection of a firm, the institution is required to follow the criteria laid down by Rwanda Public Procurement Authority (RPPM).

v. **Concluding the contract**: RPPA procedures for award of tenders should be followed by public institutions. This is incredibly helpful because the relevant laws of Rwanda need to be considered and certain clear legal formulations must be used when drafting a contract. In the case of international contracts, it must be ensured that the place of jurisdiction, i.e. the legal system on which the contract is based, is specified. Both the TOR and the evaluator's offer should be appended to the contract and be an integral component of it. Provisions relating to e.g. billing that also need to be considered may be appended. The signing of the contract defines clearly (what, by when, and how) needs to be delivered by the commissioning organisation/individual consultant and what obligations each party need to satisfy. This gives the contracting parties clarity about the assignment and their rights and obligations.

Key points for consideration by institutions

- Appropriate procurement process as per Rwanda procurement guidelines are to be followed to select an agency/firm or an external consultant
- The ToR and offer should be appended to the contract as scheduled.
- The contract should bindingly stipulate what each party is required to deliver, and how and by when.

vi. **Kick-off and clarification meeting:** the kick-off meeting should be planned by institutions in order to discuss the assignment in detail, provide an opportunity for queries to be answered and to hand over initial information such as basic documents and contact details, potentially also from representatives of the target group or other stakeholders**.** It is recommended that brief minutes of the meeting are prepared containing the key points discussed. Project documents and data may be sent to the evaluators prior to the kick-off and clarification meeting. It must be ensured that the contract has already been signed.

Key points for consideration by institutions

- The kick-off and clarification meeting are a discussion between the institution and the evaluator before the start of the evaluation.

- Objectives, stipulations, opportunities and boundaries of the evaluation should be discussed in meeting.

vii. **Inception report:** is a key document within an evaluation as it provides a further opportunity to ensure that the assignment has been properly understood and the evaluation can be conducted at an intensity and quality that corresponds to the standards of the institution (see Annex 7 : template for Inception report). Additionally, the evaluator can state which support regarding necessary documents and any support regarding transport, logistics etc. is needed, meaning that these requirements can be met in good time. Any difficulties and limitations may also be specified, i.e. evaluators can state what they do not consider to be feasible**.**

Key points for consideration by institutions

- The inception report is prepared by the evaluator in consultation with NPPMD and approved in writing by the concerned institution.
- The inception report includes a presentation of the assignment concept, the evaluation methods, a time frame and potential restrictions.
- After the inception report is approved, follow the steps mentioned in (see section 5.2).

viii. **Data collection, storage and analysis**: well-chosen and well implemented methods for data collection and analysis are essential for all types of evaluations. What constitutes 'success' and how the data will be analysed and synthesized to answer the specific key evaluation questions must be considered up front as data collection should be geared towards the mix of evidence needed to make appropriate judgements about the project, program or policy. In other words, the methodology for analysing the data should be specified during the evaluation planning stage. The framework includes how data analysis will address assumptions made in the program, project or policy log frame about how it was thought to produce the intended results

It is advisable to assign responsibility for the data collection and reporting so that everyone is clear of their roles and responsibilities. Likewise, the timing of evaluations (internal and external) should be noted. Additionally, it is good to determine how the collected data will be stored.

A centralised electronic M&E database should be available for all project staff to use. The M&E database options range from a simple Excel file to the use of a comprehensive M&E software may be considered by institution.

ix. **Debriefing/Presentation of the Results:** during a debriefing session/presentation of the results the evaluators present their provisional results and conclusions to the stakeholders and target groups. Based on this discussion, the evaluators either make corrections or include key points from the discussion in the final report.

Key points for consideration by institutions

- A debriefing session is a short presentation and discussion of the results with the target group/commissioning organisation.

- A presentation of the results is a communication of the results to the commissioning organisation.
- Mixed formats are possible and welcomed.

x. **Assessment of the final report:** evaluators must always submit the final report of an evaluation as a draft version (see Annex 8: template for evaluation report) which is read and commented on by all relevant stakeholders and then returned to the evaluators. This should be discussed with the relevant people in advance so that it can be properly scheduled. The aim of this step is to permits a critical review of whether the quality requirements regarding evaluations and evaluation reports (see Annex 9: Quality criteria for evaluation report) have been complied with. Above all, it needs to be established whether the questions from the ToR have been answered and the approach agreed in the inception report has been followed.

Key points for consideration by institutions

- M&E practitioner in consultation with program head within the institution will have the responsibility for ensuring that the evaluation operates with sufficient quality. The Director PME can provide regular briefing to senior management, so they are kept fully abreast, involved and supportive of what is emerging.
- A peer review process should be established to ensure that findings of evaluations are credible. This could include representative from sector ministers, representative from NISR, civil society organisations, donors, and representative from University of Rwanda.

xi. **Dealing with the results of evaluations:** purpose of the evaluation process – i.e. learning – implies that the process does not end on receipt of the final report. As a rule, an evaluation report contains not only recommendations for the commissioning institution, but also for other stakeholders in the project. All addressees (e.g. partner ministries, donors, target groups) should act on the recommendations addressed to them. (see Annex 10: template for management response and follow up action plan). Recommendations and results can and should be considered when planning follow-up projects or similar projects.

Key points for consideration by institutions

- After each evaluation the institution should draw up an implementation plan that governs how the recommendations should be dealt with.
- Each person or group who is named in the implementation plan and has some responsibility should be included in the drafting of the plan.
- 1:3:25 rule (Foundation)[2] A one-page policy summary of key policy messages should be produced, A3 page executive summary, and a 25-summary report from what might be a very long evaluation report.

xii. **Dissemination of evaluation results:** systematically planning for the dissemination of the evaluation results is the best way to ensure that evaluation reports and the results of an

[2] The 1: 3: 25 rules were developed by Canadian Health Services Research Foundation in order to ensure that research findings were presented in a logical and consistent manner. This is now widely used. https://www.betterevaluation.org/en/evaluation-options/report_friendly_writing

evaluation go beyond a mere internal exercise, a report that is not read. It helps to ensure an evaluation's utility, a key principle that should guide all evaluations. Once results have been analysed, evaluation findings are shared with stakeholders and feedback has been incorporated in an evaluation report. The findings of evaluation can be disseminated through detailed reports, news releases, press conferences, seminars, planning consultations, planners' workshops or email-based list for wider circulation. Developing a strategy for disseminating the results also an option which may be considered by institutions for key evaluations. Dissemination of results may also be used for building capacity among stakeholders.

5.4 Categories of evaluation

Many evaluation approaches exist. There is no single approach which is best for all situations depending upon the national M&E system used by countries and their evaluation policy. Evaluation can be grouped according to the analytical paradigm (rationalist, pluralistic, participative, and so forth), purpose (formative versus summative), content (goals, process, outcomes/impact), time perspective (ex-ante versus ex-post) or the evaluator (internal versus external) (Glady Lopez-Acevedo, 2012). A standard type of evaluation is proposed below to be used by MDAs in Rwanda which is based on the results chain model (Inputs, activities, outputs, outcomes and impacts).

The evaluation is classified into four types conducted at different stages during the project cycle: ex-ante evaluation (quality at entry evaluation), mid-term evaluation, Final or terminal evaluation and ex-post evaluation. All of the evaluation types mentioned below could be approached in a participatory way. Evaluations that take a participatory approach often involves an element of capacity building as part of the objective of the evaluation.

Table 4: Summary of types of evaluation across public institutions[3]

Evaluation Type	Description	Timings
Ex-ante Evaluation	• This is preparatory research to ascertain the current situation prior to starting any policy, program or project often called as a ***baseline*** and to inform intervention design. • It identifies what is already known about the issues, the problems and opportunities to be addressed, causes and consequence, including those that the intervention is unlikely to deliver, and the likely effectiveness of different policy options. • Ex-ante evaluations help in developing Theory of change or Log frame before the intervention is to be carried out. • Ex-ante evaluations will help in harmonization of indicators to be monitored ex-post.	***Prior to design or Planning.***

[3] Draws from the Mexican experience, Castro el al (2009): "Mexico's M&E System: Scaling Up from the Sectoral to the National Level", ECD Working Paper Series, Independent Evaluation Group, Washington, World Bank.

Mid-term Evaluation	• For program, project and policy over 24 months in length, some type of mid-term assessment, evaluation, or review should be conducted. Typically, this does not need to be independent or external, but may be according to specific assessment needs. • A mid-term evaluation may allow for a reorientation of a program, project or policy.	***During Implementation***
Final Evaluation or Terminal Evaluation	• A final or terminal evaluation assesses the achievement of the program, policy or project in relation to its set objectives at the end of the implementation period. It also summarizes the lesson learned that may be useful for future programs or feed into program, policy or project development. • A final evaluation should be conducted 3-6 months before the end of the program, policy or project for the lessons learned to support the sustainability of results.	***At completion***
Ex-post Evaluation	• The ex-post evaluation takes place after the completion of a program, project or policy. It provides evidence on the longer-term impact and sustainability of a program, project or policy.	***After a certain period has passed since the completion***

In addition to the above, there are other types of evaluations that may potentially be considered depending upon the need of the program, policy or project.

i. **Meta-evaluation**: aggregates findings from a series of evaluations. The focus includes combining evaluation results, checking compliance with evaluation policy and good practices and assessing how well evaluations are disseminated and used for organizational learning. The meta evaluation should be planned case to case basis when there is a need for common lessons learned, in a form that present input to the policy formulation or program.

ii. **Impact evaluation**: focuses on the effect of an intervention rather than on its management and delivery. They are usually undertaken after the intervention is completed but may also be done during implementation for a longer program, project or policy. An impact evaluation can be undertaken to improve or reorient a program, project or policy or to inform decisions about whether to continue, discontinue, replicate or scale up a program or policy. Institution which need to conduct impact evaluations should add it in rolling evaluation schedule after getting approval from the head of Institution or CBM in consultation with MINECOFIN. Impact evaluations are carried out using a variety of methods, which can be broadly classified into three categories.

Table 5: Overview of impact evaluation methods

Evaluation Design	Design Features	Considerations
Experimental design such as Randomized Control Trails (RCTs)	Involves gathering a set of equally eligible individuals willing to participate in the program, randomly assigning them to either a treatment	• An RCT needs to be planned from the beginning and participation needs to be carefully controlled with the experiment in mind. • The institution which is carrying out the RCT has the skills, time
	group (those affected by the program) or a control group (unaffected by the program)	and resources necessary to undertake the trial properly.
Quasi-experimental design (such as difference-indifference, regression discontinuity and matching)	Consists of constructing a comparison group using matching or reflexive comparisons either before or after program implementation.	• The matching methods can be statistically complex, and the methodology may not completely solve the problem of selection bias, which can reduce the reliability of the results.
Non-experimental design (methods that rely on interpretation, observation or interactions such as realist and theory-driven approaches)	Includes a very wide range of different types of evaluations and other studies that do not compare results for the same group over time or different groups of participants	• The evaluation design can be relatively cheap and quick to implement

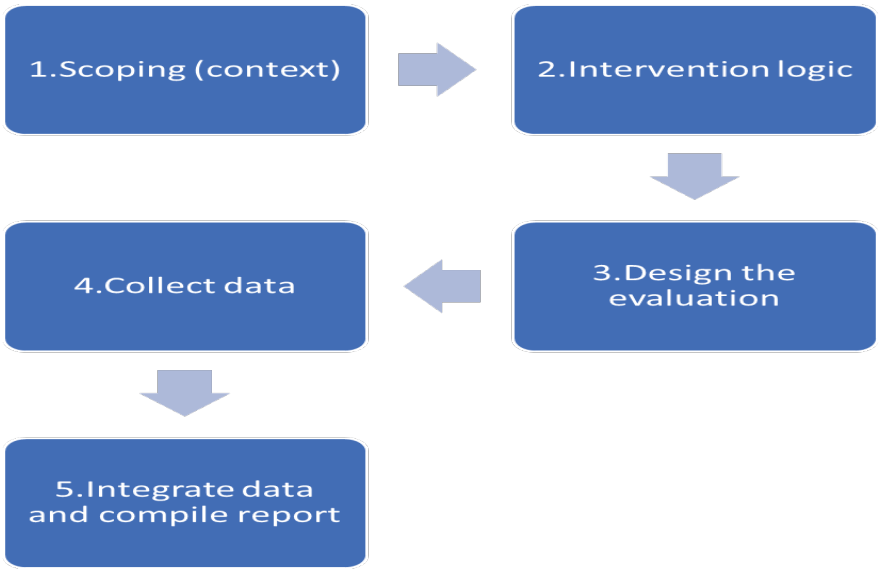
5.5 Steps in conducting evaluation based on types

The steps for managing evaluations based on type of evaluation is described below:

A. Ex-ante Evaluation:

Ex-ante evaluation is used to improve the quality of new or renewed program, policy or project and for providing information on the basis of which decision makers can judge the value of a proposal. Therefore, it is important to start ex-ante evaluation work early in the process when options for program, policy or project are still open. In many cases, ex ante evaluation can be carried out in parallel with or as a part of the project, program or policy design, feeding results into the preparation of the proposal. However, if new data needs to be collected, (for example, to support the assessment of the needs of a target population), an early start is important. In-depth investigation will usually be too time-consuming to be done when actual program preparation has started. The output of ex-ante evaluation consists of "project documents," which include the log frame (see section 1.2). The steps for managing ex-ante evaluation (Fig. 6) are described below (Spanache, 2019):

Figure 6: Steps for managing ex-ante evaluation



Step 1: Scoping: set the time frame for which the ex-ante evaluation aims to provide information for particular project, program or policy to be evaluated. Therefore, it is important to start ex-ante evaluation work early in the process when options for program, policy or project are still open. The longer the time period there is greater uncertainty, as it becomes harder to identify what new influencing factors might appear in the more distant future. The methods to be used include desk research; interviews with program staff and domain experts; review of the proposal, strategies and other relevant documents

Step 2: Identify the intervention logic: It represents clear and well-thought-out understanding how planned policy, project or program actions are expected to lead to desired outcomes. By identifying causal links among inputs, activities, outputs, and longer-term outcomes of a specific policy intervention, it allows to develop a more comprehensive theory of change. The following steps needs to keep in mind while developing intervention logic.

- Is there a needs assessment study available?
- What is the overall context of the program, project or policy?
- Are the strategic objectives, the expected impacts and the impact pathways identified in a convincing way?
- Are the required financial resources available?
- Network analysis: identify all relevant stakeholders, their roles, the relationships among them and their interest in the intervention.
- Landscape analysis

The methods to be used include desk research, a thorough review of the research intervention proposal, strategies, and other relevant documents; interviews managers, members, representatives of funding agencies, local, regional, and national authorities.

Step 3: Design the evaluation

- Formulate the evaluation questions
- Identify the set of indicators to be used
- Select the appropriate data collection methods for specific evaluation tasks. (Refer section 6.1 on Data collection methods)

- Plan a baseline study

At this stage, the evaluation team is advised to develop an inception report, which can serve as a basis for the final evaluation report. Usually, inception report includes information about the scope and beneficiaries of the evaluation report, a first literature review, the evaluation design and questions, draft or final versions of data collection forms, a calendar of the evaluation process (milestones, deliverables, division of labour, etc.), information about the involved team and other items, depending on the context.

Step 4: Collect data

- Complete a baseline study
- Apply the selected instruments: e.g. conduct surveys and interviews.

Step 5: Integrate the collected data and compile the evaluation report

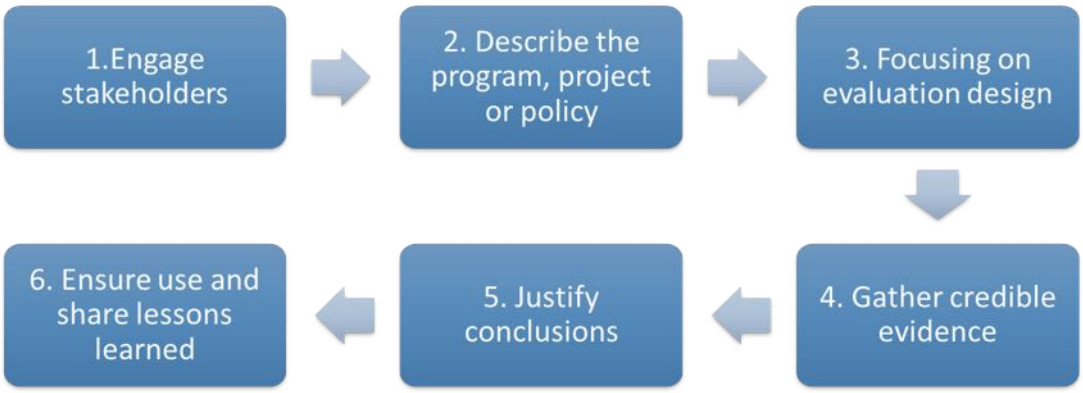
- Synthesise and interpret the collected data
- Draft the evaluation report and executive summary
- Derive conclusions and recommendations
- Present the draft report to the client and discuss any further requests
- Consider the comments, suggestions and requests received and produce the final version of the evaluation report

It is recommended that the institution and the evaluation team stay in contact during the entire evaluation process. The institution needs to make sure that the evaluation team has all the necessary information and documents at its disposal. The evaluation team is advised to periodically inform the institution about the progress being made.

B. Midterm Evaluation:

Mid-term evaluations are performed in the middle of a project, program or policy (in five-year projects, at the time when about two and a half years have passed). Their purpose is to verify whether the project, program or policy has been implemented smoothly and is on its way to produce desired effects. Mid-term evaluations provide a very good opportunity to revise the project, program or policy. Even with projects, programs or policies that were planned through an ex-ante evaluation, the actual social conditions and various internal and external factors required for the success of the project often become clearer after the start of the activities. Based on this, it is important to verify once more whether the strategy is fine as it is (confirmation of relevance), whether anything should be added to the activities in order to produce an effect, or whether the timing and quality of the input are sufficient. The steps for conducting midterm evaluation (Fig.7) are same as that of project evaluation (see section 5.2).

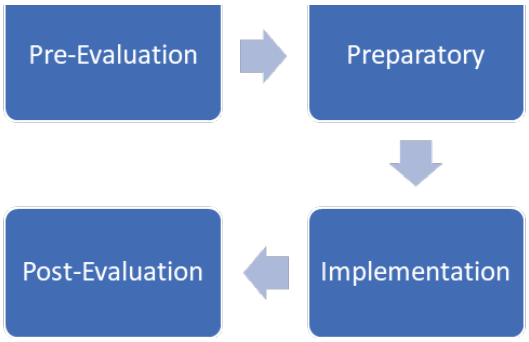
Figure 7: Steps for conducting midterm evaluation



C. Final or Terminal evaluation:

Final or terminal evaluation provides a comprehensive and systematic account of the performance of a completed project, program or policy by assessing its design, process of implementation, achievements vis-à-vis project, policy or program objectives including any agreed changes in the objectives during implementation. A final evaluation should be conducted 3-6 months before the end of the program, policy or project for the lessons learned to support the sustainability of result (Guidance for Conducting Terminal Evaluaiton, 2012). The steps for conducting final or terminal evaluation (Fig. 8) are as under:

Figure 8: Steps for conducting final or terminal evaluation



Step 1: Pre-Evaluation is used to determine whether institution program, project or policy is ready to be evaluated and provide guidance when to start the final or terminal evaluation. This means internal approval processes from CBM or Head of Institution is taken, and funding is available to carry out terminal evaluation(see section 4.2) for more details.

Step 2: Preparatory: activities for terminal project evaluations need to commence during the 6 months prior to operational closure. The main activities under this stage included development of ToR, obtaining offers, selecting evaluators and concluding the contract (see section 5.3) for more details.

Step 3: Implementation phase: includes developing inception report (which should be prepared by the evaluation team prior to the main evaluation mission), site visit by external consultant and carrying out evaluation bases on evaluation methodology, designing data

collection storage and analysis, Debriefing presentation of results and assessment of final report strategies(see section 5.3).

Step 4: Post Evaluation: deals with dissemination of results once the terminal evaluation is completed. As a rule, an evaluation report contains not only recommendations for the commissioning institution, but also for other stakeholders in the project. All addressees (e.g. partner ministries, donors, target groups) should act on the recommendations addressed to them. (see Annex 10: template for management response and follow up action plan). Recommendations and results can and should be considered when planning follow-up projects or similar projects.

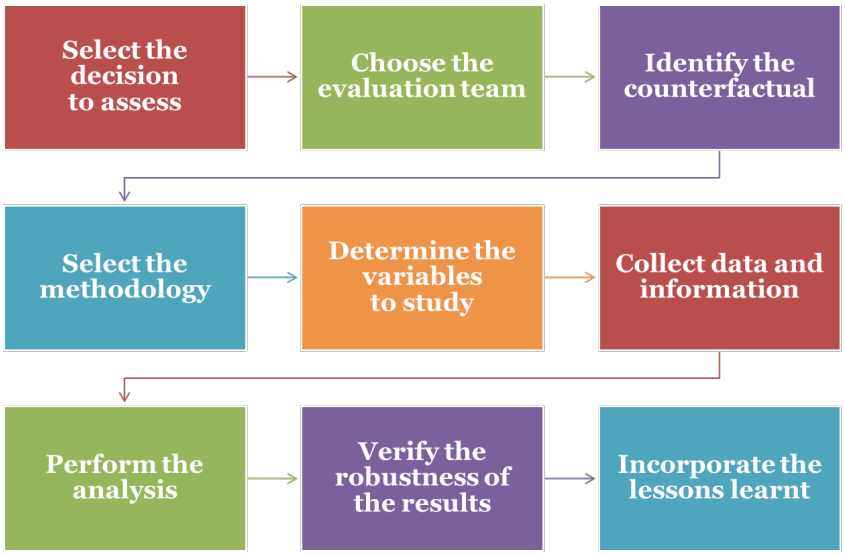
D. Ex-post evaluation:

Ex-post evaluations are conducted after the project completion with the emphasis on the effectiveness and sustainability of the project. This evaluation aims at deriving lessons learned and recommendations to improve the project as well as to help plan and implement more effective and efficient projects. The steps required for conducting ex-post evaluation(Fig. 9) are as under:

i. **Select the decisions to assess**: A project, program or policy log frame provides a basis for evaluation of the results. This will include description of the log frame and intended long term impacts of the project, program or policy. Several factors can be considered when making the choice to encourage an efficient use of resources. The important factors are: Nature of the decision; availability of data; learning opportunities; specific interests driving the evaluation, time elapsed since the decision was made.

ii. **Choose the evaluation team**: The ex-post evaluation team could be composed of internal or external staff/consultants and academics - or both (see section 7.1)

Figure 9: Steps for conducting Ex-post or Terminal evaluation



iii. **Identify the counterfactual**: The ex-post evaluation of a decision requires the identification of the appropriate counterfactuals against which the decision should be appraised. To determine all the possible counterfactuals for a specific decision it is necessary to understand the options that were considered when the case was originally examined. For more details for selecting counterfactual refer to point number 3 on the below link.
http://www.oecd.org/daf/competition/Ref-guide-expost-evaluation-2016web.pdf

iv. **Select the methodology**: The choice of the methodology to employ in order to determine the difference between the actual effects caused by the decision and those that would have taken place in the counterfactual scenario is dictated by a number of factors. The key one is the goal of the study, but other considerations will also matter, such as the nature of the data available, the time available for the analysis, and the skills of the evaluation team – as some methods require an advanced knowledge of econometric techniques and software. The most commonly used methodologies are:

- Comparator-based methods: before-and-after
- Market-structure-based methods: simulations; and
- Surveys and interviews

v. **Determine the variable to study:** The evaluator should assess what has been its actual effect on all key market variables, such as prices, quality and variety. But usually the focus of most quantitative assessments is on changes in prices, because data on this variable is easier to obtain. However, quality and variety are also important and should not be disregarded in the analysis of the effects of a decision. However, the lack of data is often the greatest constraint on the inclusion of these variables in the analysis. When such data is not available, the analysis will have to be undertaken in a more qualitative way, through the collection of factual information and views on the evolution of these variables.

vi. **Collect data and information**: There are a number of sources that can be used to collect qualitative information and quantitative data. (see section 6.1).

vii. **Perform the analysis**: The next step consists in the actual assessment of the effects caused by the decision and hence, in the determination of how key market variables have changed relative to the counterfactuals (see section 6.3). This depends on variety of factors and on the methodology chosen, but it always involves:

- determining how the key variables have evolved following the decision,
- ascertaining how the same variables would have evolved in the counterfactual(s), and
- Concluding whether the decision led to a better outcome than the one that would have emerged in the counterfactual.

viii. **Verify the robustness of the results**: Once the data is analysed, it is always important to verify their validity. A study's reliability should be informed by the degree to which its results can be tested or cross-checked. A number of standard approaches, usually statistical tests, exist to check the reliability of quantitative results. When an econometric approach is used, one could perform the analysis with different specifications of the equations that is being estimated or using different estimators or alternative control variables. This allows the researcher to test the sensitivity of the results to the specific structure of the analysis.

5.6 Methods for conduction impact evaluation

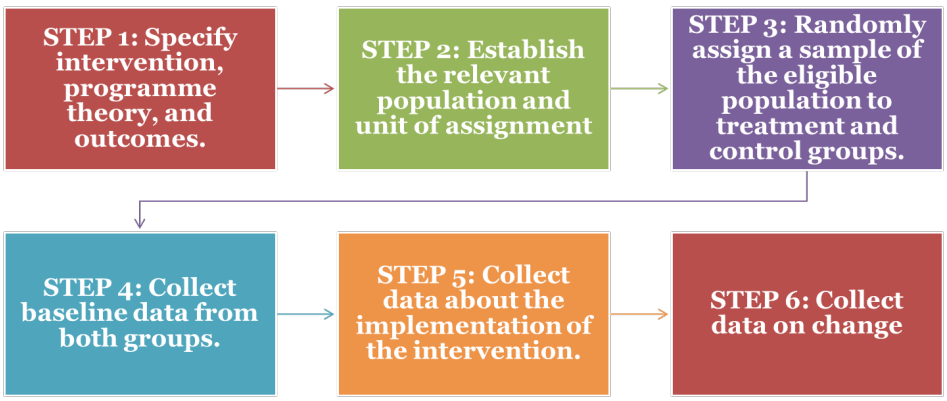
An impact evaluation can be undertaken for formative purposes (to improve or reorient a program or policy) or for summative purposes (to inform decisions about whether to continue, discontinue, replicate or scale up a program or policy). Impact evaluation tend to use experimental, quasi-experimental designs and non-experimental designs. The details are mentioned below (Fig. 10):

I. **Experimental design includes Randomized Control Trails (RCTs).** Experimental approaches work by comparing changes in a group that receives a development intervention with a similar group that does not. Therefore, in RCT different units are randomly assigned to separate groups. One group receives a development intervention and the other does not. Changes in the two groups over time are then compared to accurately measure the effect of the intervention. **There are different kinds of RCTs, although the steps taken are normally similar** (James, 2017)**.**

1. In the most basic form of RCT a treatment group receives a new development intervention, such as financial support or training, and the control group does not.
2. In another form of RCT treatment groups may receive different kinds of interventions. For example, one group might receive financial support and another group might receive training. There may still be a control group that does not receive any intervention.
3. In a third kind of RCT, different treatment groups may receive different combinations of interventions. For example, one group might receive training, another group might receive financial support, and a third group might receive both training and financial support.

It is important to recognise that people in a control group may still receive existing development interventions. For example, if people are already receiving financial support and an RCT wants to assess the impact of training, the control group could continue to receive financial support. The steps for conducting RCTs is as under:

Figure 10: Steps for conducting RCT



STEP 1: Specify intervention, program theory, and outcomes: An RCT should always start with a clear articulation of the changes it is hoped will be realised through a development intervention. Usually this involves developing a theory of change that articulates what it is

hoped will change as a result of the intervention, and how. An RCT works by looking for specific, planned changes, and requires predefined outcomes and/or indicators.

STEP 2: Establish the relevant population and unit of assignment: The next step is to identify the population and the unit of assignment. Sometimes these are the same. For example, if a project is designed to supply nutritional supplements, children might be randomly assigned to a treatment group that receives the supplements and a control group that doesn't. However, there are many cases where the unit of treatment and unit of assignment are not the same. For example, it is not normally possible to teach individuals in a school situation without teaching a whole classroom. In this case a cluster RCT design might be more useful. In a cluster RCT design the unit of assignment contains multiple units of treatment. In the example given above, classrooms (the unit of assignment) might be allocated randomly, whilst change would be measured at the level of children (the units of treatment). Equally, it might be more practical to randomly select a number of villages (the unit of assignment) in which to carry out an RCT, instead of randomly selecting individuals (the unit of treatment) across a district.

STEP 3: Randomly assign a sample of the eligible population to treatment and control groups: At this stage the survey sample size needs to be decided. This is quite a complex calculation, known within RCTs as a power calculation. In general, the larger the sample size the more certain the findings. However, different factors affect the calculation, and it is normally best left to a trained and qualified statistician. Once the sample size has been decided, allocation to treatment and control groups can be carried out.

There are several different ways of randomly assigning a population to different groups

- Simple randomisation where different units (individuals, schools, districts, etc.) are chosen at random from a list, using a random number generator.
- Stratified random sampling may also be used to ensure there are the same proportions of different sub-groups (e.g. men and women) in the treatment and comparison groups.
- Matched pair randomisation in which different units are matched into pairs with similar characteristics. For example, schools could be listed alongside similar schools in terms of size, location and financial turnover. One unit from each pair is randomly assigned to the treatment group and the other to the control group.

STEP 4: Collect baseline data from both groups: which is usually in the form of a survey. The survey collects basic information (such as HHs characteristics or socio-economic indicators) from both the treatment and control groups. This helps to ensure that the randomisation process has indeed generated groups that have equivalent characteristics. For example, an RCT designed to assess the impact of a nutrition program would measure the nutritional status of children in both treatment and control groups prior to any intervention; whereas an RCT designed to assess an education project might want to assess reading ability. This is in order to make comparisons at a later stage.

STEP 5: Collect data about the implementation of the intervention: When conducting an RCT it is considered good practice to collect data throughout a project or program. This is for two main reasons. Firstly, an RCT is designed to measure the effects of a development intervention, but to identify the causality of those effects. Ongoing monitoring of the intervention can help explain how and why changes happened.

Secondly, ongoing monitoring can help identify whether contamination or attrition has occurred, either of which can cause an RCT to produce potentially misleading results. For example, if an intervention helps raise income within a treatment group, and some of the money is then given to people in the control group, this would be classed as contamination. Attrition occurs when units of the population assigned to either treatment or control groups drop out of the RCT after the baseline has been conducted.

STEP 6: Collect data on change: The last stage is to conduct a survey on the same treatment and control groups covered by the baseline. This is done to assess change within the two groups. The survey should be designed to cover some or all of the same outcomes or indicators that were identified in step 1 and collected via the baseline survey, ideally using the same or similar methodologies. The timing of the repeat survey may vary between different interventions. In some long projects and programs, it may occur partway through; in some it may be at the end; and in some it may be a while after the intervention finishes. The important thing is that sufficient time has elapsed to observe the anticipated changes.

For more details on RCT refer to: https://www.unicef-irc.org/publications/752-randomized-controlled-trials-rcts-methodological-briefs-impact-evaluation-no-7.html
https://www.povertyactionlab.org/sites/default/files/documents/1_JPAL_Workshop_Intro%20Impact%20Evaluations_MAbel.pdf

II. Quasi-Experimental designs

These are like experimental designs (similar to RCT) but the target population is not randomly allocated to the intervention and comparison groups. That's why it is known as a "quasi" experiment rather than being a true experiment. These designs are effective because they use the "pre-post testing" which means that the tests are done before any data are collected to see, if any participants have certain tendencies. Then the actual experiment is done with post test results recorded. The data can be compared as a part of the study which can be included in the actual experimental data. **The steps of conducting Quasi Experimental design are same as that of RCT (Refer point D under section experimental design).**

There are several types of quasi-experimental designs such as such as difference-indifference, regression discontinuity and matching

i. **Difference-in-Differences (DID):** also known as the 'double difference' method, compares the changes in outcome over time between treatment and comparison groups to estimate impact. DID gives a stronger impact estimate than single difference, which only compares the difference in outcomes between treatment and comparison groups. Applying the DID method

removes the difference in the outcome between treatment and comparison groups at the baseline.

The steps involved for DID method are as under:

Step1: Identifying the indicators of interest (outcomes and impacts) to be measured relevant to the intervention being evaluated.

Step 2: Calculate the differences in indicator values from before and after the intervention for the treatment group are compared with the differences in the same values for the comparison group.

Step3: The intervention and comparison groups will have been matched on key characteristics using Propensity score matching to ensure that they are otherwise as similar as possible.

ii. **Matching:** Matching methods rely on observed characteristics to construct a comparison group using statistical techniques. Different types of matching techniques exist, including judgemental matching, matched comparisons and sequential allocation. The perfect matching would require each individual in the treatment group to be matched with an individual in the comparison group who is identical on all relevant observable characteristics such as age, education, religion, occupation, wealth, attitude to risk and so on. Clearly, this would be impossible. If the list of these observable characteristics is very large, then it becomes challenging to match directly. In such cases, it is more suitable to use Propensity score matching (PSM) instead. The PSM involves the following steps:

Step 1: **Ensure representativeness** – Ensure that there is a representative sample survey of eligible participants and non-participants in the intervention. Baseline data are preferred for calculating propensity scores.

Step 2: **Estimate propensity scores** – The propensity scores are constructed using the 'participation equation', which is either a logit or probit regression with program participation as the dependent variable (in the program = 1, not in the program = 0). For this reason, it is best to use baseline data, where available, to estimate the propensity scores.

Step 3: **Select a matching algorithm** – Each member of the treatment group is then matched to one or more members of the comparison group. There are different ways of doing this such as matching each participant to their 'nearest neighbour' non-participant. The mean of the closest five neighbours is most commonly used.

Step 4: Check for balance – The characteristics of the treatment and comparison groups are compared to test for balance. Ideally, there will be no significant differences in average observable characteristics between the two groups.

Step 5: Estimate program effects and interpret results – The impact estimate, either single or double difference, is calculated by firstly calculating the difference between the indicator for the treatment individual and the average value for the matched comparison individuals, and secondly averaging out all of these differences.

iii. **Regression discontinuity design (RDD):** This approach can be used when there is some kind of criterion that must be met before people can participate in the intervention being evaluated. This is known as a threshold. A threshold rule determines eligibility for participation in the program/policy and is usually based on a continuous variable assessed for all potentially eligible individuals. For example, students below a certain test score are enrolled in a remedial program, or women above or below a certain age are eligible for participation in a health program (e.g., women over 50 years old are eligible for free breast cancer screening) The step for RDD are described below:

Step1: Determine the margin around the threshold: which is done by setting, a small margin and the resulting treatment and comparison groups can be tested for their balance or similarity. If the match is good, the margin can be widened a little and the balance checked again. This process must be repeated until the samples start to become dissimilar.

Step 2: Regression line is fitted. This is a line drawn through the data points that represents the 'best fit' between the variables being studied or that summarizes the 'relationship' between the selected variables that is from top left to bottom right and from bottom left to top right.

For more details Quasi Experimental designs refer to: https://www.unicef-irc.org/publications/753-quasi-experimental-design-and-methods-methodological-briefs-impact-evaluation-no.html

III. Non-experimental design:

In these designs' researcher observes the phenomena as they occur naturally, & no external variables are introduced. It is a research design in which variables are not deliberately manipulated, nor is the setting controlled. In non-experimental research, researchers collect data without making changes or introducing treatments. The non-experimental design methods are of three types i.e. **realist and theory-driven approaches.**

i. **Realist evaluation** starts with theory and ends with theory. The purpose of a realist evaluation to test and refine the program theory as it is to determine whether and how the program worked in a particular setting. The realist evaluation uses quantitative and qualitative data. The quantitative data being focused on context and outcomes and qualitative data on generative mechanisms. The step for conducting realist evaluation are as under:

Step 1: Data is organised in relation to the initial program theory – that is, whether the data relate to what was done or to the context. Qualitative data are coded and appropriate methods for analysing quantitative data applied. The data on outcomes are disaggregated by sub-groups (which were selected on the basis of the program theory).

Step2: Once patterns of outcomes are identified, the mechanisms generating those outcomes can be analysed, provided the right kinds of data are available. The contexts in which particular mechanisms did or did not 'fire' can then be determined.

Step 3: This includes which context-mechanism-outcome configuration offers the most robust and plausible explanation of the observed pattern of outcomes. This resulting context-

mechanism-outcome configuration is then compared with the initial program theory, which is modified (or not) in light of the evaluation findings.

ii. **Theory-driven approach to Evaluation (TDE)**: emphasizes the development and empirical testing of conceptual models to understand the processes and mechanisms through which programs achieve their intended goals. The TDE are limited to large-scale experimental/quasi-experimental program evaluation designs. The steps for TDE is described below:

Step1: Conceptualizations: Each research question is formulated as one or more hypothesis. Hypothesis are grounded in theory.

Step2: Measures are usually quantitative (e.g. experimental data, survey data, organizational or public "statistics", etc.) and make use of artefacts like surveys or experimental materials

Step 3: Analyses & conclusion: Hypothesis are tested with statistical methods

For more details on Non-experimental designs refer to:
https://opentext.wsu.edu/carriecuttler/chapter/overview-of-non-experimental-research/

6. Collecting evaluation data

6.1 Data collection methods

Data can be collected in many ways and no single way is the best way. Choosing the right method involves being clear about what is to be measured in an appropriate and meaningful way. To do this, it is important to be aware of the different types of information that different data collection methods provide and understanding what is entailed in the collection of that information. There are a variety of data collection instruments or tools that can be developed and used with each collection methods (Fig. 11). Depending on the information that a program or project team wants to collect, they may be able to adapt an existing instrument, or they may have to develop one from scratch. The establishment and collection of baseline data before program implementation is recommended to enable meaningful comparisons where possible. If baseline data cannot be obtained, the use of benchmarking against similar programs or best practice research can be used as a baseline guide for the program evaluation. The evaluation team needs to consider the following factors (Marquart, 2017) in data collection: (a) methodological rigour (b) cost–effectiveness and (c) validity, reliability and credibility for choosing data collection methods.

Figure 11: Common data collection methods used in evaluation

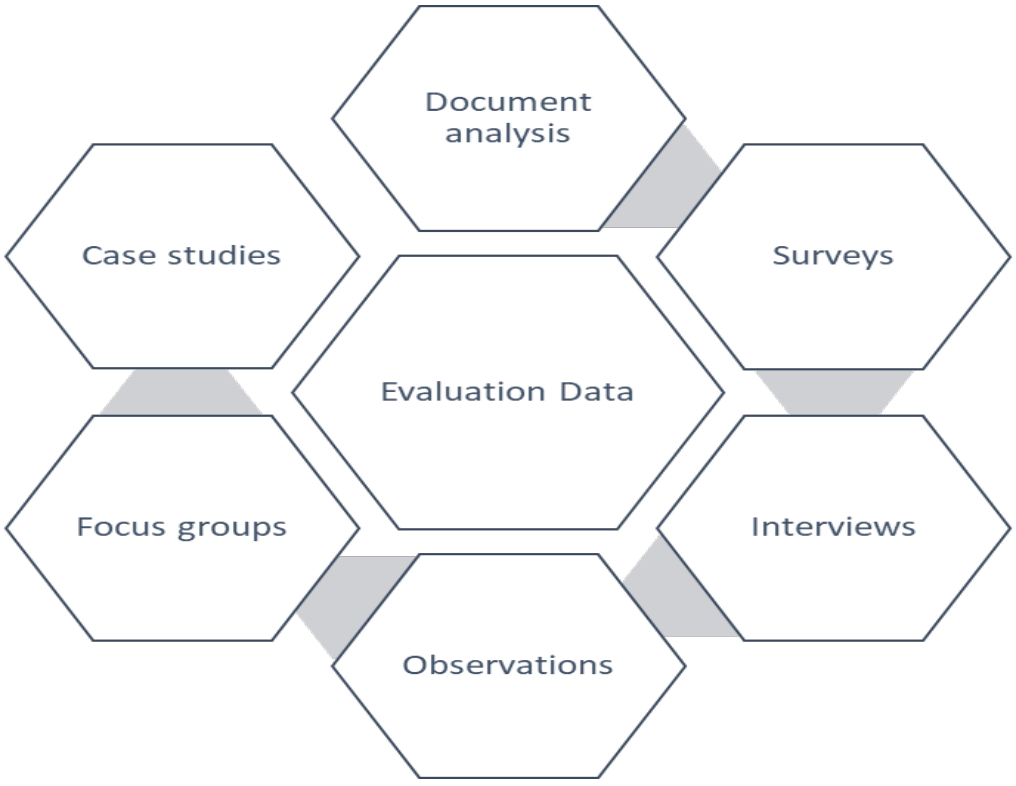


Table 6: Overview of common data collection methods

Method	Primary Data Type	Examples of Data Sources	Advantages	Challenges
Document analysis (Desk Review)	Primarily quantitative but can also collect qualitative data in the form of documented narratives.	Program applications, finances, memos, minutes, *etc.*	• Provides comprehensive and historical information • Doesn't interrupt program or participants' routine. • Information already exists and Inexpensive	• Can be time-consuming. Information may be incomplete or unreliable. • Data is restricted to what already exists; not flexible
Surveys	Primarily quantitative but can also collect qualitative data through open-ended or free response questions.	Participant questionnaires, surveys, and checklists	• Easy to compare and analyse • Administer to any size sample. • Can collect a lot of data at once. • Participant anonymity • Inexpensive	• Possible response bias; wording can bias participants' responses. • Possible sampling bias. • Sometimes difficult to get a high response rate
Interviews	Primarily qualitative but can also collect quantitative data by numerically coding interview responses and/or observations.	Documented questions and answers with program participants	• Get full range and depth of information. • Personal Develops relationship with participant. • Allows for participant flexibility	• Need a good and trained interviewer. • Can be time-consuming. • Can be hard to analyse and compare. • Interviewer can bias participant's response • Can be expensive
Focus Groups	Primarily qualitative bu t can also collect quantitative data by numerically coding participant responses and/or observations.	Documented questions and answers with multiple program participants interviewed as a group	• Quickly and reliably collect common impressions • Efficient way to get range and depth of information in a short time. • Capture key participants' perspectives about programs	• Need a good and trained facilitator. • Can be difficult to analyse responses. • Difficult to schedule a group of people together. • Can be expensive
Observations	Primarily qualitative but can also collect quantitative data by numerically coding observations.	Trained observers' field notes	• View operations of a program as they are actually occurring. • Can adapt to events as they occur	• Need a good and trained observer. • Can be difficult to interpret observations. • Observer's presence can influence behaviours of program participants.
Case Studies	Primarily qualitative bu t can also collect quantitative data by coding observations, using surveys and document analysis.	In-depth interviews, observations	• Fully depicts participants' experience in program. • Powerful way to portray program to outsiders	• Very time-consuming to collect, organize and describe. • Represents depth of information, rather than breadth. • Very expensive

6.2 Sampling techniques for conducting evaluations

Sampling is the process of selecting units (e.g. people, organizations and time periods) from a population of interest, studying these in greater detail and then drawing conclusions about the larger population. The evaluator collects data from a subset of individuals – a sample – and uses those observations to make inferences about the entire population. Creating a sampling strategy involves the following three steps (International Labour Organisation, 2018) It is crucial to know the ideal size of sample, that is, how many individuals we should draw from the sample frame. Sampling techniques[4] are divided into two categories: Probability (Statistical Sampling) and Non-probability (Non-statistical Sampling).

a) **Probability or Statistical Sampling:** The population to be sampled is defined by the number of items or units. The probability sampling uses random or quasi-random options to select the sample, and then use statistical generalization to draw inferences about that population. To minimize bias, there are rules on selection of the sampling frame, size of the sample, and managing variation within the sample.

These rules include:

- **Simple random**: drawing a sample from the population completely at random.
- **Systematic**: selecting every n^{th} case from a list (e.g. every 10th client).
- **Cluster sampling** in which larger clusters are further subdivided into smaller, more targeted groupings for the purposes of surveying.
- **Stratified**: splitting the population into strata (sections or segments) in order to ensure distinct categories are adequately represented before selecting a random sample from each.

b) **Non-probability/ Non-statistical Sampling:** The non-probability samples, we may or may not represent the population well and it will often be hard for researcher to know how well we've done so. In general, researchers prefer probabilistic or random sampling methods over non-probabilistic ones and consider them to be more accurate and rigorous. Non-probability sampling[5] can be classified into purposive, snowball, convenience sampling or quota sampling. The details are mentioned below**:**

- **Purposive Sampling**: This is sampling with a purpose in mind. Purposive sampling can be very useful for situations where you need to reach a targeted sample quickly and where sampling for proportionality is not the primary concern. Purposive sampling options study information-rich cases from a given population to make analytical inferences about the population. For example, if you are evaluating the attitudes of drivers towards speeding, you may want to only sample those who have got penalty points. Or, you could sample those with extreme characteristics by only selecting drivers who have been disqualified as a result of multiple offences.
- **Snowball sampling**: A type of purpose sampling where existing participants recruit future subjects from among their acquaintances. Thus, the sample group appears to grow like a

[4] Cochran W. G. (1963). Sampling Techniques. (2nd ed.). New York: John Wiley and Sons, Inc.
[5] http://changingminds.org/explanations/research/sampling/choosing_sampling.htm

rolling snowball. Using this approach, a few potential respondents are contacted and asked whether they know of anybody with the characteristics that you are looking for in your evaluation. For example, if you wanted to interview a sample of people with a particular disability, your initial contacts may help you to get the knowledge of others that have the disease.

- **Quota:** you divide the population (e.g. older drivers) into distinct parts (strata). You then decide how many of each stratum you want to have in the total sample. For example: You have decided that you want to survey 50 male drivers aged over 65. Every time you see a male older driver enter the store you ask if he is aged over 65 and you continue until you reach your quota of 50 completed surveys.

i. **Determine the population of interest**: There is need to have a very clear idea about who we want to target and who will be eligible for the program. For example, age, gender, income level etc.
ii. **Identify a sampling frame**: A sampling frame tells us how our sample relates to the general population of interest, for which we want to extract the lessons of the evaluation. For e.g. we would try to get a list of eligible youths from a population census that includes as many of the eligible youths as possible.
iii. **Draw the desired number of units from the sampling frame using one of the available sampling methods:** The most commonly used is probability sampling in which participants are selected into the sample with a specific probability.

Note: Refer to the following link for a sample size calculator:
http://www.surveysystem.com/sscalc.htm

6.3 Data analysis

Data analysis should compare data from different sources and cross validate the information sources and critically assesses the reliability and validity of data. Sometimes it is worthwhile to interview key officials second time at the institutions or other stakeholders after site visits to get additional, clarifying information that might explain reasons for contradictions in certain findings.

A perquisite for analysing **qualitative data** is that is collected systematically. It is essential to make good notes and keep records. The evaluation team should meet regularly to compare notes and make adjustments. Short summary reports can be helpful after each major interview and focus group. Interpreting qualitative data correctly is crucially important in drawing conclusion in the evaluation. This includes developing categories for the data, Coding scheme, check for reliability, analyse the data by bringing order to the data, interpret the data by looking for meaning and significance in the data, share and review information early and often with key informants and writing the report.

The analysis of **quantitative data** uses statistics that can be divided into 2 categories.

- Descriptive statistics which is used to analyse census or non-random sample data by summarizing data collected from a sample of qualitative variable.

- Inferential statistics is used to analyse random sample data by predicting a range of population values for quantitative or qualitative variables.

All evaluations must be evidence based and must explicitly consider limitations affecting the analysis. Data analysis is always based on interpretation of the material drawn from various sources that might have unreliable elements. Therefore, it is important to make note of these factors in the evaluation and express clearly in the report what the limitations in the study have been.

The M&E practitioner can use a range of software packages to analyse data from Excel to dedicated packages, such as SPSS, Stata and R for statistical analysis of quantitative data, NVivo for qualitative (textual and audio-visual) data analysis (QDA), or ArcGIS for analysing geospatial data. For simplicity Microsoft Excel can be used to perform basic data analysis by looking at descriptive statistics.

Note: see Annexure 12 for calculating Descriptive statistics using Excel.

7. Institutionalising evaluation in public institutions

7.1 Evaluation arrangements

The relevant MDAs should carry out evaluations by engaging internal or external parties as appropriate. The nature of evaluations to be conducted in Rwanda are:

- **Internal** – undertaken within the institution either by staff of the intervention in question, or other relatively independent staff for timely feedback or learning e.g. Project completion report.
- **External** – evaluation initiated by the institution or high-level authority (ies) and commissioned by external service provider or government institution who have no previous links to the intervention being evaluated

Each of the two approaches have different implications with regard to costs, time and merits and demerits. In deciding whether to conduct an evaluation internally or through an external evaluation provider the key considerations includes scale, strategic priority, cost and degree of risk associated with the programs, policies and projects. A case can be made based on the criteria that require evaluation to be conducted internally, externally or independent (*see Annex 3: Developing evaluation schedule*).

Criteria for conducting external evaluation

- If the project or program is required to be evaluated is more than 15 billion RFW or of strategic importance or request is received from high level authorities or development partners or by the sector itself.
- If project/program/policy evaluation requires a sophisticated methodology.
- High-profile or highly scrutinized projects be selected for an external evaluation regardless of whether it is required or not.

Criteria for conducting internal evaluation

- When there is an evaluation trigger (such as performance information indicating an unexpected result, or a quick management decision is required) but the independence of an external evaluation is not needed or desired;
- When an institution wishes to commission an evaluation using an internal team or their own staff for learning purposes.
- When there is inadequate funding to commission an external evaluation, but internal capacity and availability exists.
- When there are inadequate mechanisms available to procure an external evaluation on time, but internal capacity and availability exists.
- To provide capacity building, learning, and practical experiences to staff in conducting evaluations so that they will become better commissioners, implementers, and users of evaluation findings
- To promote a culture of learning.

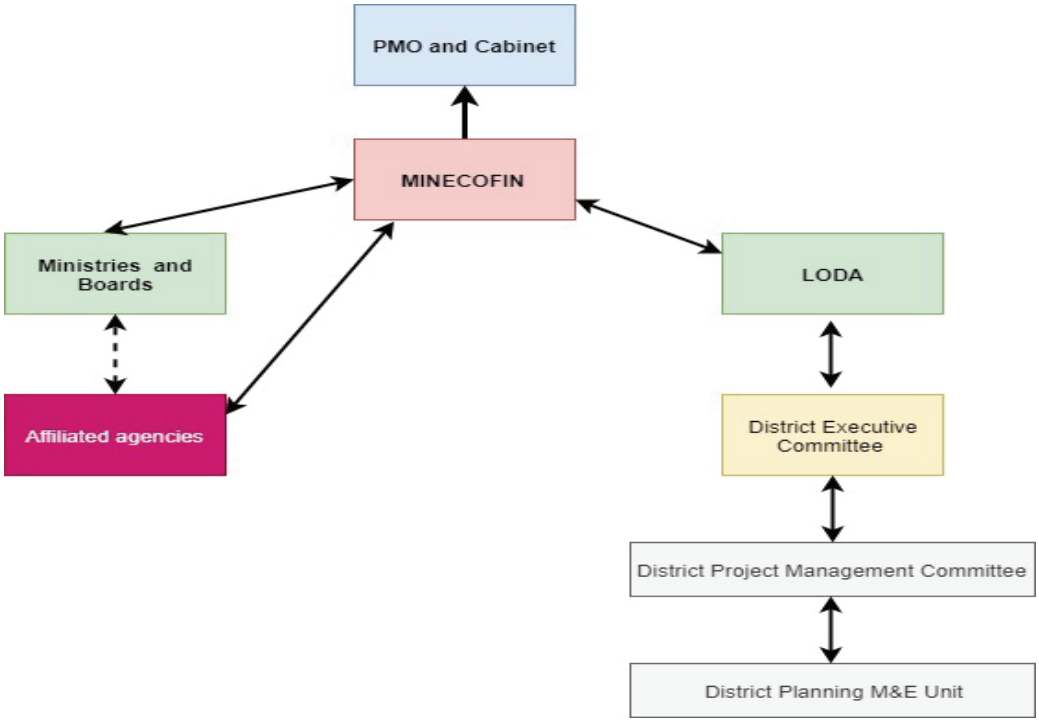
7.2 National level monitoring, evaluation reporting framework

The national level M&E framework monitors the strategic priorities of GoR as described in NST 1 and vision 2050. The framework is built on the RBM policy to co-ordinate M&E at national, sectoral and institutional (Ministries, districts, agencies) levels. The demand for data is generated at higher level from Prime Minister's office and cabinet with support from the line ministries (Fig. 12) which hold institutions accountable for achieving results. MINECOFIN's is the central nodal agency which uses various M&E tools to monitor MDAs in order to ensure that budgetary allocations are used to fund activities that lead to the realisation of sectoral targets. The MINECOFIN also examines the sectoral growth, tracks the growth rates of the sectors and collaborates with the NISR to ensure accurate and reliable statistics are reported. The line ministries, boards and affiliated agencies maintains administrative records, including budget allocation and spending figures, which serve as a major source of program monitoring. Their roles include collection and analysis of data and preparation of periodic progress reports on the status of programs, projects and policies. This also includes information on expansion of critical program/services (e.g. Local-level Planning, Demand side financing), financial management (FM) reports, human resources status, etc. administrative records provide updates on indicators. Evaluation is done for specific projects and is sporadic often driven by GoR and development partners' budgets.

At the district level, LODA focuses on economic & community development, social protection and capacity building. LODA is under the supervision of Ministry of Local Government (MINALOC) and has been mandated to monitor and evaluate local government projects and report to the MINECOFIN. LODA uses MEIS for reporting from all districts. There is District Executive Committee (DEC) at local level which reports to the district council. The district council is responsible for approving district development strategy, annual action plans, budgets and accountability through monitoring and auditing of the activities of the DEC. There is also district project management committee under DEC whose role is to approve the projects to be implemented by districts and monitor regularly the progress of different

projects under the district. The district planning M&E unit oversees all the monitoring and evaluation work that arises in the districts.

Figure 12: National level M&E framework



7.3 Roles and responsibilities of institutions

The roles and responsibilities of public institutions in respect of performance monitoring and evaluation are presented below. This will ensure proper coordination and facilitate complementarities and synergies in the monitoring, evaluation and ultimately improved delivery of public services. The roles and responsibilities are as follows:

Table 7: Roles and responsibilities of institutions

Actors	Roles and Responsibilities
The Office of the Prime Minister (PMO)/ Government Action Coordination Unit (GACU)	• Conducts monitoring of key Government programs to generate policy advice for Cabinet. • Tracks the implementation of Cabinet decisions. • Provides leadership across all public entities, ensures proper coordination and oversight of M&E activities.
Parliament	• Scrutinizes various objects of expenditure and the sums to be spent on each activities /projects/program. • Assures transparency and accountability in the application of public funds. • Monitors the implementation of Government programs and projects.
Office of the Auditor General (OAG)	• Audits and reports on public accounts of all public offices and any public corporation or other bodies established by an Act of Parliament.

	• Conducts financial, value for money, performance audit and other audits, such as gender and environment audits, in respect of any project or activity involving public funds.
Ministry of Finance and Economic Planning (MINECOFIN)	MINECOFIN through NPPMD will act as a nodal agency for M&E function in public institutions to focus on monitoring and evaluation of projects, programs and development policies. The NPPMD will issue specific guidance notes and standard setting guidelines evaluation to complement this Framework**.** **The role includes:** • Coordinates the elaboration of national development planning for both central and local government. • Coordinates the elaboration of the national investment program and ensures synergy between the investment plans at all levels. • M&E of implementation of different government interventions to ensure efficiency and effectiveness of all public spending. • M&E of projects at local level. • Ensures that all public investments approved by PIC have clear M&E plans with resources to conduct M&E activities. • Reports periodically to Cabinet on the execution of different projects and programs. • Provides technical support and oversight on planning units in MDAs and SWGs to operationalize M&E functions, design and implementation of annual rolling M&E plans. • Designs, commissions, quality controls and disseminates national guidelines on M&E. • Provides technical support and oversight on Planning Units in MDAs and SWGs in operationalization of monitoring and Evaluations functions, design and implementation of annual rolling monitoring & evaluation plans.
National Institute of Statistics (NISR)	• Coordinates, supports, validates evaluation methodologies/protocols and designates as official any statistics produced by MDAs and LGs; and other independent researches. • Coordinates and clears all censuses and national representative of economic household surveys. • Ensures production, harmonization and dissemination of statistical information. • Strengthens the statistical capacity of planning units in MDAs and LGs for data production and use. • Ensures best practices and adherence to standards, classifications, and procedures for statistical collection, analysis and dissemination in MDAs and LGs.
Ministries Districts and Agencies (MDAs)	• Sector Lead (Ministries) should oversee the performance of its respective agencies and progress of sector interventions/projects/programs at national level and organize a quarterly meeting with all concerned stakeholders to timely handle any issues/risks identified; in line with these guidelines, • Utilizes M&E findings to inform projects, program, policy, and resource allocation decisions.

	• Plans and allocates resources for monitoring and evaluation of major projects and programs annually. • Districts and agencies should also hold quarterly performance review meetings to determine progress towards achieving their targets. • MDAs should maintain a Recommendation Implementation Tracking Plan which will keep track of review and evaluation recommendations, agreed follow-up actions, and status of these actions. • Submits progress reports on progress against performance indicators to Ministry of Finance and economic planning for compilation.
Ministry of Local Government (MINALOC)	• Produces results oriented Local Government Development Plans and annual budget. • Strengthens local governance and upwards reporting through developing Local Government systems and practices for monitoring and evaluation • Ensures proper coordination of monitoring activities at District and Lower Local Government levels. MINALOC has to oversee Monitoring and evaluation functions in Local government to ensure development objectives are aligned with the country intentions. • Ensures that all Local Government Planning units and District Projects Management Committee responsible for statistical production, monitoring and evaluation are operational. • Utilizes M&E findings to inform program, policy, and resource allocation decisions.
Local Administrative Entities Development Agency (LODA)	• Finance development activities in local administrative entities with legal personality. • Serves as an intermediary between local administrative entities with legal personality and donors especially those involved in financing development activities in those entities. • Monitors the use of funds allocated by LODA to development activities in the local administrative entities with legal personality. • Contributes to sensitizing population to participate in development activities meant for them; to mobilize and collect resources of local Government projects/programs monitoring and evaluation. • Builds capacities of local administrative entities with legal personality within the scope of LODA mission. • Coordinates Government's development activities in local administrative entities with legal personality. • Provides quarterly reports to MINECOFIN for compilation.
Local Councils (District, sector, cell)	• Oversees monitoring activities at District/Sector/Cell and Lower Local levels; • Organizes a quarterly meeting with all concerned stakeholders to timely handle any issues/risks identified; in line with these guidelines. • Utilizes M&E findings to advise executive local authority decisions. • Ensures that the District administration and LLG adheres to this policy. • Coordinates with District Management Committee to handle any project issue (challenge or risk) being faced.
Public Investment Committee (PIC)	• Strengthens the link between planning, budgeting and investment.

	• Approves all projects before they can be allowed for funding = based on desirability, achievability and sustainability criteria. • Provides a decision-making point in regard to conduct an evaluation in public institutions.
Sector Working Groups	• Develops and implements a five-year sector strategic plan (SSP), containing a result orientated monitoring matrix and 5-year evaluation plan. • Establishes and maintain a monitoring and evaluation function within the SWG secretariat. • Ensures proper coordination and oversight of M&E activities in their sector. • Holds biannual performance reviews to assess progress against targets, and for upwards reporting.
District Project Management Committee	• Undertakes project identification based on district potentialities. • Coordinates district project formulation and design. • Follows up and coordinates district projects/programs monitoring and evaluation. • Holds monthly and quarterly meetings to discuss on projects progress and takes measures on challenges and risks identified during the implementation. • Ensures decisions of the meeting are recorded in a minute for implementation reference. • Reports on projects implementation and participates in project closing.
Other executing agencies (CSOs and private sector)	• Participates in public sector planning processes at Local Government and sector levels. • Provides timely and quality data on the financial and physical implementation of projects for which they are the executing agency to the relevant MDA or LG. • Participates in discussion and decision-making committees at program, sector and national levels that review and comment on public sector performance.
Development Partners	• Provides an external perspective on Government performance and results. • Provides feedback to domestic and international constituencies on Government performance and results. • Assists Government through financial, technical and other forms of assistance to strengthen its performance.

7.4 Institutionalising monitoring and evaluation culture in institutions

Capacity Building is central to development and progress. Government of Rwanda has emphasised the need for a project management-based approach to give operational substance to the results-based management approach upon which M&E principles are based. Active involvement of MDAs is necessary to build the capacities within public institution and ensure the system sustainability. The staff involved in the process of implementation of the M&E system will serve as pool of resources for other programs or projects within institution and for implementation of National M&E system. These staff are broadly categorised into four groups:

- **M&E users**: includes HODs, DGs who assess information collected through M&E processes and use this information for taking managerial action and to improve future interventions.
- **Line/Program managers**: who need generic M&E skills to as part of their routine management function.
- **M&E managers**- who are able to setup an M&E system, manage that system and produce the quality results to create demand for the use of M&E evidence.
- **M&E Practitioners:** who are able to apply an evidence-based approach to gather and analyse, present and verify data on the government activities.

The strategies to be adopted by institutions to build capacities in areas of monitoring and evaluation are as under:

i. Agencies like NISR, IPAR have considerable monitoring and evaluation capacities, more needs to be done to further support and develop evaluation capability more broadly across the public institutions and sectors. Public institutions and agencies will need to invest in training and development to improve evaluation capabilities and capacities. The institutions need to add in their Evaluation trainings or short-term courses in conducting evaluations in their Capacity Building Plans and submit to MINECOFIN. Different groups in the sector have different levels of expertise and play different roles during evaluations.

ii. Institutions can adopt pedagogical strategy in order to cascade monitoring and evaluation training at decentralized levels. MINECOFIN may adopt Rapid Sequential Training model or the Training of trainer to train staff in the areas of monitoring, evaluation and learning. Civil servants can be trained through pedagogical strategy and hands on training. Development partners with expertise in the area of monitoring, evaluation and learning may be utilized for this purpose.

iii. **Rwanda Monitoring Evaluation Organisation (RMEO):** public institutions through support from MINECOFIN should find out ways how RMEO can foster culture of evaluation across national level with a broader focus on evidence-based policy development. The RMEO should encourage public institutions in:

- Promoting role of evaluation within public institutions.
- Understanding of the strengths and limitations of evaluation and its role in evidence-based decision making.
- Closer alignment between evaluation and program/policy design.
- Sharing of knowledge, expertise and experiences on M&E.

- Capacity Building for M&E professionals, organizing conferences, workshops and sharing M&E resources.

iv. **Partnerships with Research and Evaluation bodies**: public institutions and agencies may also sign a MOUs or explore ways to build evaluation partnerships with academic and research institutions (IPAR, universities and external agencies) relevant to their portfolios to build capability and capacity of their staff in conducting evaluations. Collaboration with universities is paramount to produce the required manpower in the areas of evaluation through masters, PhD and technical short courses which can be used by public and private sector organisations. International partnerships need to be built with similar countries or international organizations to promote the culture of evaluations within Rwanda.

v. **Nodal agency for promoting evaluation culture:** NPPMD with in MINECOFIN from support of development partners and international NGOs can provide support to public institutions and agencies in evaluation activity, provide oversight of evaluation practice and standards, and support capacity development.

vi. **Availability of budget for evaluations**: CBM/Head of institution will have the responsibility to incorporate evaluation in annual plan of institution to foster the culture of evaluation. The Head of Institution needs to ensure that there is an evaluation budget for programs and projects to be evaluated. The Head of Institution may explore partnerships with regional or international organizations and institutions for funds for commissioning evaluation.

vii. **Institutionalizing evaluation culture**: CBM/Head of institution should ensure that the results of evaluations are used to inform planning and budget decisions, as well as general decision-making processes. Thus, the results of evaluations must be discussed in management forums and used to guide in decision making.

Part C- Learning

The purpose of learning in M&E is to apply knowledge gained from evidence and analysis to improve development outcomes and ensure accountability for the resources used to achieve them. The NMEL guidelines uses the USAID definition of learning:

The learning is a process through which information generated from M&E is reflected upon and is used to continuously improve a projects, programs and policies ability to achieve results.

When investing in M&E, public institutions and implementing partners should realize on return on the investment by tying it to learning priorities. In this sense, learning from M&E means using M&E data/information for accountability and informing decision-making for management purposes, course adjustments, and future designs. At the project level, it is important to learn what works well in a particular context or what does not work well, which aspects of a project has more influence the achievement of results, which strategies can be replicated etc. At the organisational level, the institutions can compare results across projects to determine which ones contribute to achieving organisation's goals, mission and vision

8. How to implement learning in an organisation?

M&E practitioners with in public institutions in consultation with CBM/ Head of institution can aggregate results from different projects, programs and policies (depending on project similarities) to understand the wider reach of the institutions or can aggregate learning from different projects, programs and policies to guide the strategic development of new projects, programs and policies and funding opportunities.

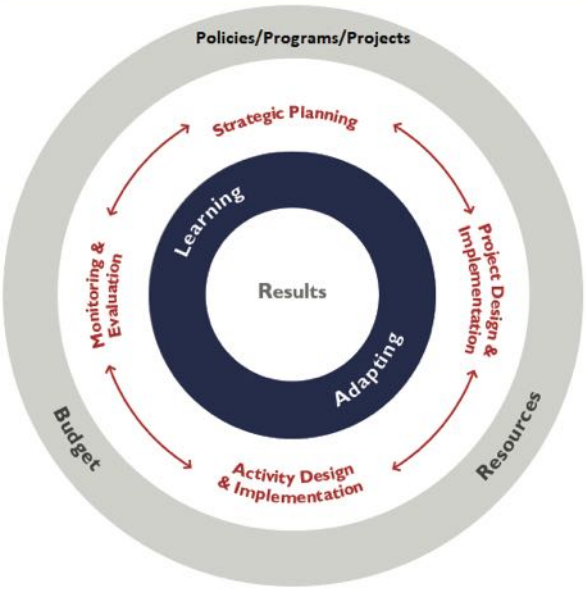
It is good practice to share learning at both project, institutional and organisational levels and results achieved by projects, programs and policies (positive and negative) with partners, institutions and donors in response to their needs and the benefits MEL provides as well as the general public (through website). This strengthens accountability and transparency.

The M&E practitioner in consultation with Project Manager needs to ensure there is appropriate documentation of processes and reports (paper based, photos, videos etc.) and appropriate storage (filing - electronic, paper based) of MEL outputs in order to keep learning within your organisation when key staffs leave.

8.1 Developing learning in project cycle

Lesson learning is a core component of M&E. The incorporation of learning into the project cycle[6] will enhance the achievement of policies, projects and programs outputs, outcomes and impact. Lesson learning also improves efficiency and effectiveness of projects and programs due to informed decision making. The lessons usually emerge as a result of monitoring or evaluation processes occurring throughout the project cycle as shown below in (Fig 13).

Figure 13: Lessons Learnt throughout Project Cycle



Learning throughout the project cycle need to be documented and submitted to the Head of Institution and disseminated to other stakeholders. Projects, programs and policies are expected to engage with the following learning processes:

- Hold reflective sessions internally to capture lessons learned in the various stages of the project cycle.
- Participate Projects, programs and policies lesson learning events.
- Package lessons and provide content for sharing across other projects, programs and policies and with external stakeholders,
- Learn lessons through peer review with other Projects, programs and policies.

All projects, programs and policies should ensure the following;

[6] Adapted from Collaborative Learning Approach, USAID

i. Establish a platform for sharing key documents like share point, knowledge portal, group emails.
ii. Lesson learning sessions or reflective sessions are incorporated into project, programs and policies work-plans and a budget allocated if necessary.
iii. Hold learning clinics each month to reflect on monitoring and evaluation topics.
iv. Lessons are documented and captured appropriately.
v. Build and use a knowledge management system.
vi. New activities or actions emerging from lessons learned to inform planning and decision making are incorporated into the subsequent work-plans.

Institutions can develop their learning skills through following ways.

i. **Mentoring:** The public institutions has a number of mentors (local or international), who are working with support of donors, each with their own set of skills, and all with extensive experience of working with international NGOs. The mentoring process can focus on specific issues or identified needs within an institution and help staff reflect and question existing practice. Having a mentor means access to someone external who can bring fresh eyes and help your institution by asking useful questions, recording decisions and making constructive suggestions.
ii. **Training:** Each institution in its capacity building plan can train staff on number of short term and long-term courses like producing good log frames, project management, Impact Evaluation, Data Analysis, effective budgeting etc.
iii. **Monitoring and Evaluation Learning working group**: MEL working group members with a particular interest in MEL can join RMEO. The group offers space where members can share approaches to MEL, discuss challenges, learn about innovative tools, invite external guests to present, as well as organising ad-hoc training. Support for recruiting MEL consultants for specific assignments.
iv. **Engage with stakeholders, especially local knowledge sources:** Collaboration is critical in establishing and implementing learning agendas. Bringing stakeholders into the design process will improve the quality of the learning questions and increase buy-in and stakeholders' willingness to contribute to implementation of learning activities.
v. **Include learning activities that go beyond traditional M&E**: Learning for continuous improvement often requires multiple knowledge products. These should often include monitoring and evaluation activities, but they can also include activities like in-person group seminars and workshops, formal presentations among working groups and communities of practice, and the collation and dissemination of case-studies and stories related to tacit knowledge and experiences.

Glossary

The following glossary is largely based on definitions taken from Organization for Economic Cooperation and Development (OECD) (Glossary of Key Terms in Evaluation and Results Based Management, 2010)[7], the United Nations (UNAIDS)[8] and the World Bank's Africa Region Evaluation Groups[9].

Adaptive management (AM): *also known as adaptive resource management (ARM) or adaptive environmental assessment and management (AEAM), is a structured, iterative process of robust decision making in the face of uncertainty, with an aim to reducing uncertainty over time via system monitoring.*

Baseline: *Information collected before or at the start of a program that provides a basis for planning and/or assessing subsequent program progress, outcomes and or impact.*

Continuous Feedback: *The feedback from different stages of monitoring and evaluation are to be addressed in due course for improvement.*

Ex-Post monitoring: *It is the process to undertake the review of impacts and sustainability of a program/project. It is usually carried out after the end of the project to specifically address the issue of sustainability.*

Indicator: *is a quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention or to help assess the performance.*

Investment: *The input of funds, materials, human resources, services, technologies, and other resources which are used to carry out program and project activities so as to achieve their objectives.*

Logical Framework (Log Frame): *Log Frame is a planning and management tool that summarizes goals, objectives, outputs, and activities of a program or project along with their causal linkages. Also included are indicators of performance and means for their verification in a single matrix.*

Monitoring and Evaluation system: *is a set of organisational structures, management processes, standards, strategies, plans, indicators, information systems, reporting lines and accountability relationships which enables National, departments and other institutions to discharge their M&E functions effectively.*

Knowledge management*: Any system that helps people in an organization share, access, and update business knowledge and information*

Program: *A program is the collection of projects, operational systems and services which are geared towards achieving objectives of a plan and may cut across sectors, sub-sectors, or thematic areas.*

Policy: *Sets out a government plan or course of action intended to influence and determine decisions, actions, and other matters relative to a particular purpose. A policy, like legislation, contains a set of rules expressed as an obligation, an authorisation, permission or a prohibition.*

[7] Glossary of Key terms used in Evaluation and Results Based Management, OECD https://www.oecd.org/dac/evaluation/2754804.pdf.

[8] https://www.unaids.org/sites/default/files/sub_landing/files/11_ME_Glossary_FinalWorkingDraft.pdf

[9] https://www.worldbank.org/en/region/afr

Project: *It is a temporary endeavour undertaken to create a unique product, service or result. A project is temporary in that it has a defined beginning and end in time, and therefore defined scope and resources.*

Program logic: *A method to assist program design. It depicts the logic or pathways through which the programs processes (inputs, activities and outputs) are intended to achieve the desired outcomes.*

Project Cycle, Project Cycle Management*: The system whereby a project advances from one stage to another through certain steps. Project Cycle Management combines the various planning, implementation, monitoring and evaluation stages into a learning process*

Qualitative methods: *approaches that gather non-numerical data through focus groups, in-depth (video, audio, and narrative) interviews, pictorial, or open-ended questionnaires administered to program staff, participants or other stakeholders or collected from other aspects of interest.*

Quantitative methods: *numerical measurements of concepts, variables or indicators ending into statistical analysis of data collected through polls, questionnaires, and surveys, or pre-existing numerical data using statistical techniques.*

Results*: are the outputs, outcomes, or impacts either intended or unintended, positive or negative of a development intervention. The government only encourages the results that support sustainable improvement in the country's outcomes – bringing real positive changes in the people's lives.*

Results-based Management*: A management strategy that focuses on the processes, products and services contributing to the achievement of development results.*

Theory of Change*: Theory of change is an on-going process of reflection to explore change and how it happens – and what that means in a particular context, sector, and/or group of people. It applies to critical thinking of the design, implementation and evaluation of initiatives and programs intended to support change in their contexts.*

Stakeholders: *all groups and organisations that have an interest in the project or participate in it. Beneficiaries are part of the stakeholders. In addition, other stakeholders may include various co-operation partners, administrative bodies as well as parties with whom a conflict may arise.*

Statistical power *refers to the probability of detecting an impact when a program has an impact. To conduct power calculations and calculate the required sample size for an evaluation, evaluators usually use assumptions regarding the expected effect size, the statistical significance level and the intra cluster correlation.*

Value for money*: Value for money is achieved when the maximum benefit is obtained from the program provided within the resources available to the department/agency. Achieving value for money does not always means that the 'highest quality' program is selected. A lower cost option still appropriate to quality requirements may be appropriate where a department/agency has limited funds available.*

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Additional resources on evaluations

The following resources provide more information on impact evaluations.

Millennium Challenge Corporation (MCC) –

- Evaluations Resource Page: http://www.mcc.gov/pages/results/evaluations

World Bank:

- World Bank Evaluation resources: http://go.worldbank.org/X5X013RJZ0
- Impact Evaluation in Practice: http://elibrary.worldbank.org/content/book/9780821385418
- Handbook for Impact Evaluation: http://go.worldbank.org/9H20R7VMP0
- The Strategic Trust Fund for Impact Evaluation: http://go.worldbank.org/Q2XYY39FW0
- The Development Impact Evaluation Initiative: http://go.worldbank.org/1F1W42VYV0

Abdul Latif Jameel Poverty Action Lab (JPAL)

- Methodology Resources: http://povertyactionlab.org/methodology
- Evaluating Social Programs Course: http://www.povertyactionlab.org/course/ (An online version is available for free on I-tunes: https://itunes.apple.com/us/course/abdul-latif-jameel-poverty/id495065985)

Interaction

- Impact Evaluation Guidance Note and Seminar Series: http://www.interaction.org/impact-evaluation-notes

International Initiative for Impact Evaluation:

- http://www.3ieimpact.org/en/
- Theory-Based Impact Evaluation: Principles and Practice: http://www.3ieimpact.org/media/filer/2012/05/07/Working_Paper_3.pdf

USAID:

- Evaluation for Evaluation Specialists (EES) Course – http://university.usaid.gov/
- Value chain wiki: http://microlinks.kdid.org/good-practice-center/value-chain-wiki/impact-assessment
- E3 Trade Facilitation Monitoring, Evaluation and Learning Toolkit: http://usaidsite.carana.com/content/evaluation-pathway-4-rigorous-impact-evaluations
- Feed the Future M&E Guidance Series Volume 4 – Impact Evaluation http://www.feedthefuture.gov/sites/default/files/resource/files/Volume4_FTFImpact.pdf
- Additional Information: - Sample Size and Power Calculations: - http://www.statsoft.com/textbook/stpowan.html - http://www.mdrc.org/publication/core-analytics-randomized-experiments-social-research

Note: *The templates developed are general and needs to be customized according to institutional needs and preferences.*

Appendix: Templates for monitoring and evaluation

Annex 1: Monitoring and Evaluation plan template

Results	Indicator Description	Purpose	Outputs	Outcomes	Baseline	Target	Data Collection/Source	Tools	Frequency	Responsible Persons
Outcome1										
Output 1.1										
Activity 1.1.1										
Activity1.1.2										
Output 1.2										
Activity 1.2.1										

Note: An M&E Plan is a table that builds upon a project/program's log frame to detail key M&E requirements for each indicator and assumption. It allows program staff to track progress towards specific targets for better transparency and accountability. The M&E Plan can be adapted for all projects, programs and policies. The M&E Plan should be completed during the planning stage of a project/program and by those who will be using it. This allows the project/program team to crosscheck the log frame and indicators before project/program implementation (ensuring they are realistic to field realities and team capacities). Team involvement is essential because the M&E Plan requires their detailed knowledge of the project/program context, and their involvement reinforces their understanding of what data they are to collect and how they will collect them.

Annex 2: Quarterly/Annual progress reporting template

Project Details:			
Implementer Name:	Funder Name:	Type of funding:	Cost:
Budget FY2019/20:	Class: (*Major/Medium/Small)*	Duration of the project: • Start date:	Initial Closing date: Current closing date
Project Performance (In Actual Amount and %)			
Annual budget spending:	Cumulative spending:	Lifetime execution:	Physical progress
1. Project Background:			
2. Objectives of the project:			
3. Annual/quarterly targets vs achievement (with photos if available)			
4. Overall achievement (if the project had activities in previous FYs)			
5. Challenges/risks and status on site.			
6. Recommendations			

Note: In construction/infrastructure projects the physical progress has to be accompanied by supervising firm report (to be uploaded in IFMIS project module).

Annex 3: Template for evaluation scheduling

Evaluation Schedule						
Institution Name					**Financial Year:**	
Department Name		Name of the Person(In charge)		Position	Email id:	

Department e.g. Agency Name, directorate etc.	Program name	Annual program budget ($000)	Program termination date or ongoing	Program Scale	Planned/actual completion date of evaluation	Evaluation undertaken by

Program Scale	**Evaluation undertaken by**
4. Mandatory Evaluation	4. Internal Evaluation
3. Evaluation Expected	3. External Evaluation
2. Agency Discretion	2. Hybrid (Jointly)
1. Review	1 Others

Annex 4: Template for planning an evaluation

Program:	Brief description of program:
Name of the Institution:	Department/ Program manager Name :
Start date	Evaluator(s)
Finish date	Date of previous evaluation/review
Purpose of the evaluation/review	
Key questions to be answered in evaluation/review	
Methods	
[e.g. survey, performance indicators, baseline data]	
Timeframe and resources for evaluation/review	
Start date	Finish date
Budget, human or material resources (internal or external)	Estimated cost
Consultation	
Stakeholders [internal and external]	Governance [e.g. steering committee]
Privacy and ethics	
[ethical considerations]	
Risk management strategy	
Potential risk factors to the success of the evaluation	Strategies for mitigating the risks
Report	
Format	Completion date
Primary and secondary audiences for the findings	Decision on public release

Annex 5: Template for budget calculation for evaluation.

Activity	Unit	Persons	Price per unit	Total
Inception phase	… days	… persons	RWF/USD	Days x persons x currency
phase 2	..	..	..	..
…				
Meetings	… days	… persons	RWF/USD	Days x persons x currency
Travel & accommodation	… nights … trips	… persons	RWF/USD	Nights x persons x currency Trips x persons x currency
Translation	… pages	… reports	RWF/USD	Pages x reports x currency
Reporting/other	… reports … RWF/USD		RWF/USD	
Total				…

Annex 6: Template for Terms of reference

Terms of Reference for the Evaluation of [???]

Draft: dd/ mm/yyyy ***Prepared by: Name, Role***

Background Information

Provide details of the history of the activity, organisational, socio-economic and political context, main stakeholders involved and other related activities. State the intended goal and outcomes of the activity (as in the Results Framework).
[???]

Purpose of the Evaluation

Include a short statement of how the evaluation will be used and by whom, why it is being undertaken at this time and to which stakeholders the results of the evaluation will be reported.

Scope of the Evaluation

This includes time period, target group, issues outside the scope of the evaluation and if the If the evaluation is to cover only some aspects or components of the activity, this should be noted here.

Evaluation criteria and objectives

State which of the DAC criteria **(Relevance, Effectiveness, Efficiency, Impact, Sustainability**) will be assessed in this evaluation, and any additional criteria that will be used. It is unlikely that an evaluation would assess all of the DAC criteria.

Objectives and evaluation questions

Translate each criterion into an evaluation objective. Add any other objectives.
For each objective, develop a limited number (no more than three) open-ended evaluation questions

Methodology for the Evaluation

It is the responsibility of the evaluator(s) to develop the methodology in an evaluation plan created by the evaluation team. Rather than identifying a sequence of tasks in the TOR, clarify the principles underpinning the evaluation and the broad approach, and request an evaluation plan.

Principles/Approach

Explain the principles and approach for conducting evaluation

Evaluation Plan

The evaluation team will develop an evaluation plan before doing the evaluation. The evaluation plan must be approved prior to the start of any field work. The evaluation plan is to be appended to the main written

report. The evaluation plan will also describe nay cross-cutting issues that will be considered during evaluation.

Team Composition

Consider what the separate roles of each team members might be, and the knowledge/skill/experience needed to fulfil these roles. Ensure that the list of attributes covers these needs.

Governance and management

Describe the evaluation is commissioned by the organisation and the evaluator(s) will be accountable to the organisation. The activity manager will be responsible for day-to-day management and administration of the evaluation. Responsibilities include contracting, briefing the evaluation team, managing feedback from reviews of the draft report and liaising with the evaluation team to ensure the evaluation is being done as agreed.

Outputs and milestones

An outputs-based contract with either fixed fees or expenses per output or fixed fees with actual and reasonable expenses may be used. Evaluation outputs and milestones may include the evaluation plan, presentations, field work, feedback workshops, meetings, written reports and/or debriefing. Ensure that each output or milestone is specific, concise and quantifiable. There may not be payments on every output or milestone.

No.	Output/milestone	Description	Inputs	Due date	Indicative payment proportion of fees or fixed price contract
1	Evaluation plan	Literature review, briefing and finalised evaluation plan	8 days		10%
2	Field work complete	Field work complete and results provided to stakeholders during a stakeholder workshop	10 days in-country field work; 1 day for stakeholder workshop		0%
3	Draft report (approved by CBM)	Preparation of the draft report and submission to Director, PME	8 days		45%
4	Final report (approved CBM)	Acceptance/approval by Head of Institution or PS after any revisions of the draft are completed, and debriefing	3 days		45%

Reporting requirements

The report must contain an abstract suitable for publishing on the Institutional website. Instructions for the abstract can be found in the Evaluation Report Template. The evaluation report must meet quality standards. The draft evaluation report will be reviewed by PME department, stakeholders and/or experts.

Relevant Reports and Documents

Relevant documents will be provided to the evaluation team prior to the evaluation.

Approval

Approved by:	
	[dd mmm yyyy]
(signature) [name] Head of Ministry Department Name/Agency Name	(date)

Annex 7: Template for inception report

The Inception Report for Evaluation sets out the conceptual framework to be used in an evaluation and details the evaluation methodology, including the evaluation criteria and questions, indicators, method of data collection and analysis, gender mainstreaming approach and risk and limitations. It allows the evaluation team to clarify their understanding of what is being evaluated and why and to present their preliminary findings based on initial review of documents and consultation with the evaluation reference group and other stakeholders.

Content	Pages (estimate)	Comments
Title page	1	• Title, date of publication • Names of the evaluators
Introduction	1-2	• Background and context • Purpose and scope of the evaluation
Methodology	3-6	• Evaluation criteria and questions • Indicators • Methods of data collection and data analysis • Gender and human rights mainstreaming approach • Evaluation on environmental aspects • Risk and limitations
Preliminary findings	1-2	• Elaborate on the results of the desk study and other • Preparatory work carried out to this point
Work plan	1	• Develop a timeline which shows the evaluation • phases
Outputs to be delivered	1	• Outputs to be delivered
Annexes	6-10	• Evaluation logical framework based on a Program/Project/Policy template • Evaluation terms of reference • List of documents reviewed. • Proposed template for questionnaires (if applicable)

Annex 8: Template for evaluation report

The evaluation report should follow the structure as outlined in the table below [amend subheadings and number of pages as required]

Content	Pages (estimate)	Comments
Title page	1	• Title, date of publication • Names of the Evaluators • Name of Institution/Agency/division that commissioned the Evaluation
Acknowledgments	1	• Prepared by the Evaluation team
Table of contents	1	• List of chapters, sections and annexes
List of acronyms	1-2	• In alphabetical order; these are written out in full the first time they are used in the report.
Management response	1-3	• General response • Response to individual recommendations
Executive summary	1-3	• Background of the evaluation (one paragraph) • Purpose and scope (one paragraph) • Methodology (one paragraph) • Main conclusions (one-sentence conclusions with brief • explanation if needed) • Recommendations (one-sentence recommendations) • Other comments or concluding sentence
Object of evaluation description and context	1	• Describe object of evaluation – location, target group, budget, timing, relevant norms standards and conventions • Goals, objectives of intervention • Results of intervention to date
Methodology	1-3	• Description of methodology: activities, timeframe, changes compared to TOR, and reasons for selecting sample reports, sites, case studies, and interviewees • Limitations: limitations of the methodology and scope and problems encountered
Findings	Varying length	• Overview: supporting information for the performance assessment • Performance assessment: assessment against relevant evaluation criteria (effectiveness, relevance, efficiency, sustainability, gender and human rights mainstreaming)

		• Other assessment: assessment against relevant additional criteria
Conclusion	1-4	• Main conclusions, both positive and negative, of the evaluation that follow logically from the findings • Ratings table with ratings for standard evaluation and additional criteria and a brief justification (optional)
Recommendations	1-4	• Recommendations based on the conclusions. Can be addressed to the management, staff, donors and other relevant stakeholders
Lessons learnt	1-3	• Lessons learnt based on the findings and conclusions.
Annexes		i. Management response if required ii. Terms of reference iii. List of documents reviewed iv. List of interviewees v. Data tables and analysis vi. Other annexes as required

Annex 9: Template for quality criteria for evaluation report

The draft and final evaluation reports will be assessed against these quality criteria.

Evaluation title:	
Institution Name/ Agency/Division Name	
Report content	**The report is structured logically and is well written.**
✔	• The report follows the table of contents outlined in the TOR and includes the relevant annexes • The executive summary is 1-2 pages and highlights the key findings, • conclusions and recommendations • The report uses consistent grammar and spelling in line with international standards, written in good English and is easy to read. • Main messages are clearly distinguished from the text
Purpose, objectives, scope	**The report meets the purpose, objectives and scope of the evaluation as stated in the TOR.**
✔	• The report gives a clear description of the object of evaluation. The expected results chain is clearly outlined. Key stakeholders are listed. • The report clearly explains the evaluation's purpose, objectives and scope, including main evaluation questions, and limitations. • The report describes and explains the chosen evaluation criteria • Evaluation objectives and scope address gender and human rights.
Evaluation method	**The evaluation methodology and its application are explained clearly.**
✔	• The evaluation methodology is clearly explained and has been applied throughout the evaluation process • The report describes data collection methods and analysis • The report describes the stakeholder consultation process • Methods are appropriate for effective gender and human rights analysis • Amendments to the methodology identified in the inception report are clearly explained • The limitations of the evaluation methodology and their implications for the validity of the findings and conclusions have been clearly explained.
Findings	**The findings and conclusions are credible**
✔	• Findings respond to the evaluation criteria and questions detailed in the scope and objectives section of the report • Findings are based on evidence gathered in data collection using methodology identified in the report • Findings are based on rigorous analysis, are evidence based and objective. • Findings are adequately substantiated, balanced and reliable • The relative contributions of stakeholders to the results are explained

Conclusions	Conclusions are relevant, evidence based and insightful
✔	• The conclusions derive from the findings and are evidence based • Conclusions relate to the purpose and key questions of the evaluation • Conclusions are logically connected to evaluation findings
Recommendations	**The recommendations are useful**
✔	• The recommendations are clear and follow logically from the evidence, findings and conclusions • Recommendations are realistic, concrete and actionable within a reasonable timeframe • Recommendations for Institution should be clearly within GoR mandate
Gender and human rights considerations	**Gender and human rights principles are mainstreamed**
✔	• The report discusses the extent to which the intervention integrates gender equality and human rights perspectives in intervention design, implementation and outcomes. • The evaluator collects and analyses data disaggregated by sex and other social groups. • Findings, conclusions, recommendations and lessons learnt provide information on gender equality and human rights • The report uses gender sensitive and human rights-based language.

Annex 10: Template for management response and follow up

The Management response and follow-up action template is included as an Annex to the evaluation report. The detailed follow-up action plan with responsible units and expected completion dates should be submitted to Director Planning Monitoring and Evaluation.

Title of Evaluation:	
Permanent Secretary/Head of Institution	
Director Planning Monitoring and Evaluation.	
Name of Evaluators or Evaluation Team	
General Remarks by Management	

Report Recommendation	**Management Response**	**Follow-up Action**	**Division or Department Responsible**	**Expected completion date**	**Indicator of completion of follow-up action[10]**

[10] This information provides evidence of completion of action. Examples include issuance of an official memo, completion of a study or report, launching of a website, etc.

Annex 11: Template for project completion report

A. Basic Data

Date of report:	

1. Responsible staff in Institution

Positions	At approval	At completion
Chief Budget Manager/ Head of Institution		
Other Supporting Staff:		

2. Project data

Project Name:			
Project code if any:			
Project type:		**Sector:**	
Institution/ Agency name:			
Financing source/ instrument1:			
Date approved:		Date signed:	
Original Start Date		Original Completion Date	
Project Started (In case of delay)		Actual Completion Date	
Approval Date (In case of delay)			
Date of actual First disbursement:			
Date of Final disbursement:			

3. Project Financial Data

Financing source/instrument (add/delete rows depending on the number of financing sources):	Original Amount (in RWF)	Disbursed Amount. (in RWF)	Percentage disbursed (%):	Undisbursed amount. (in RWF)	Percentage undisbursed
Financing source (Loan/grant/ Domestic funded)					
Government of Rwanda Budget					
DP Budget					
Others *Add rows as needed*					
TOTAL					

The project is **over/under** budget for the following reasons:

- Reason 1.
- Reason 2.

B. Effectiveness

1. Project performance assessment

Comments
Provide a brief description of the Project (components) and the context in which it was designed and implemented. State the project development objective (usually the project purpose as set out in the Log Frame) and assess progress. Unanticipated outcomes should also be accounted for, as well as specific reference of gender equality in the project. The consistency of the assumptions that link the different levels of the results chain in the log frame should also be considered. Indicative max length: 400 words.

2. Outcome reporting

Outcome indicators (as per RBLF; add more rows as needed)	**Baseline value** (Year)	**Most recent value** (A)	**End target** (B) (expected value at project completion)	**Progress towards target** (% realized) (A/B)	**Narrative assessment** (indicative max length: 50 words per outcome)
Outcome 1:					
Outcome 2:					
Overall Conclusion	**Narrative assessment**				

3. Output reporting

Output indicators (as specified in the RLF; add more rows as needed)	**Most recent value (A)**	**End target (B)** (expected value at project completion)	**Progress towards target** (% realized) (A/B)	**Narrative assessment** (indicative max length: 50 words per output)
Output 1:				
Output 2:				
Overall Conclusion	**Narrative assessment**			

4. Unanticipated or additional outcomes (add rows as needed)

Description	Type (e.g. gender, climate change, social, other)	Positive or negative	Impact on project (High, Medium, Low)

II. Summary of key lessons learned and recommendations

Key issues (max 5, add rows as needed)	Key lessons learned	Target audience
1.	1.	
2		
3		
4		
5		
6		

2. Key recommendations (with particular emphasis on ensuring sustainability of project benefits)

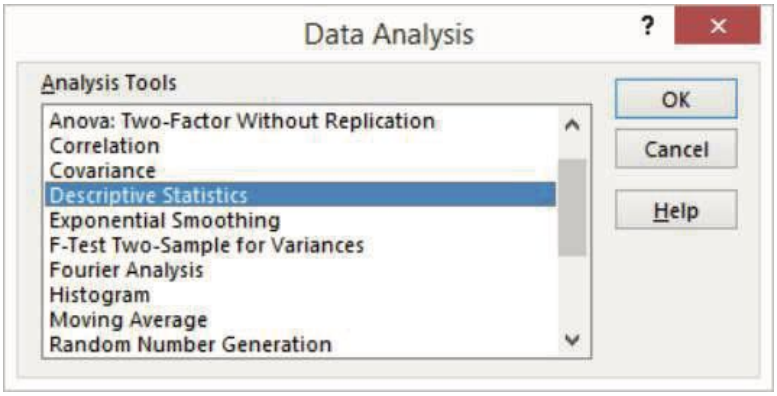
Key issue (max 10, add rows as needed)	Key recommendation	Responsible	Deadline
1.			
2			
3			
4			
5			

III. Handover of the projects and sustainability

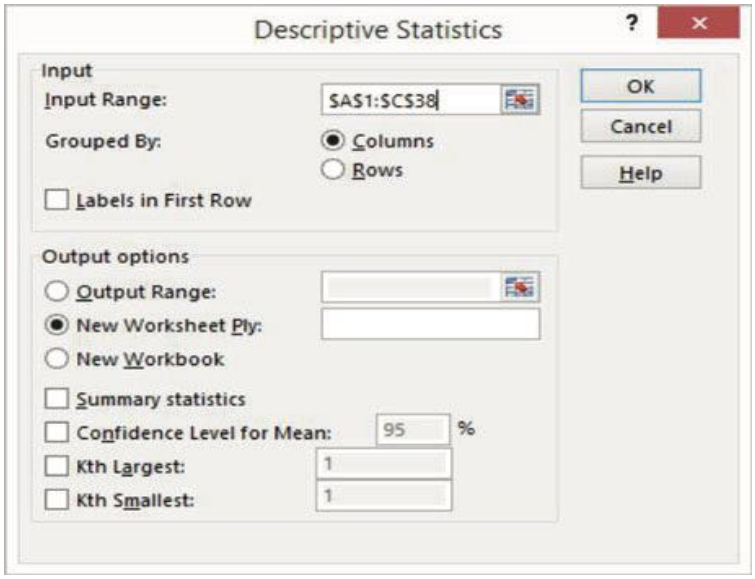
The report writer should shed lights on how project interventions will be managed sustainably after the end of the projects (attach handover report) and how its assets will be disposed.

Annex 12: Using excel for Descriptive statistics

1. Click the Data tab's **Data Analysis command** button to tell Excel to calculate descriptive statistics. Excel displays the Data Analysis dialog box.



2. In Data Analysis dialog box, highlight the Descriptive Statistics entry in the Analysis Tools list and then click OK. Excel displays the Descriptive Statistics dialog box. Put the sample values as the input range.



3. In the **Input section** of the Descriptive Statistics dialog box, identify the data that you want to describe. Click the Input Range text box and then enter the worksheet range reference for the data.
4. In the **Output Options** area of the Descriptive Statistics dialog box, describe where and how Excel should produce the statistics.
5. To indicate where the descriptive statistics that Excel calculates should be placed: Choose from the three radio buttons here — **Output Range, New Worksheet, and New Workbook**. Typically, this is done in new worksheet. To do this, simply select the New Worksheet radio button.

6. To identify what statistical measures you want calculated: Use the Output Options check boxes. Select the Summary Statistics check box to tell Excel to calculate statistical measures such as mean, mode, and standard deviation. Select the Confidence Level for Mean check box to specify that you want a confidence level calculated for the sample mean.

Annex 13: Template for Project Field Visit Report

NAME OF THE PROJECT: ……

NAME OF INSTITUTION: ……

NAME OF PERSON WHO PERFORMED VISIT: ……

DATE OF VISIT:

1.Please comment on progress towards the project's agreed targets and objectives. Please focus on the core objectives identified in the project proposal highlighting evidence (e.g. numbers, observations):
2) Were any issues, risks or problems identified? If so, please explain what these were.
3) What plans have been put in place to deal with these issues? Does the project need any assistance?

4) Please comment on the project's expenditure.
5) Please outline any key actions from the meeting to be followed up by project/program management team
6) Do you have any observations on the organisational structure and resources of the project?
7) Generally, did the visit go well (was it well organised, did you access all necessary information/materials, etc.)?
8) Is there anything else you would like to comment on or report? Do you have any comments on personal areas of interest from the project or things that you have learnt?

4) Please comment on the project's expenditure.
5) Please outline any key actions from the meeting to be followed up by project/program management team
6) Do you have any observations on the organisational structure and resources of the project?
7) Generally, did the visit go well (was it well organised, did you access all necessary information/materials, etc.)?
8) Is there anything else you would like to comment on or report? Do you have any comments on personal areas of interest from the project or things that you have learnt?

MINISTRY OF FINANCE AND ECONOMIC PLANNING

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