

Monitoring and Evaluation of the Philippine Development Plan Through the Results Matrices

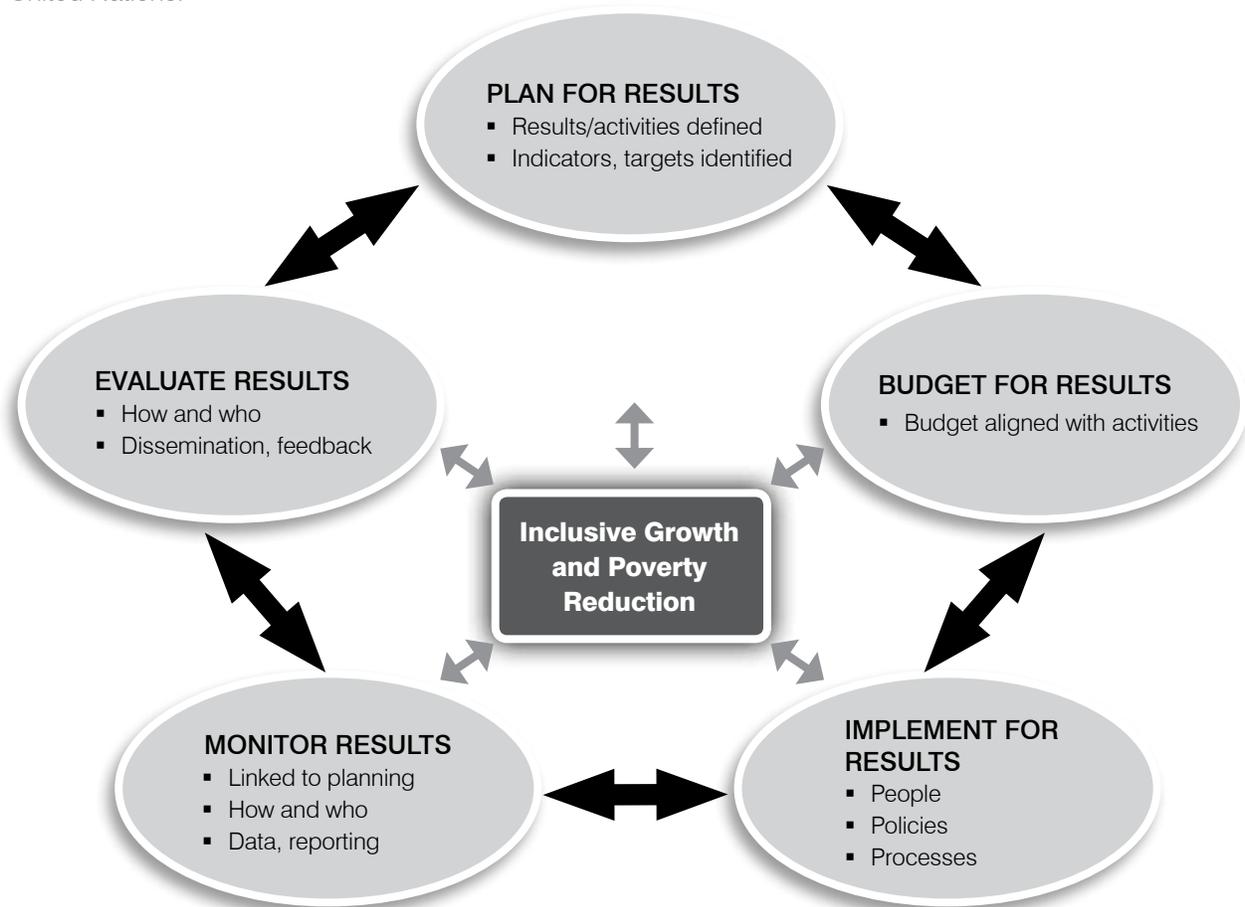


Results-based public sector management

A growing demand for increased transparency and accountability in the use of public resources has led to public sector reforms in a number of countries. Institutional reforms in improving public sector performance were also a response to the external pressure from development partners to reform management systems and show development results. Managing for results, one of the five pillars of the Paris Declaration on Aid Effectiveness, emerged as an essential effort to improve effectiveness in public sector management.

The Government of the Philippines (GPH) has been continuously enhancing its own development processes to deliver results, and there have been recent efforts to establish a results-based management system. There are ongoing initiatives in incorporating results in all the five stages of public sector management (PSM) from planning, budgeting, implementation to monitoring and evaluation. In the Philippine context, all stages of PSM are focused on the overall achievement of the goal of inclusive growth and poverty reduction, as stated in the

Philippine Development Plan (PDP) 2011-2016. Priority strategies have likewise been identified in the pursuit of fulfilling the commitments made by the GPH to achieve the Millennium Development Goals (MDGs) of the United Nations.



The Philippine Development Plan and the Results Matrices

The PDP, as the country's overall development framework, contains the policy directions, development goals, strategies, and priority programmes and projects of the government for a period of 6 years. The PDP 2011-2016 focuses on high growth that is sustained, generates mass employment and reduces poverty. In the crafting of the current PDP, the National Economic and Development Authority (NEDA) as the country's socioeconomic planning and development agency, spearheaded the formulation of the results matrices (RMs) which integrate results-orientation vis-a'-vis the various strategies, programmes and projects outlined in the PDP. Introduced in CY 2010 as an accompanying document of the PDP, the RMs contain statements of objectives with a corresponding indicator framework for the various levels of results (goals and outcomes) targeted under the different chapters of the Plan. The RMs specifically contain indicator statements, baseline information, end-of-plan targets and assumptions/risks and identifies the responsible agencies. The RMs facilitates tracking of the progress of achievement of the Plan's targets by chapter. Serving as the PDP's primary M&E tool, determination and measurement of success or failure of the PDP are made possible through the RMs.

The Philippine Development Plan 2011-2016

- Based on the current administration's "Social Contract with the Filipino People"
- Overarching theme: "Good Governance and Anti-Corruption"
- Vision: "Achieve Inclusive Growth, Create Employment Opportunities and Reduce Poverty"



The Plan's vision: inclusive growth

- Higher economic growth of 7-8% per year for at least 6 years
- Growth that generates mass employment
- Growth that reduces poverty and helps achieve the Millennium Development Goals (MDGs)

The Plan's broad strategies

- Attain a high and sustained economic growth that provides productive employment opportunities.
- Equalize access to development opportunities across geographic areas and across different income and social spectra
- Formulate and implement effective and responsive social safety nets to catch those who are unable to immediately participate in this new economic growth process.

The Plan's key strategies

- Massive investment in infrastructure
- Transparent and responsive governance
- Human development and improved social services
- Competitiveness to generate employment
- Access to financing

Developing the results matrices

Developing the RMs is a collaborative and joint effort among relevant stakeholders from the NEDA central and regional offices, the Department of Budget and Management (DBM), sectoral agencies (national and regional), statistical agencies/research institutions, the academe and civil society organisations (CSOs). These stakeholders discuss and agree on the contents of the RMs. Highlights in the development of the RMs are as follows:

a) Selecting indicators

The indicators identified in the Plan serve as a guide in all stages of public sector management, from planning to M&E. The current set of indicators may be revised for clarity/appropriateness and new indicators added if deemed necessary. Poorly conceptualised and inappropriately identified indicators deleted or replaced by proxy indicators if they are found to be difficult and costly to monitor. Monitoring of the indicators should also be manageable, that is, it should be limited to seven indicators per objective statement.



Capacity development for results

A training programme on Results-Based Monitoring and Evaluation, which involved technical staff from the NEDA central and regional offices, was conducted. Participants were equipped with the necessary tools and techniques in M&E with focus on the logical framework approach, from the formulation of indicators to the identification of risks and assumptions and presentation of M&E reports.

At the end of the training programme, participants were able to apply what they have learned in the formulation and revision of their own RRM. Technical assistance from the IFAD provided funding for the conduct of the training programme.

b) Setting baseline information

The baseline data, indicated by year and values, are either drawn from the PDP chapters or supplied by the responsible agencies. In case of multiple indicators with available baseline data, the most appropriate outcome indicator and those currently being gathered by the statistical agencies and/or concerned agencies are used.

c) Setting targets

At the societal goal level, targets are set for measurement at the middle and end of the Plan period. The same applies at the sector outcome level, except in CY 2015, when the achievement of MDGs is scheduled for final measurement. From the sub-sector outcome level to the major final output level, the annual targets (expressed in percentages, absolute values, ratios and other measures that

indicate directional change) are set as appropriate and available. The end-of-plan target of the outcome indicators are either drawn from the PDP chapters or supplied by concerned agencies.

d) Defining assumptions and risks

Lastly, assumptions and risks that would affect achievement of the outcomes are identified for the various levels of results.

The indicator matrix

In the development of the RMs, the final output is a table that contains the indicator statements, baseline information, end-of-plan targets and assumptions and risks for each level of result.

Objective/Result	Key result areas	Indicator/Unit	Baseline		End-of-Plan targets	Assumptions and risks
			Year	Value		
Societal goal ¹						
Sector outcome ²						
Subsector outcome (if applicable)						
Intermediate outcome (if applicable)						

¹ Societal goals or Impacts are the positive and negative primary and secondary long-term effects – both intended and unintended – produced directly or indirectly by development interventions.

² Outcomes are the likely or achieved short-term and medium-term effects of an intervention's outputs. Outcomes are the observable behavioural and institutional changes, usually as the result of coordinated short-term investments in individual and organisational capacity building for key development stakeholders.

A more detailed table is likewise made available that contains the annual plan targets from 2011 to 2016, means of verification and the responsible agency per indicator of the various levels of results.

At the societal goal level, targets have been set for measurement at the middle and end of the Plan period. The same applies at the sector outcome level, except in 2015, when the achievement of the MDGs is scheduled for final measurement.

Addressing the challenges

There were challenges noted in the first 2 years of RM implementation and a number of collaborative efforts are under way to address them.

a) Revalidating/updating the RMs

The RMs are annually updated and enhanced through the collaboration of various stakeholders. A series of consultation meetings are conducted to further refine, revalidate and update the contents of the RMs. Issues in the quality of identified indicators and baseline data deficiencies are discussed and addressed during the updating.

b) Cascading the RMs to the regions

Contributing to the PDP, regional development plans (RDPs), which reflect the development strategies and thrusts of the regions, are also prepared by the NEDA regional offices in the 15 regions in the country. With the introduction of the national RMs, the need for a similar instrument to monitor the progress of the RDPs gave rise to the formulation of the regional results matrices (RRMs). Similar to the national RMs, the

RRMs are aligned with the national RMs and contain indicators, baseline information, end-of-plan targets and responsible agencies, and these are measured at the regional level. As the Regional Development Committees prepare their RDPs, they are now required to also prepare their own RRM. These RRM shall then be linked with the national RMs as input to reports prepared at the national level.

c) Linking the RM with the STR and SER

As the Plan's primary M&E instrument, the RMs serve as the basis for the NEDA and the National Statistical Coordination Board in preparing the Socio-Economic Report (SER) and the Statistical Indicators on Philippine Development Report, respectively. These reports document the annual accomplishments and achievements made by the government based on priorities laid out in the PDP. Likewise, reporting on the accomplishments of the government through the President's State of the Nation Technical Report (STR) is also based on the PDP-RM targets. There is an ongoing initiative between the Office of the President, the DBM and NEDA to come up with a harmonised reporting template responding to the data needs of the abovementioned oversight agencies which shall be used in future STRs.

Conclusion

Albeit challenges, the government is continuing to move forward with reforms and initiatives to integrate results-orientation in PSM. The first step toward achieving a results-based management system in government has been taken and efforts are under way to fully institutionalise results in PSM with the cooperation and support of all stakeholders.

References

National Economic and Development Authority (NEDA). 2011. Guidelines for the revalidation of the 2011-2016 Philippine Development Plan- Results Matrices, NEDA, Manila, Philippines.

National Economic and Development Authority (NEDA). 2011. Philippine Development Plan Results Matrices 2011- 2016, NEDA, Manila, Philippines.

Organization for Economic Cooperation and Development (OECD). 2009. Policy brief: Managing for development results, Available at <http://www.oecd.org/dataoecd/18/53/42447575.pdf> (Accessed 21 June 2013)

Organization for Economic Cooperation and Development (OECD) Observer. 2005. Results Matter, Available at http://www.oecdobserver.org/news/archivestory.php/aid/1696/Results_matter.html (Accessed 21 June 2013)

Acronyms and abbreviations

CSO	civil society organisation
GPH	Government of the Philippines
IFAD	International Fund for Agricultural Development
M&E	monitoring and evaluation
NEDA	National Economic and Development Authority
PDP	Philippine Development Plan
PSM	public sector management
RDP	regional development plan
RRM	regional results matrix
RM	results matrix
SER	socio-economic report
STR	State of the Nation Technical Report

Bio-sketches and contact details

Roderick M. Planta

Director

Monitoring and Evaluation Staff

National Economic and Development Authority

12 St. Josemaria Escriva Drive, Ortigas Center,

Pasig City, Philippines

RMPlanta@neda.gov.ph

+(632)6313707

Mr. Planta has almost 20 years of government service, 7 of which spent as director of the Monitoring and Evaluation Staff. His expertise and experience span the whole project development cycle, from pre-investment, investment to post-investment phases.

Rosalina G. Almendral

*Chief Economic Development Specialist
Monitoring and Evaluation Staff
National Economic and Development Authority
12 St. Josemaria Escriva Drive, Ortigas Center,
Pasig City, Philippines
RGAlmendral@neda.gov.ph
+(632)6313755*

Ms. Almendral has more than 25 years of experience in monitoring and evaluation. She is the Division Chief of the Infrastructure Division (non-transport sector) of the Monitoring and Evaluation Staff.

Cheryll B. Tienzo

*Senior Economic Development Specialist
Monitoring and Evaluation Staff
National Economic and Development Authority
12 St. Josemaria Escriva Drive, Ortigas Center,
Pasig City, Philippines
cbtienzo@neda.gov.ph
+(632)6313755*

Ms. Tienzo has worked with the Monitoring and Evaluation Staff since 2007. She is currently assigned to the Rural Development Monitoring and Evaluation Division.