



Seychelles

Performance Monitoring and Evaluation Policy

Version 1

14 February 2018

Department of Public Administration
Government of Seychelles

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LIST OF ABBREVIATIONS

CS	Civil Society
DPA	Department of Public Administration
GoS	Government of Seychelles
ICT	Information and Communications Technology
MDA	Ministries, Departments and Agencies
M&E	Monitoring and Evaluation
MoEHRD	Ministry of Education and Human Resource Development
MoFTEP	Ministry of Finance, Trade and Economic Planning
MTEF	Medium Term Expenditure Framework
NBS	National Bureau of Statistics
NSS	National Statistical System
OP	Office of the President
PM&E	Performance Monitoring and Evaluation
PMS	Performance Management System
PPBB	Program Performance Based Budgeting
PSM	Public Sector Management
RBM	Results-Based Management
SNDS	Seychelles National Development Strategy
SP	Strategic Planning
TGMI	The Guy Morel Institute

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1. POLICY INTRODUCTION AND RATIONALE

Since the 2008 financial crisis, the Government has embarked on a series of reforms with the aim of improving public sector performance. While initially the aim was to reduce the size of the public sector, subsequently it was also to improve service delivery. In 2013, the Government adopted Results-Based Management (RBM) as the organizing principle behind its public sector reform strategy. RBM comprises four pillars: (i) Strategic Planning (SP), (ii) Program Performance Based Budgeting (PPBB), (iii) Performance Management System (PMS), and, (iv) Performance Monitoring and Evaluation (PM&E). ICT will be cross-cutting foundation as an RBM enabler to accelerate RBM implementation.

The Government of Seychelles is committed to strengthening PM&E as part of an integrated effort to enhance public sector performance. As the fourth RBM pillar, PM&E is a core element of the policy cycle from planning, budgeting, public service management and monitoring and evaluation. Performance PM&E is a policy-based, cross-cutting public sector management function that through a combination of tools, capacities and incentives allows government and each of its institutions to track policies, programmes and projects to achieve results aligned to national priorities. By promoting the use of performance information for evidence-based policy-making and implementation, and focusing on public sector performance, it helps strengthen public sector effectiveness, efficiency, transparency and accountability. By doing so, it contributes to the achievement of national priorities, such as inclusive growth, economic diversification, and service-delivery. Closely building on the progress made by PPBB, the on-going strategic planning support, and complemented by the PMS, PM&E has the following benefits:

- (i) It increases public sector efficiency, thus creating greater fiscal savings through greater value for money, such as reduced human and financial resources and quicker delivery of programs and projects; including faster project completion;
- (ii) It enhances public sector effectiveness, including the use of innovative ways and alternative ways of service-delivery, structures, tools and processes, thus enhancing both access to and the quality of service-delivery contributing to greater equity;
- (iii) It strengthens transparency, thus making information more accessible and making government more open; and
- (iv) It strengthens accountability, thus ensuring that government delivers on its mandate to implement service-delivery as planned, by the responsible staff, within the existing budget and timeframes.

This Performance M&E Policy confirms the Government commitment to the design and implementation of PM&E across the public sector. Following this Policy, all ministries, departments, and agencies shall adopt and institutionalize comprehensive PM&E in line with the principles outlined in this Policy.

Building on the RBM objectives, the general objective of the PM&E Policy is to lay the foundation for the design and implementation of PM&E across the public sector, thus ensuring the efficiency, effectiveness, accountability and transparency of the public sector

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to strengthen public sector performance for the achievement of the development outcomes laid out in the Seychelles National Development Strategy.

The specific objectives are to:

- i) Support the design and implementation for an effective PM&E system across Government that is fully integrated into other public sector management functions across the core public sector cycle from planning, budgeting and public service management;
- ii) Ensure timely and accurate monitoring; building on the progress made by PPBB and introduce a formal evaluation function, including the design, review and use of relevant tools for both functions;
- iii) Clarify the institutional architecture for PM&E across stakeholders; and ensure more effective implementation arrangements;
- iv) Increase the use of PM&E information for policymaking and -implementation; and make PM&E more user-friendly;
- v) Promote a culture of performance, to move from compliance to a continuous learning and results-based management; including the necessary capacity and change management; and
- vi) As a result of the above, strengthen accountability and transparency in the public sector, the effectiveness and efficiency of public service-delivery and the realisation of fiscal savings, thus contributing to enhanced public sector performance for the achievement of national development outcomes.

2. INSTITUTIONAL ROLES AND RESPONSIBILITIES

Clearly defined PM&E roles, responsibilities, and committees are required for the successful roll out of PM&E. A comprehensive set of definitions shall accompany the PM&E Guidelines that are forthcoming. The following list provides an overview.

- **Office of the President:** Champions and promotes PM&E across government and beyond; uses PM&E information to monitor progress on key reform initiatives and uses it for the State of the Nation Address and other updates, holds government to account for implementation of the government programs as planned; and showcases progress made by his government to the National Assembly, citizens and beyond.
- **Cabinet:** Approves PM&E Policy, uses PM&E findings for policy-making, monitors government policies, program and project implementation, e.g. through annual and quarterly progress reports; adopts national evaluation plan and major evaluations; presents key PM&E on executive action to National Assembly;
- **Department of Public Administration:** Coordinates the design and coordination of the implementation of the PM&E system; leads policy proposals to be submitted to Cabinet, develops PM&E guidelines, oversees tool development, develops the national evaluation plan and promotes capacity-strengthening and change management efforts, works closely with MFTEP to ensure close coordination of PM&E with other RBM pillars (e.g. PPBB, SP and PMS); and establishes the

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standard institutional structure (Policy, Planning, Research, M&E and Information Systems) in all Ministries and Departments to develop and promote the use of PM&E;

- **Ministry of Finance, Trade and Economic Planning:** Coordinates closely with DPA to ensure close integration of PM&E with PPBB and SP, sets targets in national and strategic plans that PM&E shall monitor and evaluate, shall use PM&E findings for use in PPBB; thus allocating budget in line with PM&E findings;
- **MDAs:** Monitors the implementation of sector strategic plans, policies, programs and projects and the achievement of sector targets; submits evaluations to the national evaluation plan; and uses PM&E findings to inform the PPBB and sectoral, ministerial policy-making and agency policy implementation;
- **RBM Steering Committee:** Harmonizes the integration of RBM pillars, creates a community of practice, adopts the PM&E manual, reviews the design of PM&E tools, promotes the use of PM&E tools for decision-making in Cabinet and across sectors, shares information on PM&E design and implementation, and promotes problem-solving;
- **Sectoral RBM Committee:** At the sector level, the Internal RBM committee, shall include PM&E and the other RBM pillars to harmonize RBM across the sector; align tools and practices with the national ones, adopt sector-specific tools, and promote the use of PM&E tools and findings.
- **National Bureau of Statistics:** Collects and analyses data for PM&E, provides support and quality assurance to MDAs, and provides capacity-strengthening on the collection, analysis and use of performance information.
- **Department of ICT:** Develops, maintains and supports government-wide data systems, including electronic data platforms and dashboards, such as the RBM dashboard, and provides support to MDAs to develop sector PM&E systems harmonized with the national system.
- **National Assembly:** Oversight of the executive management, and user of PM&E information; such as quarterly and annual reports, to hold the executive to account.
- **Office of the Auditor General:** Uses performance M&E findings as part of its auditing function and conducts quality audits of performance information;
- **Private Sector:** Uses PM&E for development of business strategy, and investment decisions; and provides feedback on government services.
- **Citizens and civil society:** Engage in participatory monitoring to provide feedback on service-delivery, request information and hold government to account.
- **Tertiary Education (e.g., Professional Centres, University of Seychelles, TGMI):** Develops national capacity to strengthen institutional PM&E capabilities and address PM&E talent management and retention and promote a performance culture across government.

3. PM&E FUNCTIONS, TOOLS AND USE

Monitoring is a continuous management tool to measure progress in the implementation of on-going policies, programmes and projects. Monitoring shall include financial and non-financial monitoring tools, such as those used by the MFTEP and the Auditor General's

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Office as well as the sectors. Monitoring shall help implementers and decision-makers track progress towards agreed objectives and to identify corrective action when implementation is off track.

Monitoring shall include the systematic and routine collection of data on set performance indicators from project to the Seychelles National Development Strategy level. Existing monitoring tools shall be enhanced, building on and strengthening the performance information from the PPBB. To facilitate the flow of performance information into strategic planning, PPBB, and PMS, among others, monitoring tools, reporting templates and performance dashboards shall be developed, reviewed, harmonized and simplified as needed for different monitoring purposes, types and audiences of performance information. Sector monitoring shall focus on the available sector tools and over time be complemented by other tools to capture all relevant performance information across the policy cycle. Each ministry and agency shall be responsible for ensuring the necessary organizational arrangements for regular reporting against and monitoring of its respective ministerial indicators and targets, preparing progress reports and updating monitoring and data systems.

In order for PM&E to be used as an effective management tool, regular progress reporting shall be a standard feature of the monitoring function (and also inform the evaluation function) and shall include the following:

Monthly reports: Sectors shall prepare brief progress snapshots, based on integrated monitoring templates, combining strategic planning, PPBB and PM&E performance information at a monthly basis, with the objective to identify actionable recommendations to strengthen public sector performance.

Quarterly reports: Sectors shall prepare brief quarterly progress reports on the progress towards SNDS targets and key sector and ministerial results; with the aim of ensuring relevant sector priorities are being achieved and taking corrective action as needed. At project implementation level, project managers shall monitor implementation on a continuous basis to ensure projects deliver their intended results effectively and efficiently.

Annual progress reports: Annual progress reports on the implementation of the Seychelles National Development Strategy shall be prepared on policy, program and project implementation, which shall inform Cabinet and budgetary decision-making. The annual progress reports provide an opportunity for using performance information, particularly high level indicators, to report and monitor outputs and outcomes in priority areas and to ensure that the necessary decisions are taken to ensure implementation in line with these priorities. DPA, in collaboration with MFTEP and others will develop a format for annual reporting of progress towards priority SNDS objectives, and promote the use of this information for decision-making, and ensure dissemination to the broader public.

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Building on the progress reports from ministries, four key outputs shall be produced throughout the year: Three brief summary Quarterly Reports and one more comprehensive Annual Progress Report, to be presented to Cabinet on policy, program and project implementation, focusing on core government programs, as defined by the PPBB. The annual report shall also include a project chapter that shall summarize project implementation across line ministries, informed by project monitoring reports. This shall be part of the annual reporting by ministries and agencies to the public on the achievement of their objectives. This will be complemented by the monthly progress snapshots at the sector level.

Evaluation Function

The second main PM&E function is evaluation. Evaluations shall be undertaken periodically for a systematic and objective assessment of a planned, ongoing or completed policy, programme, or project. The aim of evaluations is to determine the relevance and fulfilment of objectives, and the efficiency, effectiveness, impact, and sustainability of results. While monitoring shall provide information on whether progress is on or off track, evaluations can produce reliable information whether the policy, programme or project is working, the importance of the results and any unintended consequences. The use of evaluation findings information shall help instil an evidence-based approach to policymaking and implementation and can contribute to the design and the implementation of policies, programmes, and projects. Ultimately it contributes to enhanced service-delivery and resource allocation to achieve national goals.

While there have been periodic assessments or informal evaluations of different public sector policies, programs and projects in Seychelles, including by the IECD, the formal evaluation function is still nascent. As regular and systematic evaluations contribute to the improved the design and delivery of public interventions, building up a national evaluation function is an important goal of PM&E system. An Evaluation Plan informed by key SNDS priorities and programs shall be developed to guide the design and roll out of the evaluation function and to inform the selection of particular priority evaluations to be undertaken as part of an annual evaluation plan. Depending on the focus, objectives, timing and audience of the evaluation, the menu of evaluation tools shall include the following tools:

1. **Diagnostic evaluation:** Establishes the baseline and develops the theory of change for an intervention;
2. **Design evaluation:** Analyzes the theory of change, before or early on during intervention, to determine if it is working as planned;
3. **Implementation evaluation:** Helps understand how a policy, program or project works, for example, is the intervention implemented as intended;
4. **Impact evaluation:** Measures change in outcomes such as well-being, attributable to the intervention (using comparison group or counterfactual where feasible) and can also detect unintended consequences;
5. **Economic evaluation:** Focuses on the costs, especially if the costs outweigh benefits-based on unit of output or outcome (cost effectiveness) or monetizing the changes in outputs or outcomes (cost benefit analysis); and

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6. **Evaluation synthesis:** Synthesizes a range of evaluations to generalize findings across government, e.g. a function such as supply chain management, a sector, or a cross-cutting issue such as capacity.

Evaluations shall be a key feature of the PM&E. They shall be undertaken periodically across selected priority policies, programs and projects, particularly of the SNDS and accompanying Strategic Plans at sector level. The DPA shall work closely with line ministries to develop a National Evaluation Plan to focus on priority areas with the objective of improving both development results and efficiency across government.

Under the national evaluation plan, DPA shall lead the selection and quality assurance of the evaluations, which can be conducted by government or external service providers. Ministries shall progressively take over responsibility for conducting and resourcing evaluations, and can also conduct ministerial evaluations beyond the national evaluation plan for their own purposes. A focus on implementation, such as through performance improvement plans, shall help ensure the use of evaluation findings. Over time, the evaluation of policies, programmes and projects, shall be conducted by both the national government and individual institutions, and systematically influence policy-making and – implementation.

The evaluation function as described above shall complement, not substitute the financial, economic, institutional and social appraisal of programs and projects prior to their approval and commencement, and at all stages of their design and implementation.

Integrating PM&E across RBM Pillars

The PM&E function shall be a fully integrated part of the wider public sector management functions supported by RBM, support on-going public sector reforms to strengthen public sector performance, and build on the achievements on PPBB. It shall serve a number of mutually interdependent and reinforcing goals to provide regular performance information for:

- the strategic planning process to design and assess progress in implementation of strategic sector plans and the Seychelles National Development Strategy and the achievement of their targets at both national and sector levels;
- the budget process to help define PPBB indicators and track results achieved with approved budgets so as to inform the preparation of future budgets, particularly integrating with the already advanced PPBB system, including public investment management to strengthen the efficiency and effectiveness of capital budgeting.
- The design of performance management instruments, including the tracking of targets for the individual staff performance assessments and performance contracts.

As PM&E is data and evidence-based, timely and reliable statistics shall be the foundation for PM&E. The National Bureau of Statistics, as the custodian of national statistics, shall work closely with line ministries to ensure reliable and high quality information and data

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sources for the M&E indicators in the SDS and sector strategies. To ensure that decision-makers have access to timely and quality data, NBS shall work with the Department of ICT and MDAs to establish a national and sectoral Management Information Systems that shall contain national development indicator data. Building on the integrated monitoring templates, this system shall over time also include a web-based RBM system, including a performance dashboard with interoperability with other public sector management systems.

Use of the PM&E system, tools and findings

To develop and use the PM&E system, strong leadership by the President, Cabinet, ministers and CEOs will be crucial. In order for the PM&E to support improvements in efficiency, effectiveness and service delivery, the actual use of PM&E tools and findings is essential. This includes tracking the Seychelles National Development Strategy, PPBB and PMS at the highest levels focusing on key national priorities.

In terms of the PM&E tools at project and programme level, the progress reports shall monitor progress against milestones and targets and allow for corrective action when off track. At the ministry level, progress reports shall be used to monitor progress against the achievement of sector goals. Regular progress review meetings at sector level shall identify which programs and projects are off track and agree on corrective actions and accountabilities as needed. This shall be complemented by the different evaluation tools and findings as needed, in which performance improvement plan and other tools and incentives can help enhance the use of the findings for policymaking and – implementation.

At a higher level, the PM&E findings, the Annual Progress Report, shall inform budget negotiations and the integration of results in the budget, provide targets and progress information for performance management, and inform Cabinet, the National Assembly, and oversight institutions on progress towards the achievement of national development priorities. This shall ensure that PM&E is a critical underpinning for making Government more performance oriented in the delivery of existing policies, programs and projects, and more evidence-based in the development of new policies, programs and projects.

To ensure the use of PM&E tools and findings, an incentive framework shall be developed as part of the technical design of each of the PM&E tools, as well as part of the change management mechanisms. This shall include financial and non-financial elements to promote greater use of the PM&E, which is the litmus test of the effectiveness and impact of the system.

Citizen Engagement

To encourage greater use of the PM&E findings and the credibility of the system, transparency shall be a key feature of the system to be used as both a management tool and a mechanism for internal and external accountability. Engaging citizens in the work of government by presenting evidence of the work being performed, the progress made, the results that are achieved as well as the challenges experienced provide the

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opportunity to clearly presents government’s intentions and progress to citizens and to encourage them to take up their role in achieving the SNDS. This shall include internal dissemination across government as well as external dissemination to the private sector, citizens and civil society. This shall include PM&E tools for citizens’ engagement.

Publication of progress reports shall allow external stakeholders, such as citizens but also the private sector to provide informed feedback to government on service delivery. Progress reports and evaluations shall be made public through various channels, including the web and shall include tailored dissemination activities for different stakeholders to share results, encourage feedback and promote greater use of the system, thus contributing to the sustainability of the PM&E function. Amongst the key PM&E System documents that shall be systematically disseminated, including online, as part of this Policy are:

- The Annual Progress Report on the implementation of the Seychelles National Development Strategy,
- Sectoral progress report on the implementation of their strategies and plans, and
- National and sector level evaluations and related studies.

Citizens feedback mechanisms shall inform policy, and program and project implementation shall be incorporated as a standard mode of delivering services to the public. A variety of participatory monitoring tools (e.g. social audits, balanced scorecards, citizen report cards, community score cards, and public hearings) may be applied to effectively implement the PM&E function.

4. IMPLEMENTATION OF THE PM&E FUNCTION

Human and Financial Resources for the PM&E Staffing

Establishing the PM&E function across Government shall be key for the effective implementation of the PM&ES. Whereas there are currently some M&E Officers in place in MDAs, staffing up the PM&E function is key. MDAs are therefore required to either designate PM&E responsibilities to existing staff, such as economists or planners, or seek to recruit a PM&E Officer within their existing staffing ceiling. To promote the development of a PM&E specialist cadre in government over time and ensure greatest impact and sustainability, schemes of services shall be developed and be complemented by PM&E talent management and retention.

In order to implement the PM&E Policy effectively, the Government of the Seychelles is fully committed to ensuring adequate PM&E capacity across the public service, tailored to the different needs of producers and users of PM&E information at different levels and in different sectors. As the PM&E capacity currently is nascent and varying across Government, a capacity development plan and training modules shall therefore be developed as part of the roll-out of the PM&E system, led by DPA, in coordination with MEHRD and TGMI.

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To reap the benefits of PM&E in terms of greater government effectiveness, generation of important fiscal savings, and ensuring greater accountability, the necessary budget for the PM&E shall be provided for DPA and MDAs, following an adequate costing exercise. This shall include the necessary funding for the PM&E function in each sector, as well as funding for individual policies, programmes projects and ICT, including funds for both monitoring activities as well as evaluation, including impact evaluations, which can be costly. MDAs are therefore required to allocate adequate resources for PM&E as part of their strategic management.

Implementation Plan and Guidelines

In order to ensure systematic implementation of the PM&E System, an Implementation Plan shall be developed as part of the Performance PM&E System Guidelines. It shall include a set of guidelines for PM&E stakeholders on how to establish, manage and use effective PM&E systems, including the detailed steps required to build the PM&E systems, such as defining indicators and setting targets, instituting regular performance monitoring and reporting, and undertaking periodic evaluations. Guidance on public participation and citizen engagement shall also be included.

Change management

A complementary change management, communications and risk management strategy shall also be included for the implementation of this Policy.

PM&E for PM&E

With the aim of ensuring that the PM&E system is contributing to drive public sector effectiveness and efficiency improvements across the public sector, the PM&E system itself shall be monitored and evaluated regularly. To avoid conflict of interest, this shall be done by the National RBM Steering Committee as per their Terms of Reference, and to be submitted to Cabinet for review and adoption. Metrics for measuring the roll-out of the PM&E system across Government shall include (i) the necessary institutional set-up established, staffing in place and capacity-building provided as part of the roll-out, (ii) the development and use of the relevant PM&E tools, particularly the Annual Progress Report on SNDS implementation, and (iii) the use of PM&E information in PPBB reports, (iv) the share of evaluation findings that are being used for policymaking and implementation and are used by the PPBB, the (iv) sharing of information on the PM&E beyond government; and (v) the efficiency and effectiveness gains achieved.

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