



## The Performance Management Toolkit

A Guide to Developing and Implementing  
Performance Management Plans

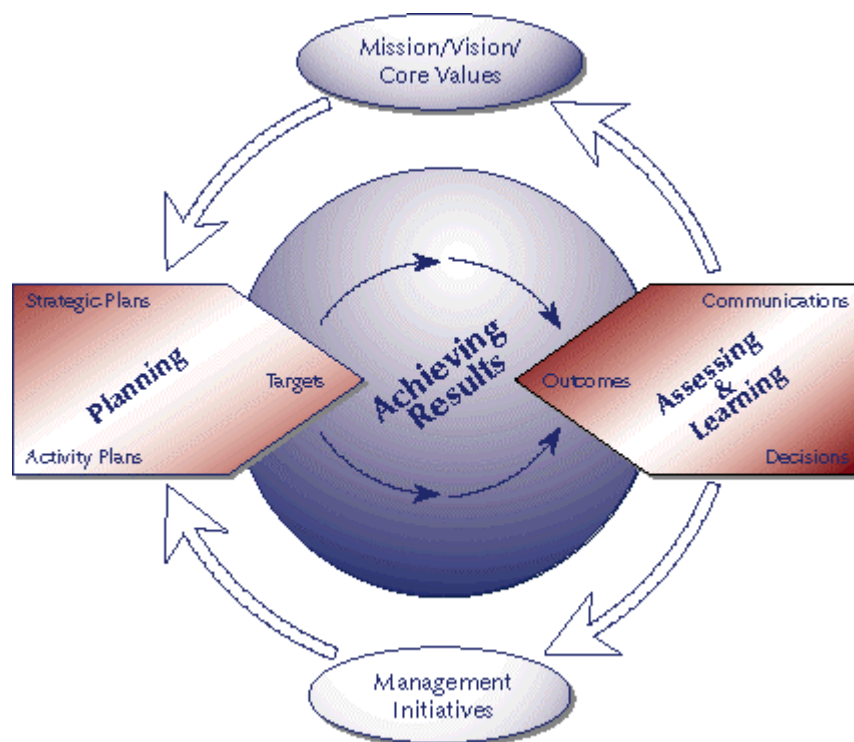
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## A Guide to Developing and Implementing Performance Management Plans





## Foreword

This Toolkit was originally developed in the summer and fall of 2000 to accompany the one-week USAID "Performance Management Workshop". To date, this workshop has been held over 30 times in Washington and all of the USAID regions and over 900 Agency staff have been trained. This version of the Toolkit was produced in April 2003 to reflect the changes in ADS Chapters 200-203 that went into effect on January 31, 2003.

We would like to acknowledge the technical and administrative support provided by the staff of the USAID Bureau for Policy and Program Coordination, especially Dan Blumhagen and John Haecker of the Center for Development Information and Experience.

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Also, we would like to thank Rita Owen and her colleagues from the Office of Human Resources/Learning Services for their cooperation and support. They have contributed significantly to the dissemination of these materials to hundreds of USAID staff.

And lastly, our sincere thanks to all of the Operating Units in the field and in Washington who shared their knowledge and experience with us during the development of their Performance Management Plans.

To all those who have contributed to this effort, we hope that this Toolkit will further the Agency's Managing for Results efforts and lead to more sustainable and effective programs that improve the lives of the people that USAID staff work so hard to serve.

### **Integrated Managing for Results Team IBM Business Consulting Services January 10, 2003**

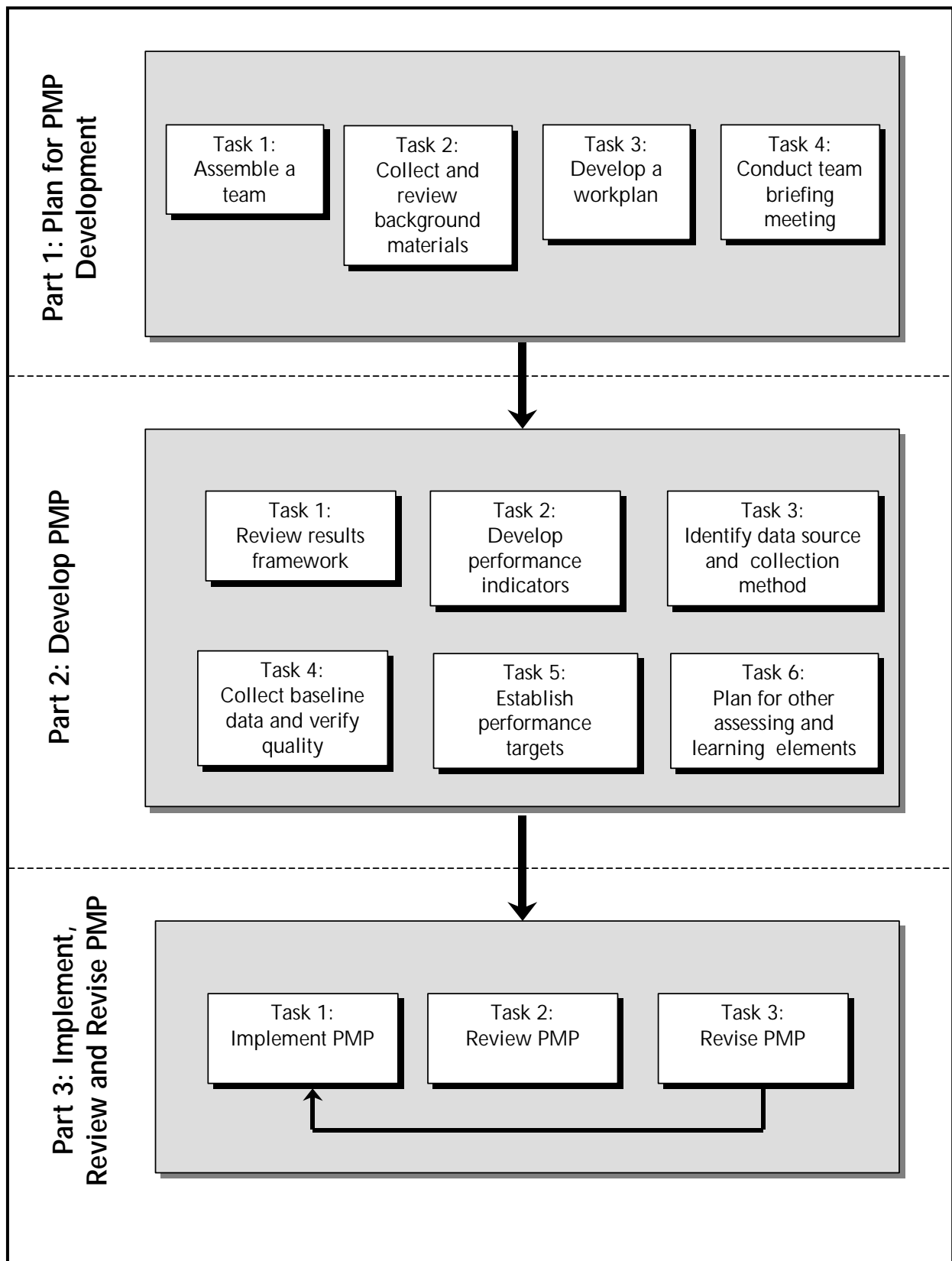
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**FACING PAGE:** *This Toolkit is organized around a three-part process for developing and implementing PMPs. Each task is fully detailed with supporting materials, tools, and resources.*

## PMP Development and Implementation Process



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## Toolkit Quick Reference Guide

*Use this guide to quickly identify key worksheets, techniques, and helpful hints.*

### **Part 1: Plan for PMP Development**

Tasks	Worksheets, Techniques, Helpful Hints
Assemble a PMP development team	Worksheet 1: PMP Development Team Skills Matrix
Collect and review background materials	
Develop a workplan	Worksheet 2: PMP Development Workplan
Conduct a team briefing meeting	

### **Part 2: Develop PMP**

#### **Task 1: Review Results Framework**

Sub-tasks	Worksheets, Techniques, Helpful Hints
Assess quality of results statements	Worksheet 3: Results Statement Assessment
Validate logic	Worksheet 4: Results Framework Assessment
Verify USAID's manageable interest	Technique: Assess Framework in a Facilitated Session
Ensure critical assumptions are identified	Helpful Hint 1: Facilitating Group Discussions and Decision-Making

#### **Task 2: Develop Performance Indicators**

Sub-tasks	Worksheets, Techniques, Helpful Hints
Develop list of potential indicators	Technique: Use Current Resources to Identify Potential Indicators Technique and Helpful Hint 2: Indicators for Hard-to-Measure Results
Assess potential indicators	Worksheet 5: Performance Indicator Quality Assessment
Select best indicators	Technique and Helpful Hint 3: Performance Indicator Brainstorming Session
Document indicators in the PMP	Worksheet 6: Performance Indicator Reference Sheet

#### **Task 3: Identify Data Sources and Collection Methods**

Sub-tasks	Worksheets, Techniques, Helpful Hints
Identify potential data sources	Technique: Assess Results Framework in a Facilitated Session (also Helpful Hint 1)
Generate data collection options	Helpful Hint 4: Rapid Low-Cost Data Collection Methods
Select data collection option	Technique: Use Decision Chart to Select Best Data Collection Option Worksheet 6: Performance Indicator Reference Sheet
Develop data collection tools	

#### Task 4: Collect Baseline Data and Verify Quality

Sub-tasks	Worksheets, Techniques, Helpful Hints
Collect data	Technique: Storing Data in an Information Database, and Helpful Hint 5
Conduct a data quality assessment	Technique: Plan Data Quality Assessments Worksheet 7: Data Quality Assessment Checklist Technique: Assess Data from Data Sources, and Helpful Hint 6 Helpful Hint 7: Tips to Minimize Bias Worksheet 6: Performance Indicator Reference Sheet
Build commitment to and capacity for quality	Technique: Foster Organizational Commitment

#### Task 5: Establish Performance Targets

Sub-tasks	Worksheets, Techniques, Helpful Hints
Establish baselines	Technique: How to Establish Baselines when Information is Inadequate
Establish indicators	Technique: Conduct a Target Setting Meeting Helpful Hint 1: Facilitating Group Discussions and Decision-Making Technique: Approaches to Target Setting
Input baselines and targets into performance data table	Worksheet 8: Performance Data Table

#### Task 6: Plan for Other Assessing and Learning Elements

Sub-tasks	Worksheets, Techniques, Helpful Hints
Plan for data analysis and use	Worksheet 9: Performance Management Task Schedule Worksheet 6: Performance Indicator Reference Sheet Helpful Hint 8: Tips for Communicating Performance Information in Reports Technique: Chart Book Analysis Presentation Approach
Plan for performance reviews	Technique: Portfolio Review Approaches Helpful Hint 9: Questions to Guide Portfolio Reviews
Plan for evaluations and special studies	Technique: Planning for Evaluations (also Helpful Hint 4) Worksheet 10: Evaluations and Special Studies Planning Worksheet 11: Evaluation Scope of Work Planning
Plan for performance reporting	Technique: Plan for Annual Report Reporting
Plan for ongoing data quality assessments	Technique: On-going Data Quality Assessments Worksheet 7: Data Quality Assessment Checklist

### **Part 3: Use, Review and Revise PMP**

Tasks	Worksheets, Techniques, Helpful Hints
Implement PMP	Helpful Hint 10: List of Official SO Team Files
Review PMP	Helpful Hint 9: Questions to Guide Portfolio Reviews
Revise PMP	

## List of Acronyms

ADS	Automated Directives System
CDIE	USAID Center for Development Information & Evaluations
CSP	Country Strategic Plan
CTO	Cognizant Technical Officer
DHS	Demographic & Health Survey
GAO	U.S. General Accounting Office
GIS	Geographic Information System
IR	Intermediate Result
M&E	Monitoring and Evaluation
MFR	Managing for Results
NGO	Non-Governmental Organization
OMB	Office of Management and Budget
PMP	Performance Management Plan
PPC	USAID Bureau for Policy and Program Coordination
PVO	Private Voluntary Organization
SO	Strategic Objective
TLA	Three-Letter Acronym!

## Overview

The purpose of this Toolkit is to provide USAID staff and partners with practical resources for a critical aspect of managing for results – developing and implementing a **performance management plan (PMP)**. The emphasis of this Toolkit is on the *how to* of developing a PMP rather than a discussion of *what is* performance management, which is contained in the official programming policies—the USAID Automated Directives System Chapters 200-203.

The primary target audience for this Toolkit is the **Strategic Objective (SO) teams** who are responsible for developing the PMP. The objectives of this Toolkit are to help you (the team):

- Understand the purpose of a PMP
- Carry out preparations to develop a PMP
- Review results statements
- Develop performance indicators
- Collect performance data
- Verify performance data quality
- Analyze, evaluate and use performance information
- Implement and continuously improve the PMP

The Toolkit describes key performance management processes and provides tools and techniques that can be used to implement them. It provides examples to illustrate key points and identifies reference sources where additional information can be sought. Lastly, the Toolkit emphasizes the importance of *documenting* performance data and analysis. Documentation helps you:

- Ensure the availability of information you need to analyze and improve program performance
- Tell your story with confidence in the information you provide
- Explain your procedures to stakeholders who seek assurance that quality standards are being maintained in the collection and reporting of performance data.

## Introduction to the Performance Management Plan (PMP)

### What is a PMP?

A PMP is a performance management tool used by an Operating Unit and Strategic Objective (SO) team to help plan and manage the process of assessing and reporting progress towards achieving a Strategic Objective. It is a critical tool for *planning, managing, and documenting* how performance data is collected and used. A PMP serves to:

- Define specific performance indicators for each SO and IR, determine baselines and set targets
- Plan and manage the Annual Report data collection process to meet quality standards
- Incorporate relevant data collection requirements into activities and obligation agreements
- Plan potential related evaluative work to supplement Annual Report indicator data
- Estimate costs related to data collection and plan how these will be financed

- Communicate expectations to partner institutions responsible for producing the outputs intended to cause measurable changes in performance

A PMP contributes to the effectiveness of the performance monitoring system by assuring that **comparable** data will be collected on a **regular and timely** basis. Using the PMP to sufficiently document indicator definitions, sources, and methods of data collection increases the likelihood that you will collect comparable data over time - even when key personnel change. PMPs also support reliable data collection by documenting the frequency and schedule of data collection and assigning responsibilities.

### What is contained in a PMP?

A PMP contains full documentation of the indicators used to track progress toward the Strategic Objective, their data sources, the quality of data available and responsibilities for collection and analysis of the data. There is no standard PMP format, however, you are encouraged to develop a comprehensive PMP that goes beyond the one-page matrix often encountered. Your PMP should help the team establish systems to monitor, evaluate, analyze, review, and report performance data. Agency guidance identifies required and recommended PMP elements.

#### ADS Guidance on PMP Elements

##### ***Contents of a Preliminary PMP (ADS 201.3.7.6)***

- ☐ Propose performance indicators for the Strategic Objective-level result (with baseline data and ultimate targets).
- ☐ If possible, include performance indicators for the Intermediate Results (with baseline data and ultimate targets).

##### ***Mandatory Elements of a Complete PMP (ADS 203.3.3.1)***

- ☐ At least one indicator to measure progress at the SO level with baseline data and performance targets
- ☐ At least one indicator to measure progress towards each IR with baseline data and performance targets

##### ***Additional Contents of a Complete PMP (ADS 203.3.3.1)***

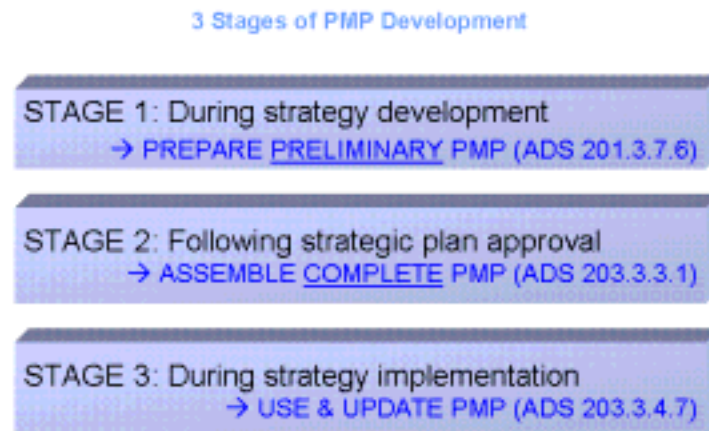
- ☐ Calendar of performance management tasks
- ☐ Statement of all performance indicators that will be used to assess progress over the life of the SO
- ☐ Baseline values and performance targets for each indicator
- ☐ Specification of the data source and collection method
- ☐ Specification of the schedule for data collection
- ☐ Description of known data limitations
- ☐ Description of the data quality assessment procedures that will be used to verify data quality

NOTE: More specific guidance applies to indicators that are reported to Washington

### When is a PMP prepared?

You should begin planning for performance management early in the strategic planning process. ADS 201.3.7.6 provides that Operating Units must include a preliminary PMP when submitting a Strategic Plan or new Strategic Objective for approval. A complete PMP is required within one year of approving a Strategic Plan or new Strategic Objective. The PMP may be reviewed and approved by the Operating Unit director. You should review and update your PMP at least annually as part of the Portfolio Review and Annual Report preparation.

Usually, Operating Units and SO teams develop the PMP in three main stages as strategic planning and implementation proceed. Figure 0-1 illustrates the relationship between PMP development and the strategic planning process.



## How to Use This Toolkit

The Toolkit is divided into three parts.

- **Part 1** focuses on how to begin preparing for PMP development
- **Part 2** focuses on how to develop a comprehensive PMP
- **Part 3** focuses on how to implement and continually improve the PMP.

Each part includes information essential for establishing a system of using performance information to make program decisions. These icons can help you quickly navigate through the Toolkit:



**KEY DEFINITIONS:** Indicates key definitions for the relevant PMP development phase.



**WORKSHEET:** Indicates that a tool is available to help you document PMP elements and analysis throughout the PMP development process. Examples of completed worksheets are frequently presented in the text. Blank copies of the worksheets can be found in the **WORKSHEET** appendix of the Toolkit.



**TECHNIQUE:** Indicates a technique (e.g., facilitating a brainstorming session, questions to ask) that you might consider using in order to complete a performance management process. Some of these techniques will refer you to additional information in the **HELPFUL HINTS** appendix.



**CONSIDER THIS:** Indicates questions or principles that you should consider in developing the PMP.

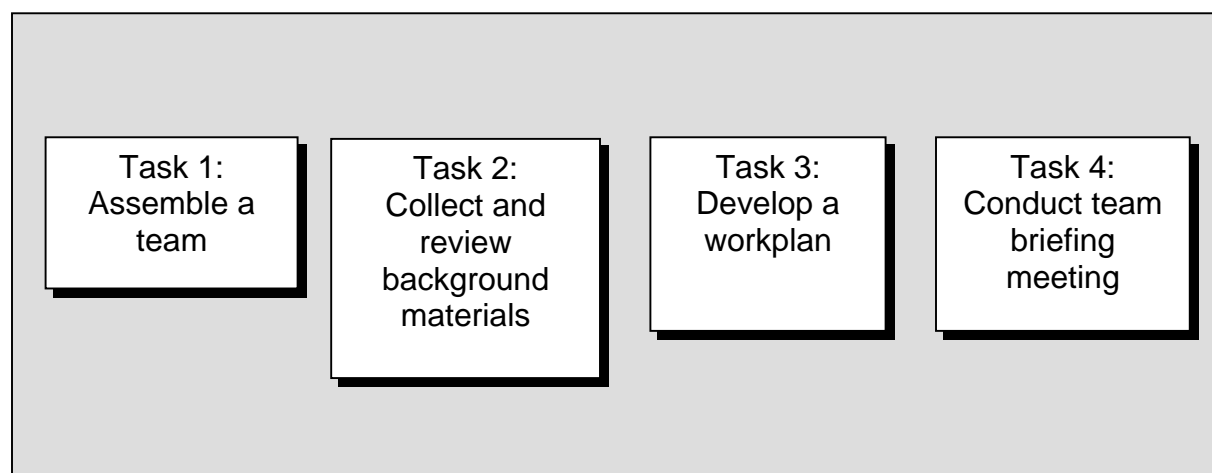


**INFORMATION SERVICE:** Indicates a contracted service available to USAID employees for procuring and analyzing data and information. More information about these resources, and others, are contained in the *RESOURCES* appendix.

The Toolkit also contains ***ADS EXCERPTS*** from relevant sections of the ADS, lists of helpful resources, and practical examples. The tools, techniques, and tips in this Toolkit provide a general approach to PMP development and implementation. You can and should consider tailoring Toolkit elements to meet the specific needs of the your program.

## Part 1: Plan for PMP Development

Developing a useful PMP requires the time and attention of the entire SO team and many of your partners. Because it is a team effort, you will save time and effort during the development process by first conducting these four key preparation tasks:



### Task 1 – Assemble a PMP development team

A team approach to PMP development will help facilitate a shared sense of ownership among those who use the PMP, and bring creativity and innovation to developing each PMP element. The first step in the process is to designate a team leader. Designate leadership to one, or at most two, team members. The team leader will ensure the coordination of team meetings, collection and distribution of background materials, facilitation of discussions, and documentation of the PMP.

Once the team leader is identified, assemble the PMP development team. An effective team will have a balanced set of skills that include:

- Knowledge of USAID “managing for results” approach
- Experience in the relevant sector/sub-sector
- Educational background/training in the relevant sector/sub-sector
- In-depth knowledge of the target country and understanding of local conditions
- General knowledge of USAID structures, processes and culture
- Knowledge of performance measurement methodologies and best practices
- Strong facilitation, analytical and report writing skills

In most cases, these skills will be available within the SO team. In other cases, external help from another Operating Unit or contractor will supplement the existing skill sets. When you bring in external help, it is critical to maintain a team approach to PMP development. This means that external team members help fill in gaps in the PMP development team skill set, rather than duplicate skills that already exist on the SO team. This will ensure that the best possible PMP is produced at the conclusion of the exercise.





**WORKSHEET 1 - PMP Development Team Skills Matrix:** Use Worksheet 1 to help assemble the PMP development team. Table 1-1 presents a sample matrix to help you assess if you have assembled the team that you need.

**Table 1-1. PMP Development Teams Skills Matrix**

Name	Role	Knows USAID MFR approach	Has sector experience	Has sector training or education	Knows local conditions in-depth	Knows USAID structure, processes, culture	Knows PM methods and best practices	Has facilitation, analytical and report writing skills
1. Jane Smith	Team Leader	✓	✓		✓	✓	✓	✓
2. Sara Jones	Data collection			✓	✓	✓		✓
3. Fred Wilson	Data collection		✓		✓	✓	✓	
4. Kate Thomas	Data analysis			✓	✓	✓	✓	
5. T. Consultant	Data analysis	✓	✓				✓	✓

## Task 2 – Collect and review background materials

You may want to gather and review some of the materials listed in Table 1-2. Having these materials available from the beginning will save time during the PMP development process.

**Table 1-2. Other Resources for PMP Preparation (See Helpful Resources appendix for resource locations)**

Agency Guidance	Operating Unit Specific Materials	Background Materials
<ul style="list-style-type: none"> <li>➤ ADS Chapters 200-203</li> <li>➤ TIPS Series (titles abbreviated):               <ul style="list-style-type: none"> <li>6: Performance Indicators</li> <li>7: The PMP</li> <li>8: Performance Targets</li> <li>12: Indicator and Data Quality</li> <li>13: Results Framework</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>➤ Most recent Country Strategic Plan (CSP)</li> <li>➤ Most recent Annual Report</li> <li>➤ Relevant diagnostic studies, assessments or evaluations relating to the SO</li> <li>➤ Preliminary PMP or Draft PMP</li> <li>➤ Information/reports prepared by partners</li> <li>➤ Strategic Plan approval cable from USAID/W</li> <li>➤ Background information on likely data sources</li> <li>➤ Other performance management information, e.g., IG reports, data quality assessments, guidance specific to the Operating Unit.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Lists of indicators from Annual Report data base or SO-relevant handbook</li> <li>➤ GAO, 1998, The Results Act – An Evaluator’s Guide to Assessing Agency Annual Performance Plans</li> <li>➤ Harry Hatry, 1999, Performance Measurement – Getting Results</li> </ul>

If your SO contains elements of policy reform or institutional capacity building, you may want to include TIPS 14: Monitoring the Policy Reform Process or TIPS 15: Building Institutional Capacity, with your background materials. (RESOURCES provides their location).



#### INFORMATION SERVICES:

- **Economic and Social Data Service (ESDS):** ESDS staff specialize in selecting the most appropriate quantitative data for specific research purposes. Access ESDS via CDIE Online at <http://cdie.usaid.gov> (accessible only within the USAID firewall; click 'Statistics' at the top of the homepage)
- **Research and Reference Services (R&RS):** R&RS staff help development practitioners clarify their information needs after which they identify, analyze and deliver appropriate information in a useful form. R&RS also manages the USAID Library and Learning Resources Center. Access R&RS via CDIE Online at <http://cdie.usaid.gov> (available only within the USAID firewall; click 'Research' or 'Library' at the top of the homepage)

### Task 3 – Develop a workplan



**WORKSHEET 2 – PMP Development Workplan:** As you read through this task, refer to Worksheet 2 to help assemble the PMP development workplan. Project management software, such as MS Project, can also be used to develop the PMP workplan.

A workplan will help guide the team through the PMP development process. The workplan should document what needs to be done, due dates, and persons responsible for achieving each task. It is usually prepared by the team leader and one/two other team members. Developing a detailed work plan involves the following steps:

- **Identify the major PMP development tasks:** Often, the tasks of PMP development are defined by major deliverables that you will produce or major tasks that contribute to a deliverable. For example, major tasks may include:
  - Review Results Framework
  - Develop indicators and collection methods
  - Collect data and verify quality
  - Establish baselines and targets
  - Plan for other assessing and learning elements
  - Assemble draft PMP
  - Review and revise the PMP
- **Identify the sub-tasks:** For each major task, identify the sub-tasks you will need to accomplish. For example, within "Plan for other assessing and learning elements" the sub-tasks may be:
  - Plan for data analysis and use
  - Plan for performance reviews,
  - Plan for evaluations and special studies, etc.

- **Estimate the time duration and the appropriate timing of each task or sub-task:** Determine how long each sub-task will take to complete and when the task should commence. Base the projected duration of that task on reasonable expectations, weighing the workload and other responsibilities of the team against the need to assemble the plan in a reasonable timeframe. Make sure to leave adequate time for management reviews and check to be sure that outside reviewers are available during the time you want them to review the document. Also plan for the time needed to handle administrative matters such as contracting for services, etc.

Note, too, that in most cases developing a PMP from start to finish may not be possible over a period of consecutive days, and thus may have to be done in phases. For example, you may decide to proceed with reviewing the Results Framework and developing the performance indicators soon after the Strategic Plan has been approved. However, you may recognize that it would be better to collect baseline data and establish targets once a new contractor is in place in a couple of months. In this case the timing of these events should be reflected in the workplan.

- **Assign resources to each sub-task:** Identify which team members will work on each sub-task and any financial resources that will be needed to complete it.
- **Validate the workplan with the SO team:** Usually the workplan is developed by the team leader and one/two other team members. At this point, review the workplan informally with all SO team members to verify that the assumptions regarding tasks, timing and responsibilities are reasonable. Revise the workplan as needed.
- **Complete any contracting plans as needed:** Lastly, if you need to contract out for services to help develop the PMP, prepare a detailed scope of work specifying the final product, schedule, skill needs and expectations. Complete the contracting process in time for additional team members to be present at the Team Briefing Meeting (see Task 4).

## Task 4 – Conduct team briefing meeting

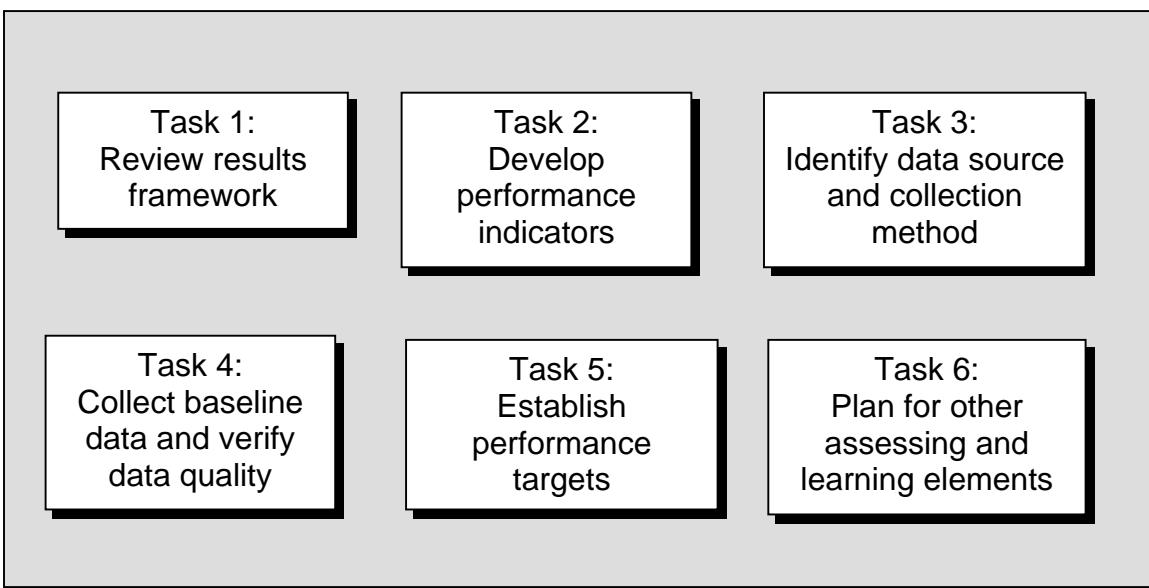
### Figure 1-1. Briefing Meeting Agenda

- ☐ Purpose of the meeting
- ☐ Introductions
- ☐ Review and agree on the workplan
- ☐ Discuss expectations
- ☐ Agree on roles and responsibilities
- ☐ Questions and answers

Once the first three steps are completed, the team leader usually conducts a team briefing meeting to get the team on the same page, particularly in terms of the final product, the workplan, and assigned responsibilities. Focus on explaining the team leader's expectations and clarifying team members concerns and questions. Also take the opportunity to introduce team members not familiar with one another. The team leader should bring copies of the materials to be discussed at the meeting. Figure 1-1 presents elements of a meeting agenda.

## Part 2: Develop the PMP

Part 2 of the Toolkit focuses on how to develop a comprehensive PMP. Each of the six tasks below have a number of sub-tasks associated with them. These will be explored in detail in the following pages.



Before discussing the PMP development process in detail, keep in mind some guiding principles for PMP development.



### CONSIDER THIS – Guiding Principles of PMP Development:

- **The PMP is the foundation for a sound performance management system.** A good PMP is a useful tool for management and organizational learning - it provides intelligence for decision-makers, and thus serves as a constant desk reference to guide the assessment of results. A good PMP is updated annually to ensure maximum use for decision-making. The PMP is NOT something developed only to satisfy Washington and then left to collect dust.
- **An effective monitoring system yields performance information that helps “tell your story” better.** Your ability to communicate the achievement of development results and share lessons learned is dependent on your ability to collect useful performance information.
- **Performance indicators are the basis of the PMP.** Effective performance monitoring starts with indicators that are direct, objective, practical, and adequate. Indicators are useful for timely management decisions and credibly reflect the actual performance of USAID-sponsored activities.

- **Performance monitoring is based on access to and use of data that is of reasonable quality given the reality of the situation.** Your team's management decisions should be based on data that is reasonably valid, reliable, and timely. Good performance monitoring systems include regular data quality assessments.
- **A good PMP helps the SO team focus on what's important.** The PMP provides the conceptual framework around which the SO team prioritizes and carries out its work. A PMP helps clearly assign accountability for results. It also outlines the mechanisms through which these results are shared both internally with employees and externally with partners and other stakeholders.
- **Effective leadership makes for a smoother process.** Every SO team member is responsible for the success of the SO. However, teams who work in Operating Units where the leaders of the unit (e.g., mission directors, SO team leaders, program officers) agree on the importance of a sound performance management system, and demonstrate its value by using it, will generally be more enthusiastic about participating in the process and using the information that results from it. Effective leadership also means creating a learning environment for results reporting that is seen by the staff as positive, not punitive.

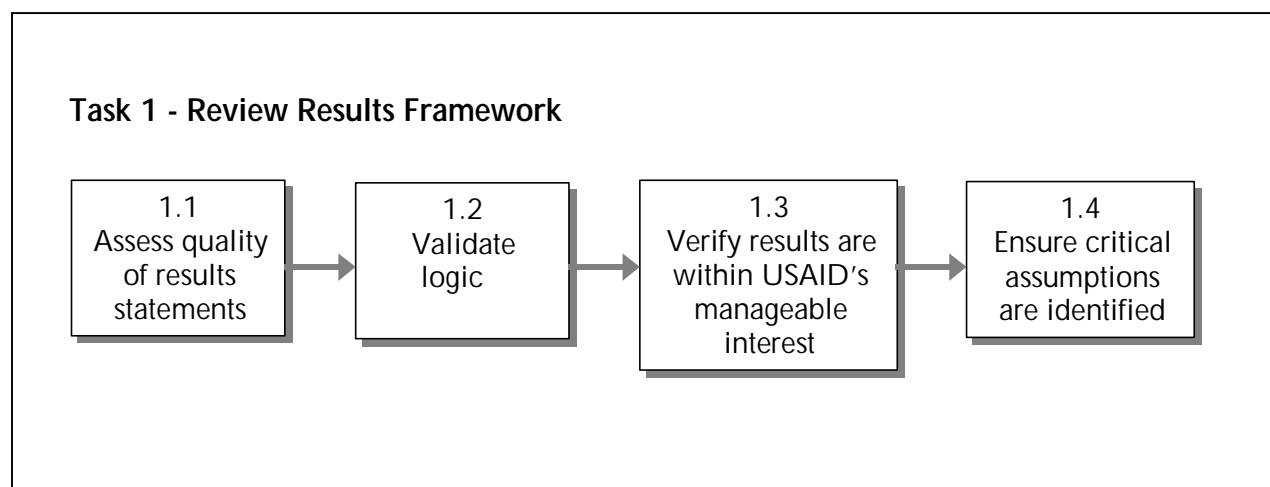


**CONSIDER THIS – Involve Customers, Partners and Stakeholders:** Your customers, stakeholders, and partners will play an important role in performance management. As such, their participation deserves special mention as a guiding principal. Where appropriate, you should:

- Include stakeholders when developing Performance Management Plans and collecting, interpreting, and sharing information and experience
- Communicate Results Framework indicators to implementing partners and explain how their performance data feeds into the goals and objectives of the Operating Unit.
- Encourage implementing partners to use common definitions and descriptors of performance indicators
- Consider the special information needs of partners. Wherever feasible, integrate your performance monitoring and evaluation activities with similar processes of your partners
- Help partners develop their own performance monitoring and evaluation capacity
- Consider the financial and technical assistance resources needed to ensure stakeholder participation in performance monitoring and evaluation

## Task 1 - Review Results Framework

The purpose of this task *is not* to develop a Results Framework from scratch. This would already have been done during the development of the Strategic Plan. In preparation for a PMP, however, it is often useful to conduct a quick review of Results Framework to validate the implied cause-effect relationships and ensure that all results are within USAID's manageable interest. The process of reviewing results statements can be broken down into four sub-steps.



### Key Definitions, ADS Guidance and Helpful Resources



**KEY DEFINITIONS:** The following definitions are relevant to this PMP development task:

- **Result:** A significant, intended, and measurable change in the condition of a customer, or a change in the host country, institutions or other entities that will affect the customer directly or indirectly. Results are typically broader than USAID-funded outputs, and required support from other donors and partners not within USAID's control.
- **Results Framework:** A planning, communications and management tool, which conveys the development hypothesis implicit in the strategy and the cause-effect linkages between the Intermediate Results (IR) and the Strategic Objective (SO). A Results Framework includes the SO and the IRs necessary to achieve the SO, whether funded by USAID or its partners. It includes any critical assumptions that should hold for the development hypothesis to lead to achieving the relevant objective. Typically, it is laid out in graphic form supplemented by a narrative.
- **Strategic Objective (SO):** The most ambitious result that a USAID Operating Unit, along with its partners, can materially affect, and for which it is willing to be held accountable within the time period of the Strategic Objective. SOs can be designed for an Operating Unit to provide analytic, technical, logistical, or other types of support to the SOs of other Operating Units (whether bilateral, multi-country, or global in nature)

- **Intermediate Result (IR):** An important result that is seen as an essential step to achieving a Strategic Objective. IRs are measurable results that may capture a number of discrete and more specific results.
- **Development Hypothesis:** A narrative description of the specific causal linkages between IRs and a SO that are expected to lead to the achievement of the SO. The hypothesis is based on sound development theory, knowledge and experience within the context of a specific SO. Generally, the term refers to plausible linkages and not statistically accurate relationships
- **Manageable Interest:** The concept of manageable interest recognizes that achievement of results requires joint action on the part of many other actors such as host country governments, institutions, other donors, civil society, and the private sector. When an objective is within USAID's manageable interest, it means we have reason to believe that our ability to influence, organize, and support others around commonly shared goals can lead to the achievement of desired results, and that the probability of success is high enough to warrant expending program and staff resources. A result is within an entity's manageable interest when there is sufficient reason to believe that its achievement can be significantly and critically influenced by interventions of that entity.

#### **ADS Guidance for Results Frameworks (ADS 201.3.7.3)**

A Results Framework should:

- ☐ Succinctly capture the key elements of the development hypothesis for achieving a SO (program intent and content)
- ☐ Clearly state results at SO and IR levels
- ☐ Provide sufficient detail and causal linkages to diagram the development hypothesis
- ☐ Use results statements that are measurable and feasible during the planned life of the SO given anticipated resource levels
- ☐ Propose a preliminary PMP
- ☐ Incorporate critical assumptions
- ☐ Identify any results to be achieved through other SOs that would significantly support achievement of IRs in the Results Framework.

#### **Helpful Resources to Learn More about Reviewing Results Frameworks**

- ADS Chapter 201 - Planning ([www.usaid.gov/pubs/ads/200/](http://www.usaid.gov/pubs/ads/200/))
- TIPS13: Building a Results Framework ([www.dec.org/pdf\\_docs/PNACA947.pdf](http://www.dec.org/pdf_docs/PNACA947.pdf))
- Handbook of Democracy and Governance Program Indicators ([www.dec.org/pdf\\_docs/PNACC390.pdf](http://www.dec.org/pdf_docs/PNACC390.pdf))

Ideally, all of the tasks below can be best accomplished through a facilitated session of your entire SO team. The techniques and tools to help guide you through this process are:



#### **TECHNIQUE – Assess Results Framework in a Facilitated Session:**

Conducting the quality assessment of a Results Framework in a facilitated session of your entire team ensures that all team members understand the logic and reasoning behind each result statement. **Helpful Hint 1: Facilitating Group Discussions and Decision-Making** provides some tips and techniques for



facilitating group sessions.



**WORKSHEETS 3 and 4– Results Statements Assessment and Results Framework Assessment:** Refer to Worksheets 3 and 4 as you read through each of the tasks below. These worksheets can be useful for guiding the team through the facilitated discussion of each Results Framework element.

### 1.1 Assess quality of results statements

Good performance indicators start with good results statements that people can understand and agree on. Therefore, begin the PMP development process by reviewing SOs and IRs to make sure that each individual results statement is of good quality. Using Worksheet 3, you can determine if your results statement is:

- Measurable and objectively verifiable
- Meaningful and realistic
- Focused on USAID's strategic commitments
- Customer or stakeholder driven
- Can be materially affected by the Operating Unit and its partners (within manageable interest)
- Statement of results – not an activity, process or output
- Uni-dimensional – not a combination of results



**CONSIDER THIS – Rules of Thumb for Results Statement Review:** Some rules of thumb to keep in mind when reviewing results statements are:

- **Avoid overly broad statements.** Which specific aspects of the result will program activities emphasize?
- **State results as future completed actions.** The statement should describe the end state that is desired as result of the activity.
- **Use strong action verbs.** This makes results easier to implement. Examples of strong action verbs are: constructed, eradicated, or reduced. Examples of weak action verbs are: enhanced, liaised, or coordinated.
- **Be clear about what type of change is implied.** What is expected to change -- a situation, a condition, the level of knowledge, an attitude, or a behavior? Is the expected change an absolute change, relative change, or no change?
- **Identify more precisely the specific targets for change.** Who or what are the specific targets for the change? Is change expected to occur among individuals, families, groups, communities, regions?
- **Study the activities and strategies directed at achieving change.** Is the expected relationship between activities and their intended results direct or indirect?

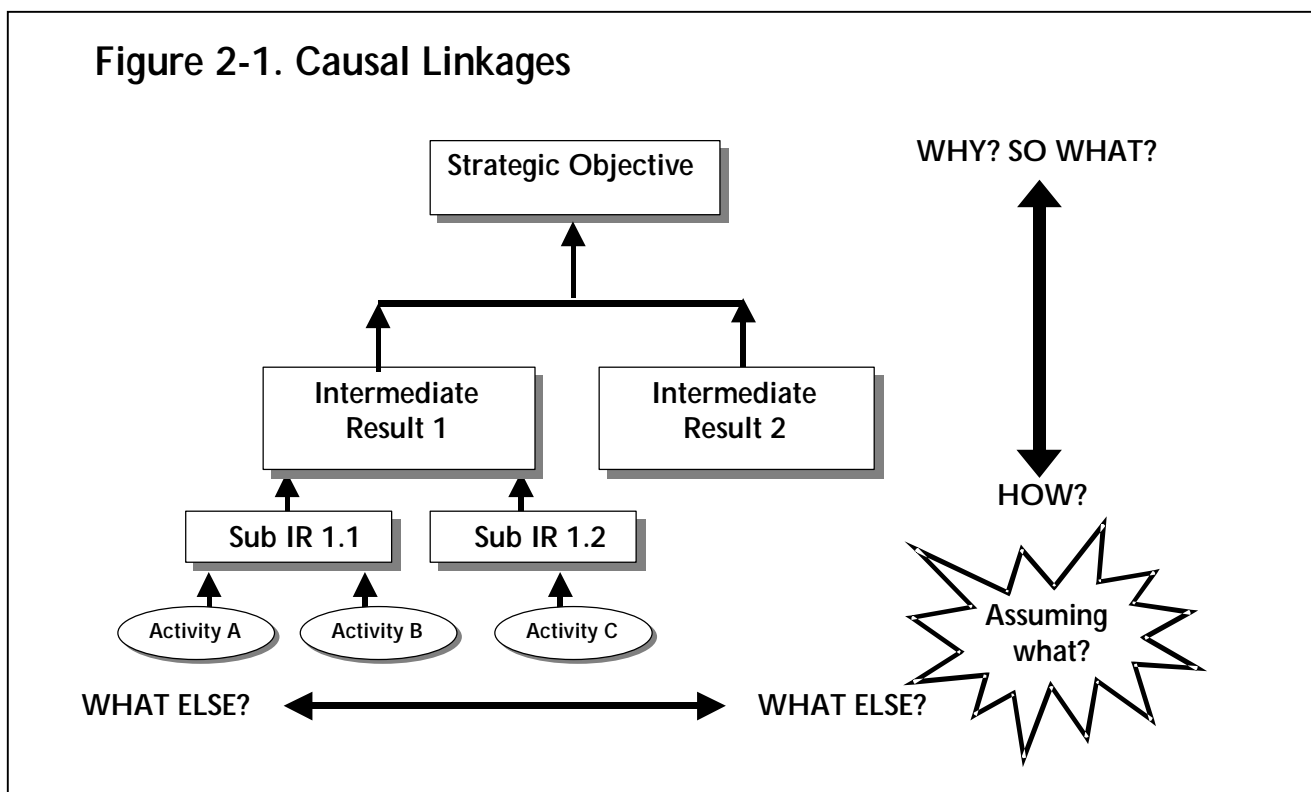


## 1.2 Validate logic

### Causality

The linkages up the Results Framework should be **causal** -- achievement of one result is necessary for, and contributes to, achievement of the other. The causal connection between two IRs or between an IR and a SO in a Results Framework should also be **direct**. You should not need to infer additional IRs to understand the linkage between two results, or accept many or broad assumptions to move from a “lower” result to a “higher” result or SO.

Figure 2-1 illustrates this requirement for causal linkages within the Results Framework.



As you move up the framework, you should be able to answer the questions “*why* does this matter?” and “*So what* if we do this?” The result that emerges in response to those questions is the SO statement.

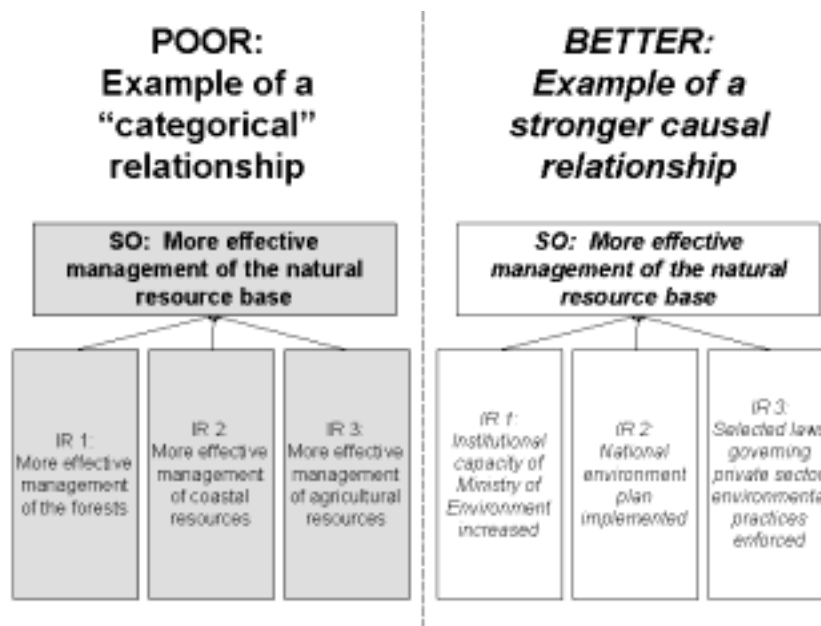
As you move down the framework, you should be able to answer the question “*how* do we cause this effect?” This question does *not* refer to the activities needed to achieve the result but to other Intermediate Results needed to achieve the higher-level result.

A problem that occurs commonly in results frameworks is that they are *not* set up with a causal logic. Instead, the relationship between the results is set up to be categorical, definitional or chronological. The next few paragraphs illustrate these three common logical flaws with examples and shows how they can be rectified.

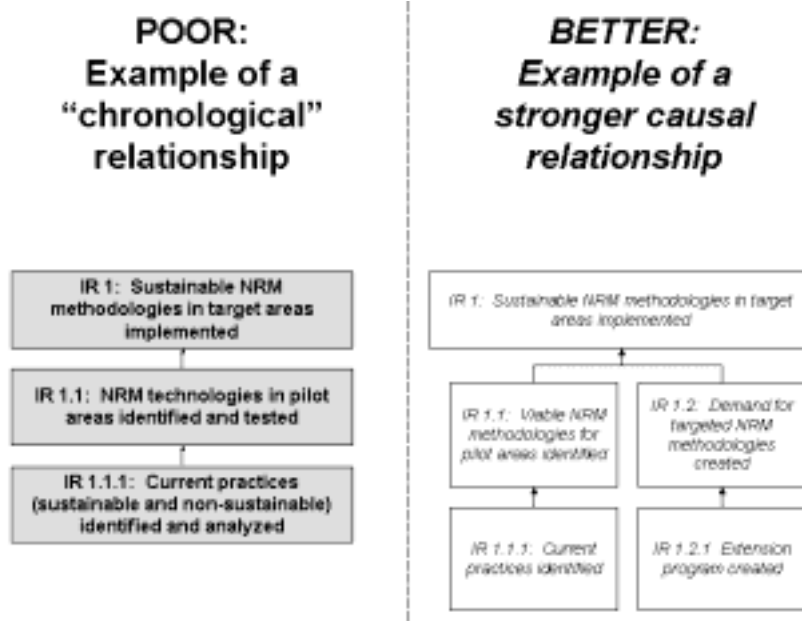
In the first example, below, what is the difference between the SO-level result and the Intermediate Result? If your IR is a restatement or a clarification of your SO, then your IR is probably acting as a *definition* of another level. Instead, you want the lower level result(s) to cause the achievement of the higher-level result.



In the second example, below, the Intermediate Results are sub-categories of the SO-level result. As yourself how you would measure each of the four results statements on the left side. For each result statement, you would be measuring an aspect of “effective management”, but with a different kind of organization. If it sounds like the same indicator (just disaggregated for each result), then the levels of your results frameworks are probably *categories* of the same result. Instead, you want the lower levels of the results framework to *cause* the achievement of a higher-level result.



The third example, below, does not make it clear what specific problems or constraints the planners are trying to address to get to the key IR. The two sub-IRs are important steps in the process of arriving at IR 1, but they do not describe results that *cause* the IR 1. Although the lower level results may be more linked to specific activities, be careful that your results framework does not represent a *chronological workplan* of activities (first do step one, then do step two, then...). Instead, you want the lower levels of the results framework to *cause* the achievement of a higher-level result.



## USAID partner results

As one moves across the IRs and sub-IRs of the framework, one should be able to answer the question “*what else* is required to achieve the above result?” The logic of the development hypothesis is strengthened when the Intermediate Results of other USAID partners have been considered. However, while it is essential to consider USAID partner results, it is not necessary that all of the Intermediate Results be reflected in the Results Framework itself. In fact, only the results that are most relevant and critical to achieving the SO may be included.

However, since SO teams are encouraged to document USAID partner results in the accompanying narrative to the Results Framework, you may want to refer to this documentation if there are any questions as to whether all of the critical results have been considered. In general, the more thoroughly and specifically the contributing Intermediate Results are determined, the stronger the logic of the hypothesis and the greater the chances of being able to manage activities for the achievement of the Strategic Objective.

### 1.3 Verify results are within USAID's manageable interest

The ADS list of definitions (200.6.B) states that a result is within an entity's manageable interest "when there is sufficient reason to believe that its achievement can be significantly and critically influenced by interventions of that entity." Even though USAID recognizes that development outcomes require joint action on the part of many other actors than itself (e.g., host country governments, other donors, civil society), the Agency seeks to ensure that the objectives it sets for itself are within its own manageable interest. Manageable interest gives USAID reason to believe that its ability to influence, organize, and support others around commonly shared goals can lead to the achievement of desired results, and that the probability of success is high enough to warrant expending program and staff resources.

Verifying that all results within an Operating Unit's Results Framework are within the Agency's manageable interest holds managers accountable for the results stated in the Results Framework. Good results statements will reflect a realistic level of accountability. The SO is the highest result that the Operating Unit, working with its partners, can expect to materially affect and for which it is willing to be held accountable.

Poor Examples	Good Examples
SO: Broad-based sustainable economic growth	SO: Increased employment in the formal, off-farm private sector
SO: Reduced population growth	SO: Reduced fertility

As earlier discussed, the causal connections between the IRs and SO should also be reasonable.

Poor Examples	Good Examples
SO: Increased use of modern contraception IR: Improved training of health care providers	SO: Increased use of modern contraception IR: Increased availability of contraceptive services and commodities
SO: Increased off-farm employment IR: Increased citizen's skills for private sector development	SO: Increased-off farm employment IR: Increased number of formal private sector enterprises

### 1.4 Ensure critical assumptions are identified

Every result involves risks (e.g., events, conditions, or decisions) that could cause it to fail. Risks outside the direct control of the SO team are called assumptions.

A *critical assumption* is defined as a general condition under which the development hypothesis or strategy for achieving the objective will hold true. Assumptions complete the "if/then" logic (describing the necessary conditions between each level) by adding the "if/AND/then" logic (describing the necessary and sufficient conditions between each level). You can determine the assumptions by asking the question "what conditions should exist in addition to my objectives in order to achieve the next level?"



**CONSIDER THIS – Importance of Clarifying Critical Assumptions:** As you identify critical assumptions that underpin your development hypothesis, keep in mind why clarifying critical assumptions is important to the PMP development process:

- Identifies what is beyond the program/activity manager's control
- Provides shared judgment of the probability of success
- Promotes realistic program and activity design
- Improves communication between the program/activity manager and the SO team

At the planning stage, assumptions help identify risks that can be avoided by incorporating additional components into the Results Framework itself. In activity execution, assumptions indicate the factors that SO teams should anticipate, try to influence, and develop contingency plans for in case things go wrong.

Do not confuse critical assumptions that are outside the control of USAID and its partners, with results. Critical assumptions reflect conditions likely to affect the achievement of results in the Results Framework - such as the level of political commitment to women's empowerment or the openness of export markets. A critical assumption differs from an IR in that the IR represents a focused and discrete outcome that specifically contributes to the achievement of the SO.

Be realistic when identifying critical assumptions and avoid defining critical assumptions that have a comparatively low chance of holding over the duration of the Strategic Plan. For example, an assumption such as no outbreak of war is surely an important condition, however, it does not help the design of the Results Framework. If a war were to occur, it is probably self evident that the program would suffer.

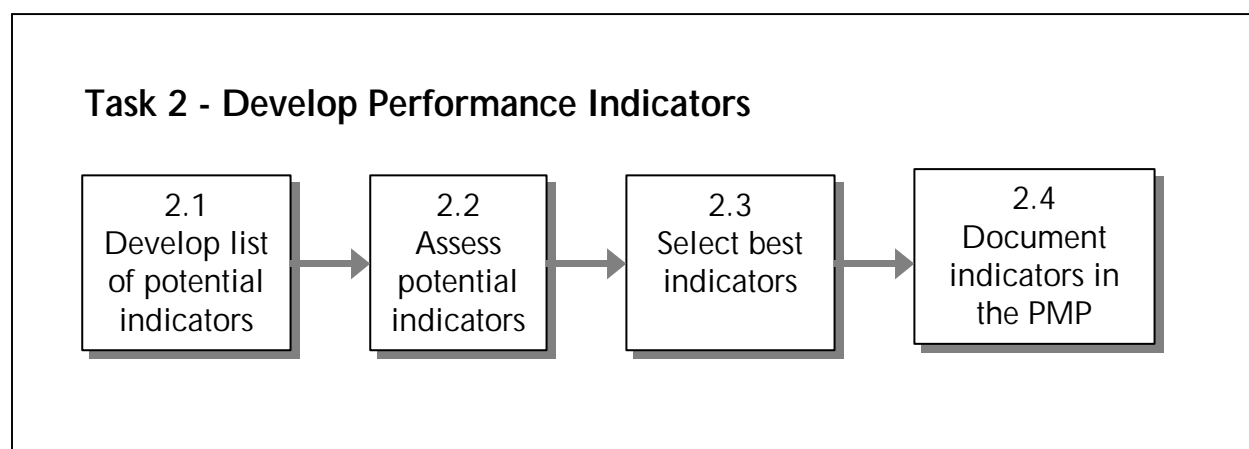
Finally, recognize that critical **assumptions can be found at every level** within the Results Framework. And remember that they should be **continuously monitored** to ensure that development hypothesis is built around valid assumptions.

## Task 2 – Develop Performance Indicators

To manage for results, you need reliable and timely data. Performance indicators specify the data that the SO team will collect in order to measure program progress and compare actual results over time against what was planned. Performance indicators can also be used to:

- Orient and motivate operating unit staff toward achieving results
- Better communicate USAID achievements to host country counterparts, other partners and customers
- Clearly and consistently report results achieved to USAID stakeholders, including Congress, Office of Management and Budget, and citizens.

The process of developing performance indicators can be broken down into four sub-steps.



### Key Definitions, ADS Guidance and Helpful Resources



**KEY DEFINITIONS:** The following definitions are relevant to this PMP task:

- **Performance Indicator:** A particular characteristic or dimension used to measure intended changes defined by a Results Framework. Performance indicators are used to observe progress and to measure actual results compared to expected results. Performance indicators help to answer “how” and “if” an Operating Unit or SO team is progressing towards its objective, rather than “why” such progress is or is not being made. Performance indicators may measure performance at any level of a Results Framework.
- **Outcome:** A result sought by USAID. In ADS Chapters 200-203, the term “outcome” is equivalent to “result”
- **Output:** A tangible, immediate and intended product or consequence of an activity within USAID’s control. Examples of outputs include people fed, personnel trained, better technologies developed and new construction. Deliverables included in contracts will generally be considered outputs, as will tangible products and consequences of USAID grantees.

### Characteristics of Good Performance Indicators (ADS203.3.4.2)

Good performance indicators generally exhibit the following characteristics:

- ❑ **Direct:** An indicator should closely track the result it is intended to measure. When direct indicators cannot be used because of costs or other factors, a reasonable proxy indicator may be used.
- ❑ **Objective:** Objective indicators are operationally precise and uni-dimensional. They should be unambiguous about what is being measured and what data are being collected.
- ❑ **Useful for Management:** Indicators should be useful for management purposes at relevant levels of decision making
- ❑ **Practical:** An indicator is practical if data can be obtained in a timely way and at reasonable cost.
- ❑ **Attributable to USAID:** Performance indicators should measure change that is clearly and reasonably attributable, at least in part, to the efforts of USAID. That is, indicators should credibly reflect the actual *performance* of the Strategic Plan.
- ❑ **Timely:** Performance data should be available when they are needed to make decisions.
- ❑ **Adequate:** Taken as a group, a performance indicator and its companion indicators should be the minimum necessary to ensure that progress toward the given results is sufficiently captured.

### Helpful Resources to Learn More about Developing Performance Indicators

- ADS Chapter 203, [www.usaid.gov/pubs/ads/200/200.pdf](http://www.usaid.gov/pubs/ads/200/200.pdf)
- TIPS 6: Selecting Performance Indicators, [www.dec.org/pdf\\_docs/pnaby214.pdf](http://www.dec.org/pdf_docs/pnaby214.pdf)
- TIPS 12: Guidelines for Indicator and Data Quality, [www.dec.org/pdf\\_docs/pnaca927.pdf](http://www.dec.org/pdf_docs/pnaca927.pdf)
- TIPS 14: Monitoring the Policy Reform Process, [www.dec.org/pdf\\_docs/pnaca949.pdf](http://www.dec.org/pdf_docs/pnaca949.pdf)
- TIPS 15: Measuring Institutional Capacity, [www.dec.org/pdf\\_docs/pnacn612.pdf](http://www.dec.org/pdf_docs/pnacn612.pdf) and [www.dec.org/pdf\\_docs/pnacg624.pdf](http://www.dec.org/pdf_docs/pnacg624.pdf)
- Handbook of Democracy and Governance Program Indicators, [www.dec.org/pdf\\_docs/PNACC390.pdf](http://www.dec.org/pdf_docs/PNACC390.pdf)

#### 2.1 Develop list of potential indicators

Each result usually has many possible indicators, some of which will be more appropriate and useful than others. Start with a list of potential indicators and then narrow down the list to a final set based on a set of criteria.



**TECHNIQUE – Use Current Resources to Identify Potential Indicators:** Tap information from some of these resources to help identify potential indicators.

- Your portfolio of activities
- USAID Annual Report Database ([www.dec.org/partners/ardb/](http://www.dec.org/partners/ardb/))
- USAID sector expertise (Pillar and Regional Bureaus; other Operating Units)
- Internal brainstorming by SO team
- Experience of other Operating Units with similar indicators
- External sector/regional experts
- Handbooks of sector indicators

- The Internet (for indicators used by other organizations)

The key to creating a useful list of potential indicators is to view the desired result in all its aspects and from all perspectives. Another best practice is to use a participatory approach in selecting performance indicators. Collaborating closely with development partners, host country counterparts, and customers at each step of the indicator selection process has many benefits. It makes good sense to draw on the experience of others and obtain their consensus throughout the process.

## 2.2 Assess potential indicators

Once the list of potential indicators is developed, assess each potential indicator. The quality of a potential indicator can be assessed to determine if it is:

- Direct
- Objective
- Useful for Management
- Practical
- Attributable to USAID and its partners
- Timely
- Adequate



**WORKSHEET 5 – Performance Indicator Quality Assessment:** In the following discussion, use Worksheet 5 to help document your assessment of each potential indicator.

**DIRECT:** The performance indicator should closely track the result it is intended to measure.

Poor Example (Direct)	Good Example (Direct)
Result: Increased conservation of natural habitats	Result: Increased transfer of environmentally sustainable farming practices
Indicator: Number of park visitors	Indicator: Number of farmers using X number of specific environmentally sustainable practices

If direct indicators are not feasible, then use credible proxy measures. **Proxy indicators** are an indirect measure of a given result.

Poor Example (Proxy Indicator)	Good Example (Proxy Indicator)
Result: Increased conservation of natural habitats	Result: Increased transfer of environmentally sustainable farming practices
Direct Indicator: Number of park visitors	Direct Indicator: Percent of farmers using X number of specific environmentally sustainable practices
Proxy Indicator: Percent of park costs met from	Proxy Indicator: Number of farmers <i>trained to</i>

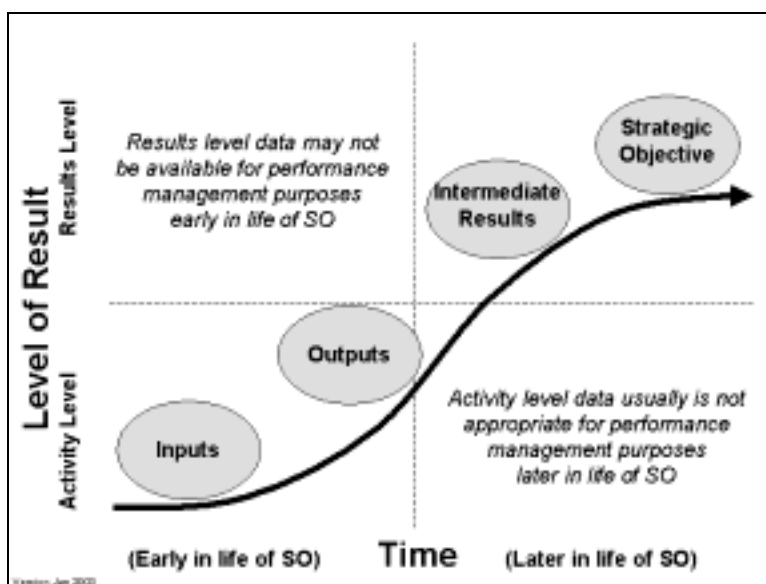


Poor Example (Proxy Indicator)	Good Example (Proxy Indicator)
private sources	use X number of specific environmentally sustainable practices.

**OBJECTIVE:** Performance indicators should be unambiguous about what is being measured. Thus, it should be uni-dimensional (should measure only *one* phenomenon at a time) and be precisely defined in the PMP.

Example (Precisely Defined)	Example (Uni-dimensional)
Result: Improved performance of export firms	Result: Improved access to basic education
Precise Indicator: % of export firms experiencing an annual increase in revenues of at least 5%	Uni-dimensional Indicator: Primary school enrollment
Imprecise Indicator: Number of successful export firms	Multi-dimensional Indicator: Primary school enrollment and literacy rates

**USEFUL FOR MANAGEMENT:** Performance indicators should be useful for the relevant level of decision-making (at the SO team, Operating Unit or Agency level). Avoid collecting and reporting information that is not used to support program management decisions. As discussed in ADS 203.3.2, Operating Units usually have varying information needs for decision-making depending on where the Operating Unit is in implanting the SO.



**PRACTICAL:** Operating Units should select performance indicators for which data can be obtained at reasonable cost and in a timely fashion. Data that are very costly to procure are of limited use. Data collection costs, in terms of both human and financial resources, is an important consideration. In general, the cost of collecting data for an indicator should not exceed the management utility of the data. A good rule of thumb is that costs to an Operating Unit for performance monitoring and evaluations should normally range between three to ten percent of the total budget for the Strategic Objective (see ADS 203.3.2.2).

**ATTRIBUTABLE TO USAID AND ITS DEVELOPMENT PARTNERS:** Performance indicators included in the PMP should measure changes that are clearly and reasonably attributable, at least in part, to USAID efforts. Attribution exists when the outputs produced by USAID financed activities have a logical and causal effect on the results being measured by the performance indicator. Attribution is based upon a solid and credible development hypothesis that is reflected in the Results Framework, combined with a strong causal link between outputs of activities and the Intermediate Results measured.

Indicators Attributable to USAID
<p>A simple way to assess attribution is to ask the question:</p> <ul style="list-style-type: none"><li>➤ If there had been no USAID activity, would the result have been different?</li></ul> <p>If the answer is “no,” then there is likely an attribution issue and a more suitable indicator should be sought.</p>



**TIMELY:** Performance information should be available when it is needed to make management decisions.

The necessary timeliness of the data really depends upon the nature of the decision to be made though experience suggests that information for managing activities should be available on a quarterly basis.

In some cases—humanitarian crises, for example—daily information may be required. For most routine SO team level decisions, however, data should be regularly available from performance monitoring systems. Even data that are available on an annual basis may not be as useful for addressing routine management issues as data that are available more frequently.

Data that are collected infrequently (every 2-5 years), or with a substantial lag time (longer than a year), may be useful for tracking long-term trends and confirming the accuracy of lower-level data. Such indicators should be supplemented with other performance indicators (direct or proxy), which are able to reflect program performance on a more frequent basis.

**ADEQUATE:** The PMP should contain only as many indicators as are necessary and cost effective for management and reporting purposes.

Strike a balance between having too many indicators, which can increase the cost of collecting, and analyzing the data, and too few indicators, which could be insufficient to assess progress. The general rule of thumb is two to three indicators per result, but this may differ depending on the:

- Complexity of the result being measured
- Level of resources available for monitoring performance
- Amount of information needed to make reasonably confident decisions

Poor Example (Adequate)	Good Example (Adequate)
Result: Increased use of child survival services  Indicator: DPT3 vaccination rate	Result: Increased use of child survival services  Indicator: DPT3 vaccination rate Indicator: Oral rehydration therapy use rate Indicator: Acute respiratory infection case management rate



### CONSIDER THIS: Reflecting Gender Considerations in Performance Indicators

Men and women have different access to development programs and are affected differently by USAID activities. USAID seeks to understand these differences, to improve the efficiency and overall impact of its programs, and to ensure that both women and men have equitable access to development activities and their benefits.

Agency guidance (ADS 203.3.4.3) provides that performance management systems and evaluations at the SO and IR levels **SHOULD** include gender-sensitive indicators and sex-disaggregated data when the technical analyses supporting the SO, the IRs or the activities demonstrate that:

- The activities or their anticipated results involve or affect women and men differently
- This difference is potentially significant for managing towards sustainable program impact.

Poor Example (Disaggregated)	Good Example (Disaggregated)
SO: Increase foreign exchange revenues  IR: Increased tourism receipts ➤ Number of male tourists ➤ Number of female tourists	SO: Increased agricultural production  IR: Increased adoption of improved production technologies ➤ Number or % of male-headed farm households adopting improved technology ➤ Number or % of female-headed farm household adopting improved technologies

If it is too difficult to track and report sex-disaggregated data, the Agency encourages Operating Units to use performance indicators that may assess gender impact indirectly.

Operating units should also consider gender when determining how data will be collected. For example, using only men to collect data may not yield an accurate data set if societal norms restrict social relations between the sexes.

Table 2-1 demonstrates how indicator data can be disaggregated.

**Table 2-1. Data Disaggregation and Analysis, by Indicator**

Performance Indicator:	Analyze by:				Additional Analysis by:
	Aggregate	Activity	Gender	Youth / Adult	
IR 3.1.1 Vulnerable Communities Better Able to Meet Their Own Needs					
- Value of external contributions to community development projects, by source	✓	✓			Cash, Material, Labor, Source
- Number of community development projects completed	✓	✓			Project Type, Region
- Number of direct beneficiaries under IR 3.1.1	✓	✓	✓	✓	Intervention Type



**CONSIDER THIS – Quantitative versus Qualitative Indicators:** The concept of quantitative versus qualitative indicators has been a subject of frequent discussion over the past few years. New Agency guidance indicates a shift away from the approach that indicators should be quantitative rather than qualitative. Because quantitative indicators are numerical (e.g., number or percentage of dollar value, tonnage) versus the descriptive, qualitative indicators (e.g., description of the status of an intended result, analysis of documents, documented observations, representative case descriptions), their numerical precision tends to lead to more agreement on the interpretation of results. However, qualitative indicators can supplement the numbers and percentages with a richness of information that brings a program's results to life.

Agency guidance (ADS 203.3.4.1) states that indicators may be quantitative or qualitative. You are expected to select the type of indicator that is most appropriate for the result being measured. If a qualitative indicator is determined to be most appropriate, you should:

- Clearly define each term used in the measure
- Make sure to document all definitions
- Find other ways (such as using rating scales) to minimize subjectivity

#### Quantitative vs. Qualitative Indicators

When selecting indicators, ask yourself:

- Can we get meaningful information by using quantitative indicators?
- Can we get objective, convincing information by using qualitative indicators?
- Can we quantify our qualitative indicators without losing important information?
- Do we need a mix of the two?



**TECHNIQUE – Use Scales, Indexes, and Scorecards for Hard-to-Measure Results:** *Helpful Hint 2: Indicators for Hard-to-Measure Results* describes several methods that can be used to develop indicators that quantify complex results. The methods are: rating scales, milestone scales, indexes, and scorecards. These tools help to introduce a measure of objectivity to inherently

subjective measures. When using scales, indexes, and scorecards, keep in mind validity and reliability. Figure 2.3 presents an example of rating system that converts a qualitative assessment to a quantitative indicator.

**Figure 2-3. Transforming Qualitative Data into Quantitative Performance Measures**

To measure an IR that emphasizes improvements in quality of maternal and child health services, USAID/Yemen devised a scale that transforms qualitative information about services into a rating system against which targets can be set:

- 0 points = Service not offered
- 1 point = Offers routine antenatal care
- 1 point = Offers recognition and appropriate management of high risk pregnancies
- 1 point = Offers routine deliveries
- 1 point = Offers appropriate management of complicated deliveries
- 1 point = Offers post-partum care
- 1 point = Offers neonatal care

Score:  $\frac{\text{Total actual service delivery points}}{\text{Total possible service delivery points}}$

*(Adapted from TIPS 8 – Establishing Performance Targets)*

Another interesting example of how to document progress towards results is the approach used by USAID/Mozambique in the early 1990's. This approach is presented in Figure 2.4.

Lastly, TIPS 14: Monitoring the Policy Reform Process ([www.dec.org/pdf\\_docs/pnaca949.pdf](http://www.dec.org/pdf_docs/pnaca949.pdf)) and TIPS 15: Measuring Institutional Capacity ([www.dec.org/pdf\\_docs/pnacn612.pdf](http://www.dec.org/pdf_docs/pnacn612.pdf)) provide detailed guidance for selecting indicators that measure progress in the areas of policy reform and institutional capacity building.

**Figure 2.4 Performance Monitoring Challenge: War-to-Peace Transition  
USAID/Mozambique, 1992-1995**

**Our Problem**

How to monitor an array of people-level changes across a vast territory, in the absence of transport and communications infrastructure, data sources, and security?

**Our Solution**

- ✓ **Select a small number of sites** that can be visited safely  
(we chose six providing a range of “baseline” conditions: north/center/south; isolated/accessible; more or less affected by war/drought)
- ✓ **Mobilize existing staff** to form a small team for each site that crosses all technical/ sectoral lines; schedule regular visits; arrange logistics so trips are short and easy as possible  
(3-person teams worked well; only 2 of the 3 ever needed to travel at one time; Americans were balanced with FSN/TCN staff; tried not to put two agriculture or two health staff on the same team; quarterly visits worked best)
- ✓ **Develop a simple site visit guide**, covering all topics of interest, to be used systematically by teams visiting all sites to “tell the story”  
(ours included (i) questions to ask a key informant about the overall situation in the site, (ii) questions to ask a “typical” person about his own circumstances/perceptions, and (iii) observations for the monitors to make during each visit; together these addressed food security, health and nutrition, crops, access/transport, water, resettlement of displaced persons, perceptions of security, openness of political activity, schools, market development, land mines, demobilization/reintegration of combatants, intention to vote, etc.)
- ✓ **Take lots of photographs** -- gave each team an easy-to-use camera and lots of film/data disks; gave monitors ideas of what to photograph - encouraged them not to be shy; developed film/downloaded images and captioned them immediately after the trip; used pictures in as many ways as possible  
(“before and after” times series proved extremely important to our tracking, e.g. in one site a crossroads sign photographed quarterly was isolated and overgrown at the first visit but the center of a bustling truck/bus stop 18 months later, and our photographs showed every phase in this transformation; anything that strikes the monitor’s eye should be snapped, our high-impact images included beaming women showing off voter registration cards, food-for-work crews clearing 15-year-old trees from the middle of long-disused roads, etc.)
- ✓ **Insist on prompt reports** on each visit, but allow lots of latitude for report format  
(ours ranged from 12-page narratives to bulleted phrases in an email, but all were useful; the key is to get the report within a day of the team’s return and circulate it widely; encourage monitors to report statistics when they find them, but also to report and use qualitative information, since “the plural of anecdote is data”)
- ✓ **Organize occasional “all-Mission” meetings** to talk about the trends and implications of what the teams are reporting from the different sites  
(such sessions proved crucial as the transition period advanced and decisions needed to be made about moving from emergency relief approaches to “development” approaches; they also gave us a head start on developing our post-transition Strategic Plan)

The photographs and qualitative information we collected proved useful well beyond our Mission-level program management and results reporting. CDIE and other Agency units used our photographs and anecdotes to illustrate reports, evaluations, etc. We’ve now digitized the 1400-images and created a set of three CDs, retiring the photos while still accessing the images easily.

It didn’t work perfectly. Some monitoring teams fell apart at various points, especially as staff changed. Their performance varied considerably over the three years. It was difficult to shift gears from this approach to the formal “statistical” PMPs as we began our post-transition Strategic Plan in 1996. An investment in costly household surveys was needed to establish baselines. But overall this proved to be a richly rewarding approach to monitoring.

Prepared 3 October 2000; for more information contact Juliet Born at USAID/Mozambique (juborn@usaid.gov)

## 2.3 Select best indicators

The next step is to narrow the list to the final indicators that will be used in the performance monitoring system. They should be the optimum set that meets the need for management-useful information at a reasonable cost.



**TECHNIQUE – Select Best Indicators in a Brainstorming Session:** Involve all SO team members in selecting indicators using a facilitated approach. **Helpful Hint 3: Performance Indicator Brainstorming Session** has tips on facilitating the performance indicator selection session. Use your completed copies of Worksheet 4 to guide the team's discussions. Continue to use a collaborative approach when selecting the best indicators. Obtain input from all members of the SO team, your partners, sector experts and data collection experts.

Be selective. Remember the costs associated with data collection and analysis. Limit the number of indicators used to track each objective or result to a few (two or three). Select only those that represent the most basic and important dimensions of project aims.

If you find that a performance indicator does not meet all the criteria earlier discussed, you may revisit the indicator and revise it to meet the criteria. Otherwise, you will need to identify alternative indicators.

## 2.4 Document indicators in the PMP

Proper documentation will facilitate the maintenance of quality performance indicators and data.



**WORKSHEET 6 – Performance Indicator Reference Sheet:** Use Worksheet 6 to complete the SO/IR/Indicator section and the "Description" section. Note that Worksheet 6 behind the "Worksheets" tab, also includes detailed instructions for filling out the indicator reference sheet. By the end of Part 2 you will have completed the remaining sections of the worksheet. Table 2-2 presents an example of a completed performance indicator reference sheet.

**Table 2-2: Example of a completed Performance Indicator Reference Sheet (Worksheet 6)****Strategic Objective 5:** Increased Opportunities for Domestic and Foreign Investment**Intermediate Result 5.2:** Strengthened capacity of selected institutions to foster private enterprise**Indicator 5.2c:** Revenue generated by fee-based services at targeted associations**DESCRIPTION****Precise Definitions:**

*Revenue* means income from fee-based services. General membership fees cannot be counted. *Fee-based services* mean any training, workshop, publication, or internet based service that is offered to the association's entire membership (or segments of its membership) and for which a fee is levied. *Targeted associations* are AAA, BBB, and CCC. *Members* can be individuals and/or associations (and their members) that are members of the targeted association.

**Unit of Measure:** peso**Disaggregated by:** Name of each association

**Justification/Management Utility:** An increase in revenues from services to members is a direct measure of improved capability of the association to offer services that are valued (demonstrated by willingness of members to pay for the service) by its membership.

**PLAN FOR DATA ACQUISITION BY USAID****Data Collection Method:** Implementing partner conducts *document review* of internal records of targeted associations**Data Source(s):** Implementing partners XXX and YYY**Method of Acquisition by USAID:** Semi-annual monitoring reports from implementing partners submitted to USAID activity manager, with the above information, brief analysis, and detailed back up.**Frequency & Timing of Data Acquisition:** Semi-annually, January 31 and July 31.**Estimated Cost of Data Acquisition:** Low cost – part of data collection by targeted associations & implementing partners**Individual(s) responsible at USAID:** Jane Doe, Activity Manager**Individual responsible for providing data to USAID:** Raj Patel, Project M&E specialist**Location of data storage:** MS Excel File (S:\SO2\EG PMP\EG Performance data table.xls)**DATA QUALITY ISSUES****Date of Initial Data Quality Assessment:** See Assessment Report "Data Quality Assessments for Annual Report Indicators," for details.

**Known Data Limitations and Significance (if any):** For association BBB, initial data quality assessment revealed that revenue from services had been erroneously included with fee revenue in the baseline data. Transcription error was not material but was corrected immediately.

**Actions Taken or Planned to Address Data Limitations:** Error in data was corrected.**Date of Future Data Quality Assessments:** Q2 FY 2003**Procedures for Future Data Quality Assessments:** Incorporate into normal activity monitoring; schedule with activity monitoring field visit; review partner back-up data; interview responsible individuals in targeted associations.**PLAN FOR DATA ANALYSIS, REVIEW, & REPORTING****Data Analysis:** Summary data for all associations analyzed and summarized by USAID**Presentation of Data:** Bar or line graphs showing targets and actuals as well as disaggregation as noted above.**Review of Data:** Annual review of data by EG SO team during Portfolio Review; annual review by .....(insert name of activity manager) with target associations.**Reporting of Data:** Annual Report data tables and narrative; Activity Implementation Reviews (AIRs), Annual Portfolio Review.**OTHER NOTES**

**Note on Baselines/Targets:** Original baseline collected was not for entire CY2000. Recommend baseline data be collected in Jan 2001 and replace data collected in Nov 2000. (Note: Done in Jan 01). Targets will need to be set with partners.

**Other Notes:** None.**PERFORMANCE INDICATOR VALUES**

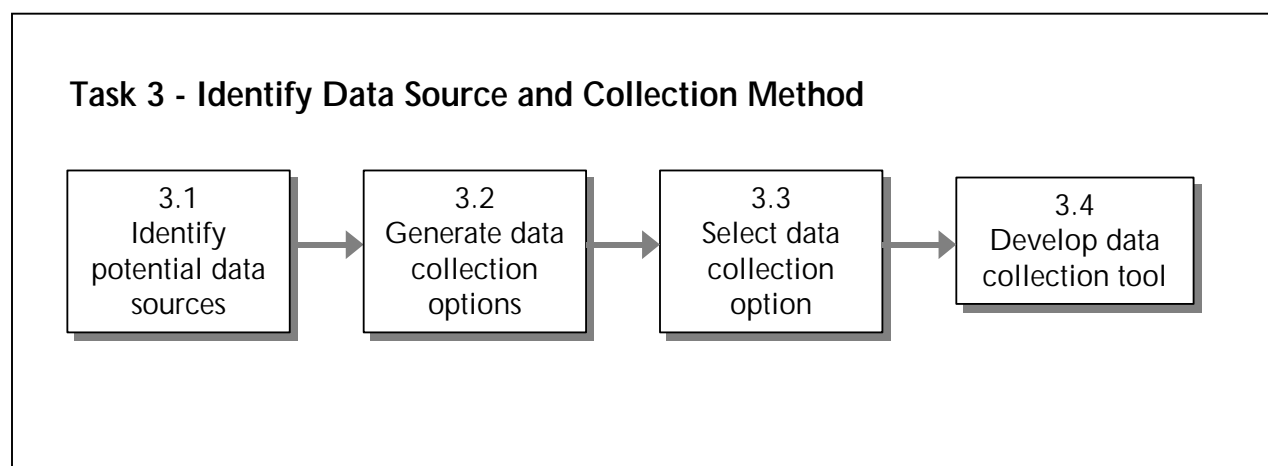
Year	Target	Actual	Notes
2000		Peso 400,000	Covers full CY 00. Collected Jan 01.
2001	Peso 600,000	Peso 565,000	
2002	Peso 1,000,000	Peso 980,000	

**THIS SHEET LAST UPDATED ON:** 4/08/03



### Task 3 – Identify Data Source and Collection Method

Data can be gathered and collected from a variety of sources using a variety of methods. Some methods are hands-on and highly participatory, while others are more exclusive and rely on the opinion of one or two specialists. In most cases, it is best to use more than one data collection method per SO. The process of identifying quality data sources and developing data collection methods can be broken down into four sub-steps (see Task 3).



### ADS Guidance and Helpful Resources

#### Good Practices in Data Collection (ADS 203.3.5.3c)

- ☐ Data are collected using methods to address and minimize sampling and non-sampling errors
- ☐ Written procedures are in place for data collection
- ☐ Data are collected by qualified personnel, and personnel are properly supervised
- ☐ Data are collected using a consistent collection process from year to year
- ☐ Safeguards are in place to prevent unauthorized changes to the data
- ☐ Source documents are maintained and readily available
- ☐ Duplicate data are detected

### Helpful Resources to Learn More about Data Collection

- ADS Chapter 203, [www.usaid.gov/pubs/ads/200/203.pdf](http://www.usaid.gov/pubs/ads/200/203.pdf)
- TIPS 1: Conducting a Participatory Evaluation, [www.dec.org/pdf\\_docs/pnabs539.pdf](http://www.dec.org/pdf_docs/pnabs539.pdf)
- TIPS 2: Conducting Key Informant Interviews, [www.dec.org/pdf\\_docs/pnabs541.pdf](http://www.dec.org/pdf_docs/pnabs541.pdf)
- TIPS 3: Preparing an Evaluation Scope of Work, [www.dec.org/pdf\\_docs/pnaby207.pdf](http://www.dec.org/pdf_docs/pnaby207.pdf)
- TIPS 4: Using Direct Observation Techniques, [www.dec.org/pdf\\_docs/pnaby208.pdf](http://www.dec.org/pdf_docs/pnaby208.pdf)
- TIPS 5: Using Rapid Appraisal Methods, [www.dec.org/pdf\\_docs/pnaby209.pdf](http://www.dec.org/pdf_docs/pnaby209.pdf)
- TIPS 10: Conducting Focus Group Interviews, [www.dec.org/pdf\\_docs/pnaby233.pdf](http://www.dec.org/pdf_docs/pnaby233.pdf)
- TIPS 11: The Role of Evaluation in USAID, [www.dec.org/pdf\\_docs/pnaby239.pdf](http://www.dec.org/pdf_docs/pnaby239.pdf)
- TIPS 12: Guidelines for Indicator and Data Quality, [www.dec.org/pdf\\_docs/pnaca927.pdf](http://www.dec.org/pdf_docs/pnaca927.pdf)
- Department of Energy, “The Performance-Based Management Handbook, Volume 4: Collecting Data to Assess Performance”, [www.ora.gov/pbm/pbmhandbook/pbmhandbook.html](http://www.ora.gov/pbm/pbmhandbook/pbmhandbook.html)

- Kumar, Krishna, "Rapid, Low-Cost Data Collection Methods for USAID," December 1987, [www.dec.org/pdf\\_docs/PNAAL100.pdf](http://www.dec.org/pdf_docs/PNAAL100.pdf)
- CDIE Resource Book on Strategic Planning and Performance Monitoring Under Re-engineering, "Common Problems/Issues with Using Secondary Data," April 1997, [DEXS Document #PN-ACH-632]

### 3.1 Identify potential data sources

For each selected performance indicator, SO teams should explore what data sources are available (or might be available if the indicators are conceptualized in different ways). Only indicators for which it is feasible to collect data in a given country should be used.



**TECHNIQUE – Identify Potential Data Sources in a Facilitated Session:** Facilitate a brainstorming session (see *Helpful Hint 1: Facilitating Group Discussions and Decision-Making*) or hold individual discussions with the following resources in order to help identify potential data sources:

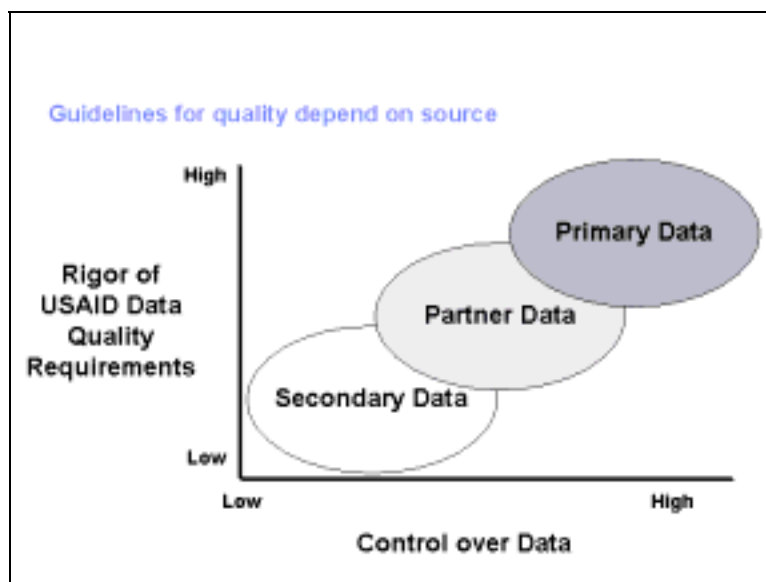
- **USAID:** Use primary data collected by the SO team or through independent entities contracted for this purpose.
- **Implementing partners:** Data often come from management information such as periodic reports, service statistics, etc.
- **Secondary sources:** Includes government ministries, the United Nations, and international agencies, and are usually not under USAID control. This means that USAID does not have the right to audit the data or investigate data quality in depth.



**INFORMATION SERVICES:** The following services may be useful for identifying potential secondary sources of data.

- **Economic and Social Data Service (ESDS):** ESDS staff specialize in selecting the most appropriate quantitative data for specific research purposes. Access ESDS via CDIE Online at <http://cdie.usaid.gov> (available only within the USAID firewall; click 'Statistics' at the top of the homepage)
- **Research and Reference Services (R&RS):** R&RS staff help development practitioners clarify their information needs after which they identify, analyze and deliver appropriate information in a useful form. R&RS also manages the USAID Library and Learning Resources Center. Access R&RS via CDIE Online at <http://cdie.usaid.gov> (available only within the USAID firewall; click 'Research' or 'Library' at the top of the homepage)

SO teams often rely on data collected by implementing partners and secondary sources. Figure 2-5 illustrates these three sources of performance data and their relationships to cost and USAID control over quality.



Determining appropriate potential sources of data will require conversations with people knowledgeable about various data sources (partners, government statistical or service agencies, public opinion survey organizations, university social science research centers, etc.). These contacts will help you to understand:

- What data are already being collected
- Whether existing data would be appropriate for a candidate indicator
- Whether the candidate indicators are relevant and feasible for the situation
- What alternatives may work

Grantee and contractor programs often also include data collection to monitor their activities, which may provide potential data sources for the result's indicators. If there are no feasible or reliable sources available, then consider proxy indicators for which good data will be available.

### 3.2 Generate data collection options

There are a number of data collection methods available. Some of the most commonly used methods are known as **Rapid Low-Cost Data Collection Methods**. These methods are often the preferred choice for SO teams when cost and timeliness are important. These methods are usually conducted by third party interviewers and/or observers who are skilled in conducting and facilitating various types of interviews and meetings. These methods include:

- **Focus group interviews:** Small-group, facilitated session designed to quickly gather in-depth information while offering stakeholders a forum for direct participation.
- **Key informant interviews:** In-depth discussions with person(s) who are knowledgeable on a specific topic.
- **Community interviews:** Meetings conducted on a specific topic that are open to all members of a village/community.

- **Direct observations:** Intensive and systematic observations of a phenomenon or process in its natural setting. May also include interviews with key informants.
- **Informal surveys:** Informal surveys differ from formal, or sample, surveys in that they: focus on few variables, use a small sample size, use non-probability sampling, and thus typically permit more flexibility to interviewers in the field.

**Helpful Hint 4: Rapid Low-Cost Data Collection Methods** provides some additional insights into these data collection methods.

Other data collection methods you may want to consider are:

- **File review:** Reviewing data that has been previously collected and is present in the program files, or other program documentation. This type of review offers a relatively quick method to discover what data has already been collected with an eye toward minimizing the need for additional data collection and the costs associated with that data collection effort.
- **Case study:** A research method that uses extensive description and analysis of a complex situation studied in its context to answer questions about the efficiency and effectiveness of current programs.
- **Content analysis:** Refers to the codification and analysis of qualitative data. By coding and classifying qualitative information, this method attempts to develop an understanding of the larger volumes of qualitative analysis.
- **Peer review/expert panel:** Involves review and assessment of program results by those with expertise in the field.
- **Survey:** Provides a rigorous and detailed sample survey method of gathering information from stakeholders and others by directly questioning them.

### 3.3 Select data collection option

The best data collection systems are designed to be as simple as possible – not too time-consuming, not unreasonably costly, but able to provide you with good information at a frequency that meets your management needs.

Therefore, take **practicality** into account when selecting a data collection tool. Consider the level of effort and resources required to develop the data collection tool and analyze the data. Also think about how often and at what point during the management cycle the data will be available for use, and the conditions in the country environment in which you operate.

For example, if data of adequate quality are already collected routinely by a secondary source, costs may be minimal. If primary data have to be collected at your expense, costs will be higher – how much higher will depend on the scope, method, and frequency of the data collection. A survey, for example, may cost several hundred thousand dollars, whereas a rapid appraisal would be much less expensive. Table 2.3 lists some of the factors and related questions to consider in selecting an appropriate method.

**Table 2.3 Factors to Consider in Selecting a Data Collection Method**

Factor	Questions to Consider
Cost	What is a reasonable cost for the team to incur for collecting the data? Some low-cost data collection methods limit the type of information that can be collected
Speed	How much time is available and reasonable for data collection and processing? How will shorter collection times impact other data characteristics - accuracy/level of detail?
Geographic Diversity	What is the geographic area impacted by the program? How can data be effectively collected in hard-to-reach or widely-dispersed geographic areas?
Demographic Diversity	How much diversity is present in the target audience (e.g., income, size of organization, ethnicity)? A diverse population whose target audience is non-homogeneous on one or more factors may require a bigger sample size to capture impact accurately.
Level of Accuracy	How accurate should the data be? How accurate are the local government statistics? How do you balance level of accuracy against the cost of collecting data?
Reliability	Can comparable data be collected using this same method in the future?
Frequency	How often are the data to be collected? How does this impact data collection in terms of staff/partner resources and costs associated with collecting the data?



**CONSIDER THIS – Limitations to Collecting Data:** Your ability to use certain data collection methods will vary by:

- Data collection capacity and tradition in the host country
- Access to government information
- Local government unit capacity
- Capacity of implementing partners, think tanks and academic institutions
- Public attitudes toward social data and surveys
- Available data documentation
- Sector and sub-sector
- USAID resources
- Confidentiality and requirements such as parental consent to survey their children. Such requirements can add considerably to the effort required to obtain the data

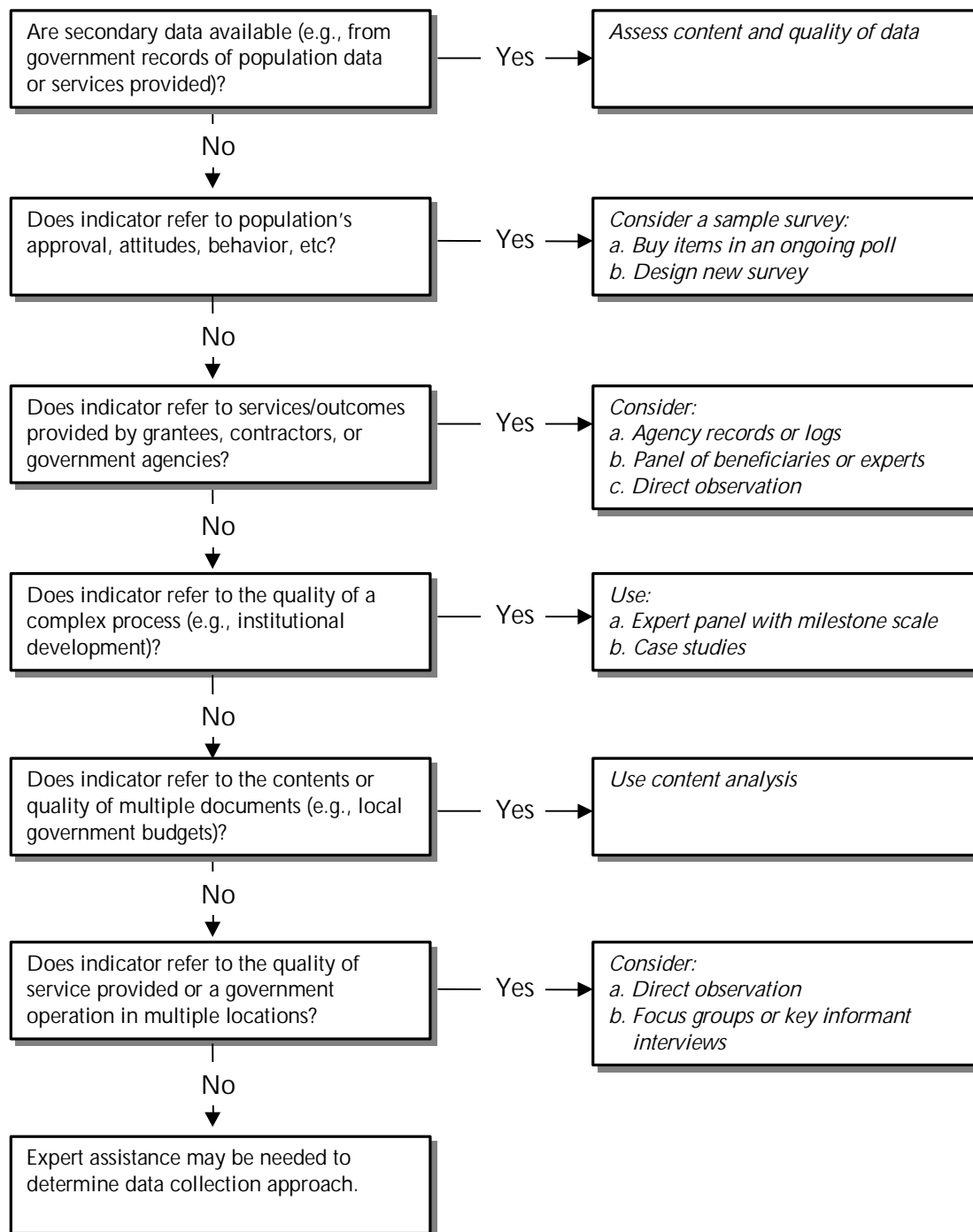


**TECHNIQUE – Use a Decision Chart to Select Best Data Collection Option:** Figure 2-6 presents a sample decision flow that SO teams can also use to guide selection of data collection methods for indicators.



**WORKSHEET 6 – Performance Indicator Reference Sheet:** Once you've completed Tasks 3.1-3.3, refer to the copies of Worksheet 6 that you completed in Task 2. Update the section called "Plan for Data Acquisition by USAID."

**Figure 2-6. Decision Chart for Selecting Data Collection Approaches for Indicators**



### 3.4 Develop data collection tools

Once data collection methods are chosen, you may need to develop tools to collect the data. Table 2-4 presents some guidelines for developing and using several of these tools.

**Table 2-4. Guidelines for Developing and Using Data Collection Tools**

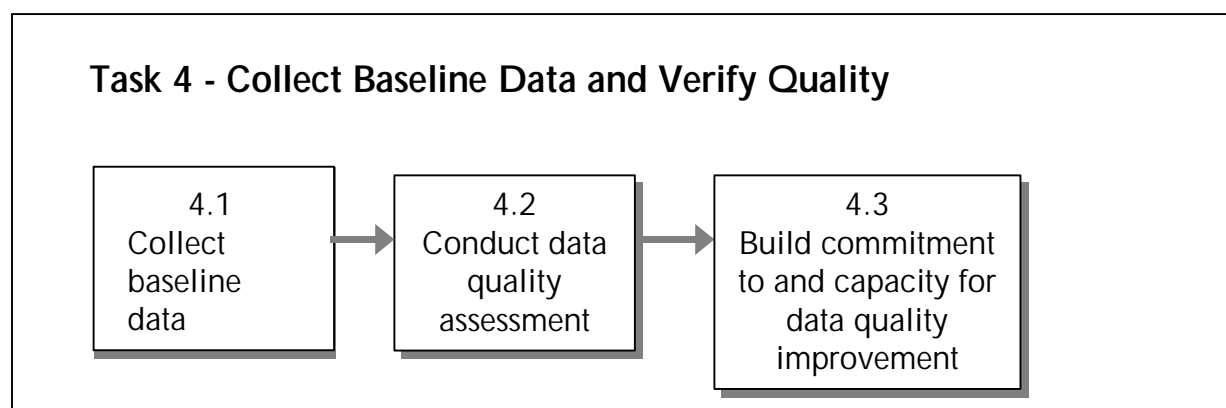
Collection Method	Guidelines
<b>Rapid Low-Cost (focus groups, community interviews, informal surveys, etc)</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Define the problem and formulate the research question</li> <li><input type="checkbox"/> Identify the sample population for the study</li> <li><input type="checkbox"/> Carefully choose a facilitator</li> <li><input type="checkbox"/> Generate and pre-test the interview guide</li> <li><input type="checkbox"/> Recruit the sample</li> <li><input type="checkbox"/> Conduct the interviews, meetings, focus groups, survey, etc.</li> <li><input type="checkbox"/> Analyze data and share the results with stakeholders</li> </ul>
<b>Case study</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Define the problem and formulate the scope and objective of the query with specific attention toward the nature and context of subject</li> <li><input type="checkbox"/> Identify samples to be used in the study. They should address the representational needs of the range of data being evaluated and show the relevance of the study</li> <li><input type="checkbox"/> Select the type of case most appropriate to the needs of the program</li> <li><input type="checkbox"/> Collect the data to be analyzed through a combination of sources</li> <li><input type="checkbox"/> Analyze the data, accounting for rival explanations, reproduction of findings, internal validity, plausibility, ability to generalize, and overall coherence</li> <li><input type="checkbox"/> Evaluate the results regarding ability to generalize and internal data validity</li> <li><input type="checkbox"/> Write the report and share the findings</li> </ul>
<b>Content analysis</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Determine the data source</li> <li><input type="checkbox"/> Establish the coding categories and code the text</li> <li><input type="checkbox"/> Analyze category frequencies, correlation, and patterns</li> <li><input type="checkbox"/> Write the report</li> </ul>
<b>Peer review/ expert panel evaluation</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Use peer review in conjunction with other evaluation techniques</li> <li><input type="checkbox"/> Use peer review for research and development activities that are public domain</li> <li><input type="checkbox"/> Peers should be readily identifiable</li> <li><input type="checkbox"/> Avoid internal peers</li> <li><input type="checkbox"/> Guard against dysfunctional group dynamics</li> <li><input type="checkbox"/> If scales are used, test the validity and reliability of those scales</li> <li><input type="checkbox"/> Provide a bias statement for reviewers</li> </ul>
<b>File review in evaluation</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Review authorizing legislation, congressional testimony, and comments from legislators</li> <li><input type="checkbox"/> Review documents related to the regulatory implementation of the legislation</li> <li><input type="checkbox"/> Review budget documents, administrative documents, and meeting minutes</li> <li><input type="checkbox"/> Review program participant data collected as part of their interaction with the program</li> </ul>
<b>Surveys</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Define the areas of evaluation and develop applicable questions</li> <li><input type="checkbox"/> Establish a survey plan</li> <li><input type="checkbox"/> Develop a sampling protocol that includes a well thought out method of data collection, sampling techniques and method of analysis</li> <li><input type="checkbox"/> Develop the questionnaire</li> <li><input type="checkbox"/> Field test the questionnaire, individual questions and the time it takes to administer the test</li> <li><input type="checkbox"/> Distribute the questionnaire to respondents with a return date.</li> <li><input type="checkbox"/> Provide a follow-up contact with non-respondents</li> <li><input type="checkbox"/> Analyze data and share the results with stakeholders</li> </ul>

## Task 4 – Collect Baseline Data and Verify Quality

In order to manage for results, you need to gather and analyze data that meets the Agency's data quality standards. Poor quality data can lead to incorrect inferences, e.g., USAID interventions had a given impact when they did not or vice versa. You should take steps to understand the appropriateness and use of different kinds of data collected, understand data limitations, correct these limitations where cost effective, and learn to manage for results when data are known to be imperfect.

In addition, the public is carefully scrutinizing the performance of government agencies. With the advent of the Government Performance Results Act and other government requirements, agencies are moving from accountability for inputs to accountability for results. The public, Congress, and OMB are increasingly taking a more "results oriented" and "cost-effective" look at agency programs. In an era of shrinking Federal budgets, demonstrating effective performance and sustainable program impacts helps justify programs and their costs.

Knowing that demonstrating performance rests on the quality of performance data, you can act effectively to improve activity design and performance and revise strategies appropriately. The process of verifying performance data quality can be broken down into three sub-steps.



### Key Definitions, ADS Guidance and Helpful Resources



**KEY DEFINITIONS:** The following definitions are relevant to this task:

- **Performance Baseline:** The value of a performance indicator before the implementation of a USAID-supported activity that contributes to the achievement of the relevant result.
- **Verification:** Checking performance data against data quality standards to reduce the risk of using data that contain significant errors.
- **Bias:** Refers to the likelihood that data collected may reflect only a portion of the spectrum of relevant opinion. Bias often occurs as the result of the collection of an incomplete or inaccurately weighted sample of data.



- **Significant error (including bias):** An error that affects conclusions about the extent to which performance goals have been achieved.
- **Measurement error:** Results primarily from weaknesses in design of a data collection instrument; inadequate controls for biases in responses or reporting; or inadequately trained or supervised enumerators.

#### **ADS Requirements for Data Quality (ADS 203.3.5.1)**

Performance data should be as complete, accurate, and consistent as management needs and resources permit. To be useful in managing for results and credible for reporting, performance data should meet reasonable standards of validity, integrity, precision, reliability, timeliness.

- ❑ **Validity.** Data should clearly and adequately represent the intended result. While proxy data may be used, the Operating Unit should consider how well the data measure the intended result. Another key issue is whether data reflect a bias such as interviewer bias, unrepresentative sampling, or transcription bias.
- ❑ **Integrity.** Data that are collected, analyzed, and reported should have established mechanisms in place to reduce the possibility that they are intentionally manipulated for political or personal reasons. Data integrity is at greatest risk of being compromised during collection and analysis.
- ❑ **Precision.** Data should be sufficiently precise to present a fair picture of performance and enable management decision-making at the appropriate levels. One key issue is whether data are at an appropriate level of detail to influence related management decisions. A second key issue is what margin of error (the amount of variation normally expected from a given data collection process) is acceptable given the management decisions likely to be affected. In all cases, the margin of error should be less than the intended change; if the margin of error is 10 percent and the data show a change of 5 percent, the Operating Unit will have difficulty determining whether the change was due to the USAID activity or due to variation in the data collection process. Operating Units should be aware that improving the precision of data usually increases the cost of collection and analysis.
- ❑ **Reliability.** Data should reflect stable and consistent data collection processes and analysis methods from over time. The key issue is whether analysts and managers would come to the same conclusions if the data collection and analysis process were repeated. Operating Units should be confident that progress toward performance targets reflects real changes rather than variations in data collection methods. When data collection and analysis methods change, the PMP should be updated.
- ❑ **Timeliness.** Data should be timely enough to influence management decision-making at the appropriate levels. One key issue is whether the data are available frequently enough to influence the appropriate level of management decisions. A second key issue is whether data are current enough when they are available.

#### **Helpful Resources to Learn More about Data Quality**

- ADS Chapter 203 – Assessing and Learning, [www.usaid.gov/pubs/ads/200/203.pdf](http://www.usaid.gov/pubs/ads/200/203.pdf)
- TIPS 12: Guidelines for Indicator and Data Quality, [www.dec.org/pdf\\_docs/pnaca927.pdf](http://www.dec.org/pdf_docs/pnaca927.pdf)
- Handbook of Democracy and Governance Program Indicators, [www.dec.org/pdf\\_docs/PNACC390.pdf](http://www.dec.org/pdf_docs/PNACC390.pdf)
- U.S. General Accounting Office, “The Results Act: An Evaluator’s Guide to Assessing Agency Performance Plans”, [www.whitehouse.gov/OMB/mgmt-gpra/gplaw2m.html](http://www.whitehouse.gov/OMB/mgmt-gpra/gplaw2m.html)

- U.S. General Accounting Office, “Performance Plans: Selected Approaches for Verification and Validation of Agency Performance Information”
- U.S. General Accounting Office, Standards for Internal Controls, [www.gao.gov/](http://www.gao.gov/)

#### 4.1 Collect baseline data

Completing Task 3 led your team through the process of determining what data to collect and the method and tools that should be used to collect data. Now is the time to execute your data collection plan and begin collecting the initial data for each indicator.

The baseline measure establishes the reference point for the start of the program period. In some cases, planners may want to go back several years to correctly portray the context in which progress will be made. It is preferable if the baseline immediately precedes the start of a new Strategic Plan because we are trying to gauge the progress of a particular Strategic Plan. It will not always be possible to secure baseline data for the chosen year. In that instance, the baseline may be the most recent past year for which the relevant information exists or can be acquired.



**CONSIDER THIS – Examine the Performance Trend line:** When selecting a baseline year or years, examine the trend line of past performance. There could be unexpected spikes or dips in the trend and a year in which one or the other occurs would be a poor year to select as the baseline year.



**TECHNIQUE – How to Establish Baseline When Information is Inadequate:** Where baseline information is inadequate, many USAID Operating Units initiate a data collection effort as soon as their Strategic Plan is approved and the performance indicators they will use to judge progress are selected. The first set of data collected on these indicators becomes the formal baseline against which targets are set and future progress is assessed. For people-specific indicators, baselines should disaggregate data by gender and/or other relevant customer groups.

As you start collecting data, you may find that you're amassing a pile of forms, papers and other documents that should be organized and compiled before any real analysis can begin. When this scenario is multiplied by all the SO teams in an Operating Unit, many units begin to consider the use of an information database as a more effective way to store and analyze data. The technique below addresses the database issue.



**TECHNIQUE – Storing Data in an Information Database:** Traditional data collection involves manually collecting performance data on forms, looking for trends in the data, and summarizing the results in a printed management report. However, this traditional method of reporting is rapidly being replaced by automated software systems that rely on a computer's processing power to help analyze, process, and communicate information in real-time and in both visual and printed form. As data is collected, you may want to use an information database to store performance data.

Before jumping into a discussion of the pros and cons of certain databases, it may be useful to figure out if a database is needed by asking some basic questions:

- How many people will need to work with the database at the same time? Are they in the same building and/or are they on the same computer system?
- Does the data currently exist in any system?
- Does data exist in well-organized hard-copy reports?
- If the data does not exist in a centralized location, designing a database is only half the job; the other half is determining the process for identifying and entering data into the database. *NOTE:* Many database projects fail not because of the design of the database but because the organization using it has no established process for putting information into it.

The sophistication of the data collection system should be matched to the needs of the Operating Unit. The investment in technology should return benefits to the organization that exceeds the costs. These benefits will typically accrue in terms of improved information accuracy, security, accessibility, timeliness, and cost-effectiveness.

***Helpful Hint 5: Information Systems for Data Collection and Performance Monitoring*** provides additional information on data collection and performance monitoring systems.

## **4.2 Conduct a data quality assessment**

You need to know if you can trust your data to use it for making decisions. Performance data should be as complete, accurate and consistent as management needs and resources permit. A data quality assessment of each selected performance indicator will help you validate the usefulness of your data. ADS 203.3.6.6 states that when conducting these assessments, you should:

- Verify that data are of reasonable quality based on the five data quality standards provided in ADS 203.3.5.1
- Review data collection, maintenance, and processing procedures to ensure consistent application. Take steps to address identified data quality limitations.
- Retain documentation (whether as simple as a memoranda or a detailed report).
- Disclose limitations for data reported in some sections of the Annual Report (see ADS 203.3.8.3)

**MANDATORY:** Data reported to USAID/Washington for Government Performance and Results Act (GPRA) reporting purposes or for reporting externally on Agency performance must have had a data quality assessment at some time within the three years before submission. (ADS 203.3.5.2)

Recognize that no data are perfect, but they should be good enough to document performance and support decision-making. Use your professional judgment, and back it up by documenting your decisions and supporting information. Judgments about sufficient quality levels should reflect:

- Uses of the data
- Management judgments about what level of quality is needed for confident decisions.
- Technical assessments about what degree of quality is possible (e.g., professional judgment about acceptable levels of error; implications of data collection methodology, sampling strategy)

- Practical considerations. Trade-off between accuracy and cost or between dimensions of quality (e.g., timeliness and completeness).



**TECHNIQUE – Plan Data Quality Assessments:** A practical approach to planning data quality assessments includes the following:

- Develop and implement in overall data quality assurance plan that includes initial data quality assessment periodic quality reviews, partner and USAID capacity development
- Maintain written policies and procedures for data collection, maintenance, and process
- Maintain an audit trail – document the assessment, decisions concerning data quality problems, and the steps taken to address them
- Decide who should be involved in the data quality assessment (SO team members, partners, sector specialists, specialists in data quality)
- Decide when data quality assessments will be done



**WORKSHEET 7: Data Quality Assessment Checklist:** Table 2-5 identifies five criteria for assessing the performance data quality. These five criteria are covered in more detail in Worksheet 7, which you can use to assess the quality of your selected performance data:

Table 2-5. Key Criteria for Assessing Performance Data Quality

Criteria	Answers the question:	Affected by:
<b>Validity</b>	<ul style="list-style-type: none"> <li>Do data clearly and directly measure what we intend to measure?</li> </ul>	<p><b>Measurement error.</b> Can result from weak design of data collection instrument, inadequate control for biases in responses or reporting, or inadequately trained or supervised enumerators.</p> <p><b>Sampling error.</b> Sample may not be representative, too small for statistical extrapolation or contain sample units based on supposition rather than statistical representation.</p> <p><b>Transcription error.</b> Data entries may occur when transcribing data from one source to another. Formulae should be applied consistently, and final numbers reported accurately.</p>
<b>Reliability</b>	<ul style="list-style-type: none"> <li>Would you come to the same findings if the data collection and analytical process were repeated?</li> </ul>	<p><b>Changes in the data collection process.</b> Ensuring that data are reliable requires that the collection process be consistent from year to year.</p>
<b>Timeliness</b>	<ul style="list-style-type: none"> <li>Are data available frequently enough to inform?</li> <li>Are data current enough when they are available?</li> </ul>	<p><b>Frequency.</b> Performance data are available on a frequent enough basis to regularly inform program management decisions</p> <p><b>Currency.</b> Data are sufficiently up to date to guide decision-making (e.g., quarterly). Data collected infrequently (every 2-5 years), or with a substantial lag time (&gt;1 year), can help track long-term trends and confirm lower level data accuracy.</p>
<b>Precision</b>	<ul style="list-style-type: none"> <li>Are data at the appropriate level of detail?</li> <li>What margin of error is acceptable given the management decisions to be affected?</li> </ul>	<p><b>Acceptable margin of error.</b> The expected change being measured should be greater than the margin of error</p>
<b>Integrity</b>	<ul style="list-style-type: none"> <li>Are mechanisms in place to reduce the possibility that data are manipulated for political or personal reasons?</li> </ul>	<p><b>Risk.</b> Data is at greatest risk during data collection and analysis</p> <p><b>Objectivity and independence.</b> Needed in key data collection, management, and assessment procedures.</p> <p><b>Confidence in data.</b> Need for confidence in data from secondary sources. May require an independent review of secondary source data.</p>

Before you begin assessing all of the data, take into consideration the source of the data, and the impact this might have on the assessment process.



**TECHNIQUE – Assess Data from Different Sources:** The rigor to which a data quality assessment is applied to a data source (i.e., USAID, implementing

partner, secondary source) will differ for each source. The goal to assessing data from implementing partners and secondary sources is for you to be aware of data strengths and weaknesses and the extent to which data can be trusted when making management decisions and reporting. Table 2-6 presents a practical approach for assessing data from different data sources. **Helpful Hint 6: Key Features of Quality Data Sources** provides some additional insight.

**Table 2-6. Tips for Assessing Data from Different Sources**

Data Source	Tips for Conducting a Data Quality Assessment (DQA)
<b>USAID</b>	<ul style="list-style-type: none"> <li>❑ Focus the DQA on the written procedures and training for sampling, data collection, transcription and analysis and determine if they are rigorous enough to produce data that meet the five data quality standards. Specifically focus on whether:               <ul style="list-style-type: none"> <li>❑ Written procedures are in place for data collection</li> <li>❑ The data collection process is consistent from year to year</li> <li>❑ Data are collected using methods to address and minimize sampling and non-sampling errors</li> <li>❑ Data are collected by qualified personnel and personnel are properly supervised</li> <li>❑ Duplicate data are detected</li> <li>❑ Safeguards are in place to prevent unauthorized changes to the data; and</li> <li>❑ Source documents are maintained and readily available</li> </ul> </li> <li>❑ Ensure that data quality requirements are written into any solicitations (SOW, RFP, RFA) for data collection</li> <li>❑ Conduct spot checks to ensure that quality assurance mechanisms are being used</li> </ul>
<b>Implementing partner</b>	<ul style="list-style-type: none"> <li>❑ Periodically sample and review data for completeness, accuracy and consistency. This includes making sure that the indicator definitions being used by the partner are consistent with the definitions contained in your PMP.</li> <li>❑ Review partner reports to determine if they are sufficiently consistent to be reliable</li> <li>❑ Conduct field visits to compare central office records with field site records; try to visit a broad range of sites.</li> <li>❑ Audit financial information when performance indicators use financial information</li> </ul>
<b>Secondary source</b>	<ul style="list-style-type: none"> <li>❑ Periodically sample and review data for completeness, accuracy and consistency</li> <li>❑ Review the data with other development partners to gain an appreciation of accuracy and credibility</li> <li>❑ Request a briefing to gain a better understanding of the data collection and analysis process. This should help you determine whether the data can be trusted or not.</li> </ul> <p><i>Some special considerations:</i></p> <ul style="list-style-type: none"> <li>❑ USAID does not have the right to audit or investigate data quality in depth</li> <li>❑ If USAID provides technical assistance to a government ministry to improve data collection and analysis, you may be in a very good position to assess the quality of the data</li> </ul>

While conducting the assessment, you may find evidence that points to bias in the data collection process that is affecting the quality of the data. Bias can come in many forms.



### CONSIDER THIS – Types of Data Bias:

- **Interviewer bias:** Interviewers who gather program performance data through surveys or focus groups (for example) with program beneficiaries may inject their own bias, either intentionally or not, into the way they conduct the interviews. Likewise, different interviewers may not ask questions in the same way.
- **Instrument or measurement bias:** Instruments can be biased, for example, if a different instrument is used for the beneficiaries and for the control group. Also, instruments may be written in a way that sways people to give one response over another.
- **Response bias:** For example, if a sufficiently large group of beneficiaries who share common characteristics or opinions choose not to answer a survey question, they can bias the results by not having their responses included.
- **Recall bias:** For instance, respondents to data collection instruments are asked to respond to questions that require them to think back and comment on conditions they lived in several years ago. The passing of time may lead people to recall the conditions differently from the reality of the time.
- **Time or seasonal bias:** Some data may be biased if they are collected at different times of the day or different seasons of the year.

**Helpful Hint 7: Tips to Minimize Bias** presents some helpful hints to reduce bias.

The assessment process is not over when the worksheet has been completed. The results may indicate that you need to develop and implement a plan that will improve the quality of the data and your ability to use it for performance management. The steps in your plan may include:

- Ensure transparency – report data limitations and their implications for assessing performance
- Improve an indicator by using another source or new methods of measurement
- Adjust, supplement, or replace problematic data
- Triangulate – use multiple data sources with offsetting strengths and limitations.

### 4.3 Build commitment to and capacity for quality

Management needs to create a climate that encourages coordination, resource allocation, and attention to data quality issues that enable improvements in data quality. The following techniques may help encourage organizational commitment. Figure 2-7 describes the data quality assessment used by the USAID/Bangladesh mission.



**TECHNIQUE – Foster Organizational Commitment:** Some approaches that can be used to foster organizational commitment to and capacity for quality include:

- Have Agency executives provide confidence that they value and use good quality data by communicating its importance, making data quality an organizational goal, creating a climate of managing for results, and providing technical and financial support.
- Review organizational capacities and procedures for data collection and use. Review the designation of responsibilities for integrating and coordinating data; sufficient staff and expertise to fulfill responsibilities, appropriate hardware and software, and resources for building, upgrading, and maintaining data systems.
- Assign clear responsibilities for data creation and maintenance, training and supervision of those who enter data, transferring data from initial to final formats, and appropriately analyzing and reporting performance measures.
- Adopt audit and independence review mechanisms that encourage objectivity and independence in collecting and managing data
- Provide responsible staff with training and guidance for needed skills and knowledge in performance management
- Share Agency data quality standards with partners (including need for baselines, targets, and disaggregated data)
- Support partners in the development of written activity-level PMPs

#### **Figure 2-7. Data Quality Improvement in Action: USAID/Bangladesh Democracy Partnership**

##### **Data Quality Challenges:**

- ❑ Indicator definitions, measurement criteria and data collection methods were not uniformly understood
- ❑ Data collection process was time consuming, decreasing time available to implement program activities
- ❑ Data collection and use were not well matched
- ❑ Insufficient clarity concerning roles and responsibilities among the Partners for data design, collection, analysis and reporting
- ❑ Defining target populations and maintaining baseline values for indicators had become problematic
- ❑ Qualitative data did not complement the other data provided
- ❑ Intended comprehensive picture was not clearly drawn

##### **Actions Taken:**

- ❑ Conducted a data quality review in a fully collaborative fashion
  - Active participation by the implementing NGOs in each critical step along the way
  - Three complementary forums: meetings of three partner institutions, consultative sessions with partner organizations and implementing NGOs, plenary workshops
  - Decisions were obtained by consensus at these sessions
- ❑ Took a fresh look at the Results Framework, including indicators
  - Clarified indicator definitions, approaches to data collection for these indicators and roles of the various partners and the NGOs in data collection
- ❑ Drafted a new Performance Management Plan to communicate adjustments
- ❑ Made improvements in clarity of measurement
  - Efficiency of data collection and usefulness of performance reporting were key priorities
- ❑ Developed a "Data Collection and Reporting Funnel"
  - Information needs begin with the grassroots NGOs (broad array/relatively frequent)
  - Subset needed by TAF to synthesize results of NGO efforts and to report periodically to USAID/Bangladesh
  - Subset needed by USAID/Bangladesh to meet its own program management and reporting



**Figure 2-7. Data Quality Improvement in Action: USAID/Bangladesh Democracy Partnership**

needs

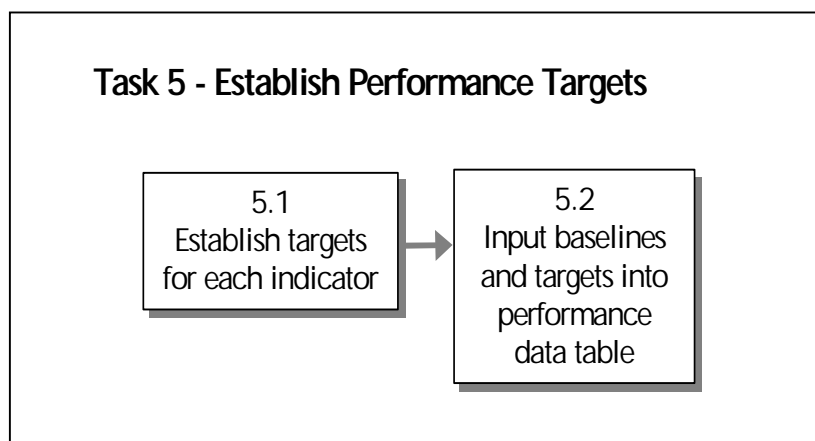
--Helped to clarify the commonalties and differences in data needs among various data users

**Lessons Learned:**

- ❑ Plenty of experience with largely uninformative numerical data
- ❑ High level of need for NGOs to report on the substance of their activities and accomplishments
- ❑ A mix of data collection approaches: formal surveys, community interviews and NGO-based counts accompanied by interpretive narratives.
- ❑ Performance monitoring system
  - Training plan for NGOs in data collection and reporting
  - Data collection instruments have been designed and are being pre-tested in the field
- ❑ Bangladesh consulting firm has been contracted to collect, analyze and report data for a few selected indicators through probability surveys
- ❑ The demand for data use should determine the frequency of reporting
- ❑ The more “internal” the expected use of the data, the more frequently we expect reporting to take place
- ❑ Data collection activities are the minimum necessary to support managing for results at all levels
  - Annual for USAID/W, via the Annual Report
  - DP has needs for more frequent reporting (The Asia Foundation needs NGO reports on a semi-annual basis for its program management and reporting purposes.)
- ❑ NGOs are likely to analyze their own data on approximately a monthly basis

## Task 5 – Establish Performance Targets

Baseline data and performance targets are critical to managing for results because they are key reference points for assessing program performance. Baseline data establishes a reference point for the start of the program period. When the team establishes performance targets, it commits itself to specific intended results to be achieved within explicit timeframes. Each year, the team assesses its performance by comparing actual results against these targets. The process of establishing baselines and targets can be broken down into two sub-steps.



### Key Definitions, ADS Guidance and Helpful Resources



**KEY DEFINITIONS:** The following definitions are relevant to this PMP task:

- **Performance Targets:** Specific, planned level of result to be achieved within an explicit time frame.
- **Interim Target:** Targets set for years in between the baseline and final target year (e.g., for years in which change is expected and data collection is possible).
- **Ultimate, or Final, Target:** The planned value of a performance indicator at the end of the planning period. For SOs, final targets are often set at five to eight years away. For IRs, final targets are usually set three to five years away.

### Helpful Resources to Learn More about Establishing Targets

- TIPS 8, “Establishing Performance Targets”, [www.dec.org/pdf\\_docs/pnaby226.pdf](http://www.dec.org/pdf_docs/pnaby226.pdf)
- Handbook of Democracy and Governance Program Indicators, [www.dec.org/pdf\\_docs/PNACC390.pdf](http://www.dec.org/pdf_docs/PNACC390.pdf)

## 5.1 Establish indicator targets

Once performance indicators have been developed and baseline data collected, establish final (usually end of SO date) and interim (usually annual) performance targets. Targets should be optimistic, but realistic. A common practice is to set targets that will force you to “stretch” to exceed your past performance. However, special care should be taken not to set the target outside of reasonable expectations. Setting a target too high, or allowing zero tolerance for human error, undermines morale and makes targets appear unattainable. Instead, set targets that excite team members’ and partners’ interest and elicit commitment.



**TECHNIQUE – Conduct a Target Setting Meeting:** Conduct a target setting meeting to identify potential performance targets. **Helpful Hint 1: Facilitating Group Discussions and Decision-Making** has tips on facilitating decision-making meetings. Have at least one target setting session for each indicator. Involve your implementing partners in the meetings, whenever possible. Collaborating with others who are knowledgeable about the local situation and about reasonable expectations for accomplishments is key to target setting. Other USAID Operating Units, other development agencies, host country counterparts, partners, customers and experts can all be invaluable in helping to determine the progress that might be expected.



**TECHNIQUE – Approaches to Target Setting:** Determining appropriate targets for each indicator can be accomplished in several ways. Much will depend on the information available or readily gathered. Target setting approaches include:

- **Project future trend, then add the “value added” by USAID activities.** This approach involves estimating the future trend without USAID’s program, and then adding whatever gains can be expected as a result of USAID’s efforts. Projecting the future can be very difficult, but can be made somewhat easier if historical data are available to establish a trend line.
- **Establish a final performance target for the end of the planning period, then plan progress from the baseline level.** This approach involves deciding on the program’s performance target for the final year, and then defining a path of progress for the years in between. Final targets may be based on benchmarking techniques or on judgments of experts, program staff, customers or partners.
- **Set annual performance targets.** This approach is based on judgments about what can be achieved each year, instead of starting with a final performance level and working backwards.
- **Benchmarking.** Look at other organizations or institutions that use the same types of indicators to demonstrate progress and set targets accordingly. For example, if you are tracking the number of days for an institution to register new enterprises, research the length of time it takes for other countries and use those data points as benchmarks for setting your indicator targets.



**CONSIDER THIS – Principles of Target Setting:** As you apply the target setting approaches described above, keep in mind some basic principles for setting targets.

- Think about what the trend has been in the past for any given indicator
- Consider parallel experience from other countries
- Think through *when* program activities will have an impact on indicator values
- Think about external conditions which may affect indicator values over time
- Consider setting a *target range* rather than a single numerical target
- Consider how clearly the target or the actual will communicate and how the trend line will move when deciding on an indicator's unit of measurement
- When indicators are disaggregated, targets should be disaggregated as well

## 5.2 Input baselines and targets into performance data tables



**WORKSHEET 6 – Performance Indicator Reference Sheet:** Input baseline data and targets into the data table in each indicator reference sheet.

**WORKSHEET 8 – Summary Performance Data Table:** You may also want to use Worksheet 8 to consolidate all your performance data into a summary table. Table 2-7 is an example of a completed summary data table.

Table 2-7. Example of Worksheet 8: Summary Performance Data Table

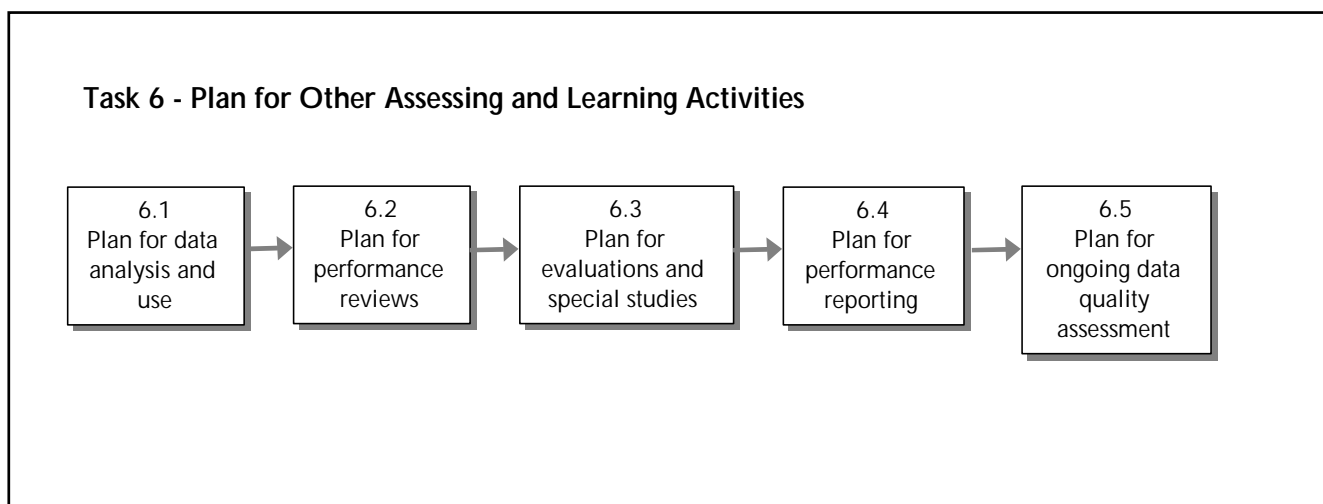
SO or IR	Results Statement	Indicator	Unit of Measure	Disaggregation	Baseline Year	Baseline Value	2001 Target	2001 Actual	2002 Target	2002 Actual	2003 Target	2003 Actual
IR 3.1.1	Vulnerable communities better able to meet own needs	Number of community groups organized	# groups		May-Nov 2000	0	12		36		48	
		Value and percent of community contributions to community projects	a) Dollars b) % per project	Source of contribution	May-Nov 2000	a) 0 b) 0	a) \$5K b) 5%	a) b)	a) \$20K b) 10%	a) b)	a) \$40K b) 20%	a) b)
IR 3.1.1.1	Increased access to economic opportunities and support services	Number of loans disbursed	# loans	Recipients: Male Female	May-Nov 2000	M 15 F 10	M 25 F 20	M F	M 30 F 30	M F	M 35 F 40	M F
		Number of jobs created	# jobs	Male Female	May-Nov 2000	M 75 F 50	M 125 F 100	M F	M 150 F 150	M F	M 175 F 200	M F
IR 3.1.1.2	Communities organized to address self-defined needs	Number of community development projects developed	# projects	Project Type	May-Nov 2000	0	6		18		24	

## Task 6 – Plan for Other Assessing and Learning Activities

Assessing and learning is the process of systematically obtaining useful feedback and applying it to move programs forward and report progress to others. Therefore, think about supplementing performance monitoring with planned evaluations, special studies, and other formal and informal information sources as needed. This comprehensive approach to planning for assessment and learning will yield useful performance information that will help you:

- Make informed management decisions regarding the best use of resources to achieve desired objectives over time
- Improve the performance, effectiveness, and design of existing development assistance
- Document findings on the impact of development assistance

The process of planning for these other elements can be broken down into five sub-tasks.



### Key Definitions, ADS Guidance and Helpful Resources



**KEY DEFINITIONS:** The following definitions are relevant to this PMP development task:

- **Evaluation:** A relatively structured, analytical effort undertaken to answer specific program management questions. An evaluation can provide a systematic way to gain insights and reach judgments about the effectiveness of specific activities, validity of a development hypothesis, utility of performance monitoring efforts, or impact of other changes in the development setting on achievement of results.
- **Portfolio Review:** A required periodic review of all aspects of an Operating Unit or SO team's programs. It focuses on both strategic and operational issues and examines the robustness of the underlying development hypothesis and the impact of activities on results. It is often held in preparation for submission of the Annual Report.
- **Intensive Program Review:** A program review that is required at least once every three years. Intensive program reviews are conducted by regional and pillar bureaus for each

operating unit/program under its responsibility. The purpose of the review is to provide an opportunity for Washington offices to examine planned and actual progress toward results set forth in the Results Framework and Performance Management Plan and to review future resource requirements for each SO.

- **Annual Report:** An annual document produced by each Operating Unit and submitted to the responsible Bureau to report on past performance, future resources needed, and data needed for Agency-wide management, budget decisions, and external reporting. Annual Reports began in 2001 and replaced the Results Review and Resource Request (R4).

#### **Keys to Effective Performance Management (ADS 203.3.2.1)**

- ❑ **Actively Plan for Performance Management:** Operating Units should plan for performance management while developing Strategic Objectives and designing activities. Starting early is key because assembling the various elements of the system takes time. When trying to develop preliminary Performance Management Plans (PMP), some Operating Units may discover that the proposed Strategic Objectives or Results Frameworks need revision, which may require additional time.
- ❑ **Make Decisions on the Basis of Performance Data:** Operating Units should use performance information systematically to assess progress in achieving results and to make management decisions. In terms of the supply of performance information, it is important that information be available when required for decision-making. On the demand side, decision-makers at all levels should use performance information to influence decision-making processes and encourage partners to do likewise.
- ❑ **Seek participation:** Operating Units can strengthen performance management by involving customers, partners, stakeholders, and other USAID and USG entities in the process of performance management. Operating Units can promote participation by (1) including customers, partners, and stakeholders when developing PMPs; (2) including partners when collecting, interpreting, and sharing performance information and experience; (3) integrating USAID performance management efforts with similar processes of partners; and (4) assisting partners in developing their own performance management and evaluation capacity.
- ❑ **Streamline the process:** Operating Units should only collect and report on the information that is most directly useful for performance management. More information is not necessarily better because it markedly increases the management burden and cost to collect and analyze. Operating Units should also seek to align their performance information needs with those of their partners, thereby lessening the reporting burden for partner organizations. Examples include jointly defining a critical set of performance indicators or incorporating data collection directly into assistance and acquisition mechanisms. Operating Units should ensure that reporting requirements are included in acquisition and assistance instruments, and that partner reporting schedules provide information at the appropriate times for Agency reporting.
- ❑ **Be transparent:** Operating Units should share information widely and be candid in reporting. Transparency involves (1) communicating any limitations in data quality so that achievements can be honestly assessed; (2) conveying clearly and accurately the problems that impede progress and steps that are being taken to address them; and (3) avoiding the appearance of claiming jointly-achieved results as solely USAID results.

#### **Helpful Resources to Learn More about Analysis and Evaluation**

- ADS Chapter 203, [www.usaid.gov/pubs/ads/200/203.pdf](http://www.usaid.gov/pubs/ads/200/203.pdf)
- TIPS 1: Conducting a Participatory Evaluation, [www.dec.org/pdf\\_docs/pnabs539.pdf](http://www.dec.org/pdf_docs/pnabs539.pdf)

- TIPS 2: Conducting Key Informant Interviews, [www.dec.org/pdf\\_docs/pnabs541.pdf](http://www.dec.org/pdf_docs/pnabs541.pdf)
- TIPS 3: Preparing an Evaluation Scope of Work, [www.dec.org/pdf\\_docs/pnaby207.pdf](http://www.dec.org/pdf_docs/pnaby207.pdf)
- TIPS 4: Using Direct Observation Techniques, [www.dec.org/pdf\\_docs/pnaby208.pdf](http://www.dec.org/pdf_docs/pnaby208.pdf)
- TIPS 5: Using Rapid Appraisal Methods, [www.dec.org/pdf\\_docs/pnaby209.pdf](http://www.dec.org/pdf_docs/pnaby209.pdf)
- TIPS 10: Conducting Focus Group Interviews, [www.dec.org/pdf\\_docs/pnaby233.pdf](http://www.dec.org/pdf_docs/pnaby233.pdf)
- TIPS 11: The Role of Evaluation in USAID, [www.dec.org/pdf\\_docs/pnaby239.pdf](http://www.dec.org/pdf_docs/pnaby239.pdf)

Figure 2-8 presents a summary of the assessing and learning practices for USAID/Mali.

#### Figure 2-8. Assessing and Learning Put into Practice: USAID/Mali's Experience

USAID/Mali has developed an extensive system for measuring programmatic performance and for monitoring/evaluating that performance. The following is a summary of the key documents that are generated and the mechanisms through which data are collected and analyzed.

##### Key Documents:

- ❑ **Results Frameworks and Performance Indicator Table:** A separate table for each SO serves as the core instruments for documenting performance.
- ❑ **System of Performance Measurement:** A data set which contains all the detailed information that goes into the Results Frameworks and Performance Indicators tables. The SP contains additional "lower level" results data on individual activities, generates various reports, and tabulates information through a customized ACCESS-based management information system.
- ❑ **Annual Report:** An Operating Unit's major reporting document, which also can provide information for the program reviews.
- ❑ **Policy Agenda Matrix:** Consolidates, in summary form, all the major policy agenda items being tackled through SO programs and quantifies progress to date.
- ❑ **Contractor and PVO progress reports:** Contain basic data and performance indicators submitted by contractors and are incorporated into the system and Results Frameworks.
- ❑ **Government of Mali (GM) national statistics:** Statistics collected and compiled by GM are used to measure progress
- ❑ **Geographic Information System (GIS):** An Arc/View software used to show the geographic location of different activities/facilities of interest.

##### Key Monitoring and Evaluation Mechanisms:

- ❑ **Contractor, PVO and GM data collection systems:** USAID/Mali specifies appropriate measures of performance, benchmarks/targets for achievement at various stages or dates, and the system for reporting accomplishments with contractors and PVO partners.
- ❑ **Surveys and field visits:** Numerous surveys/studies are done annually to either collect or verify information provided by partners
- ❑ **Program Implementation Reviews (PIR):** Bi-annual sessions used to review progress activity-by-activity, not just overall SO or program.
- ❑ **PVO Continuation Application Reviews:** Formal, annual reviews held with partner PVOs to assess progress, plans for the next phase, and financial requirements
- ❑ **Retreats for the Operating Unit or partners:** Use retreats as a mechanism to look at overall performance – for both staff of the Operating Unit and its partners



**CONSIDER THIS – Budget for Performance Monitoring:** As you plan to assess and use performance data, consider the costs of collecting, analyzing and using that data. Sufficient funding and personnel resources should be made available for performance monitoring work. ADS 203.3.2.2 provides that three to ten percent of total program resources should be allocated in most cases, though factors unique to each activity or strategic element will influence this decision. Strive for cost-effective performance monitoring. If anticipated costs appear prohibitive, consider:



- Modifying performance indicators to permit less expensive approaches to regular data collection
- Modifying the approach/design of evaluative activities, considering rapid, low cost alternatives
- Modifying the relevant Strategic Objective or Intermediate Result, since it is not possible otherwise to judge progress at reasonable costs



**WORKSHEET 9 – Performance Management Task Schedule:** As you go through Task 6, use Worksheet 9 to schedule all your team's assessing and learning activities—data acquisition and analysis, Portfolio Reviews performance reporting, data quality assessment, evaluation plans, etc.

Table 2-8 is an excerpt from a performance management task schedule completed for one USAID Operating Unit in the field.

Table 2-8. Example of Worksheet 9: Performance Management Task Schedule

PERFORMANCE MANAGEMENT TASKS	FY 2004				FY 2005				FY 2006				FY2007				Notes
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	
<b>COLLECT CONTEXT-LEVEL DATA</b>																	
Gather data on macroeconomic situation (Inflation rates, poverty, exchange rates)				X				X				X				X	Before Annual Report
Summarize IMF country report				X				X				X				X	Before Annual Report
<b>COLLECT SO-LEVEL PERFORMANCE DATA</b>																	
SO Indicator #1: Number of micro-loans by USAID-assisted micro-finance intermediaries	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
SO indicator #2: Loan approval rate for USAID-assisted micro-finance intermediaries						X		X				X				X	
<b>COLLECT IR-LEVEL PERFORMANCE DATA</b>																	
Indicator #1.1: Milestone score rating of progress reengineering selected administrative processes		X		X						X				X			
Indicator #3.2: Number of loan applications in region XYZ	X		X		X		X		X		X		X		X		
Etc.																	
Etc.																	
<b>COLLECT ACTIVITY-LEVEL DATA</b>																	
Gather partner progress reports from Partner XXX	X	X	X	X	X	X	X										Project with Partner XXX currently ends in third year
Gather partner progress reports from Partner YYY	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
Gather partner progress reports from Partner ZZZ				X	X	X	X	X	X	X	X	X	X	X	X	X	Project with Partner ZZZ scheduled to begin in second year
<b>CONDUCT EVALUATIONS &amp; SPECIAL STUDIES</b>																	
Report on administrative reengineering at ABC government agency		X					X										
Mid-strategy review											X	X					Specific assessments TBD

PERFORMANCE MANAGEMENT TASKS	FY 2004				FY 2005				FY 2006				FY2007				Notes
	Q1	Q2	Q1	Q2	Q3	Q4	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	
Estimate increased investment attributable to reengineering of key business processes														X	X		
<b>REVIEW PERFORMANCE INFORMATION</b>																	
Review partner activity progress reports	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	Informal review of partner reports
Portfolio Review with Mission Director			X				X				X				X		Operational-level review
Review in preparation for Annual Report	X				X				X				X				
<b>REPORT PERFORMANCE RESULTS</b>																	
Submit Annual Report		X				X				X				X			
<b>ASSESS DATA QUALITY</b>																	
Asses data from partner XXX							X										Coincides with assessment of ABC government agency
Asses data from partner YYY				X				X				X				X	IR 3 leader responsible
Asses data from partner ZZZ								X								X	IR 2 leader responsible
<b>REVIEW &amp; UPDATE PMP</b>																	
IR Managers update indicator sheets on shared drive	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
Complete PMP in binder printed and updated				X				X				X				X	

## 6.1 Plan for data analysis and use

Everyone needs information, but not everyone knows what to do with raw data. Data should be processed and synthesized before reporting and using. Sound analysis of performance data will provide you with useful information about what happened (against expected results) and why progress is or is not on track. Properly planning how performance data will be analyzed, used and presented is at the heart of performance management. To plan for this, ask these key questions:

- How will the data be analyzed?
- Who will be involved in the analysis?
- Who will use the data and for what purpose?
- How will the data be presented?

Table 2-9 presents some approaches to apply in planning for performance data analysis and use:

**Table 2-9. Data Analysis Approaches**

Analysis Approach	Analysis Technique	Questions to Consider
<b>Analyze data for a single result</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Compare actual performance against targets</li> <li><input type="checkbox"/> Compare current performance to prior year</li> <li><input type="checkbox"/> Compare current performance to baseline</li> <li><input type="checkbox"/> Analyze trends in performance</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Did we meet our targets? Why or why not?</li> <li><input type="checkbox"/> How does this period's performance compare to last period? Are we on track for our ultimate target?</li> <li><input type="checkbox"/> Did our critical assumptions hold during the performance period?</li> <li><input type="checkbox"/> What happened that we did not expect?</li> <li><input type="checkbox"/> What improvements are needed?</li> <li><input type="checkbox"/> Are new results statements, indicators, or targets needed?</li> </ul>
<b>Analyze data across the Results Framework</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Examine performance of lower results in relation to higher results</li> <li><input type="checkbox"/> Examine data from critical assumptions to help interpret results</li> </ul>	
<b>Analyze the contribution of USAID's activities to the achievement of results</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Examine timing of results in relation to timing of USAID program efforts</li> <li><input type="checkbox"/> Compare movement in results trends to movement in level of USAID program efforts</li> <li><input type="checkbox"/> Compare performance to control group in similar environment</li> </ul>	



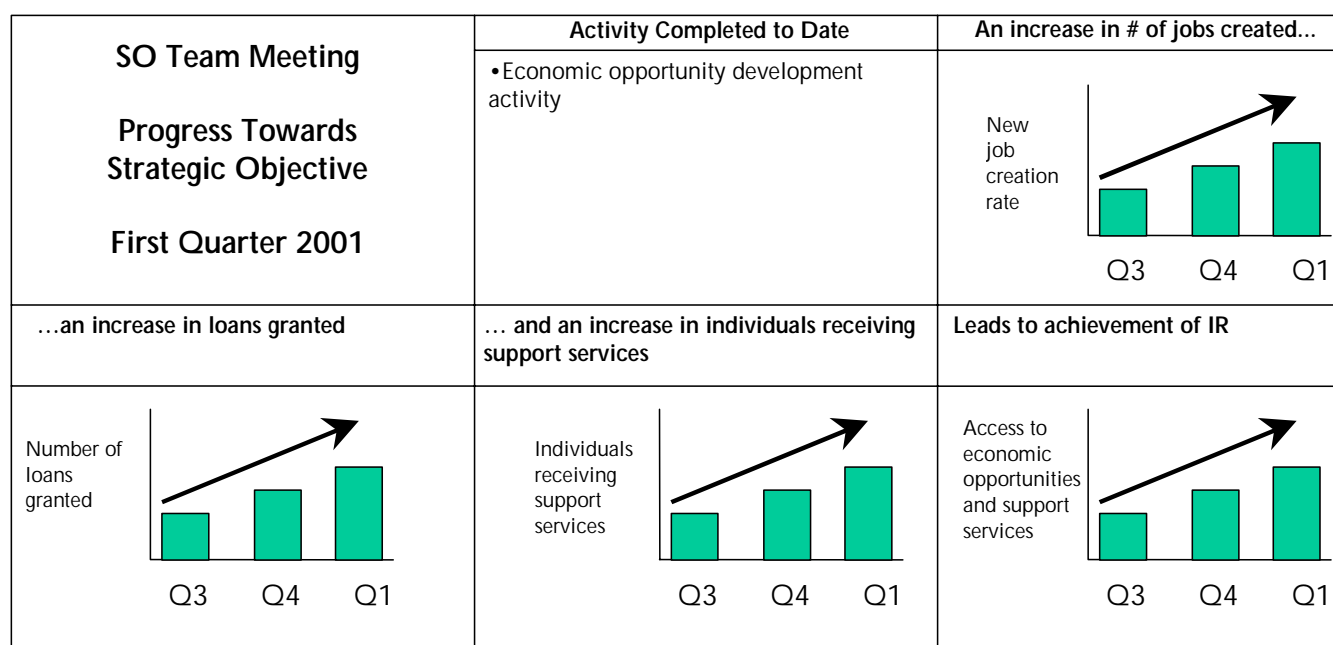
**WORKSHEET 6 – Performance Indicator Reference Sheet:** Once you have determined your data analysis approach, refer to your completed indicator worksheets and input your plan for each indicator.

The key to presenting data analysis is to tell a compelling story. Be candid. Users of performance information will want to know how you plan to address performance problems and limitations. Visual displays such as tables, boxes, and figures can condense information, present it in a clear format, and highlight underlying relationships and trends. This helps communicate findings to decision-makers more clearly and quickly. **Helpful Hint 8: Tips for Communicating Performance Information in Reports** will provide you with some guidelines in presenting data analysis in report format.



**TECHNIQUE – Chart Book Analysis Presentation Approach:** Figure 2-9 provides an example of a creative storyboard technique for presenting performance data analysis. The slides in the presentation are designed in such a way that the audience can clearly understand how the data are supporting the program results. The presenter is telling a story that is easy to follow without getting lost in all the data contained in the graphics. Presentations that simply show one complicated graphic after another, with little/no text to make the points that should be taken from the analysis, have less impact on the audience. The same can also be said about the opposite approach – avoid reports with overly long text and too few graphic presentations that could help the reader easily understand program results.

Figure 2-9. Chart Book Example



## 6.2 Plan for performance reviews

ADS Chapter 203 requires two types of performance reviews of Operating Unit performance – the *Portfolio Review* which as an annual exercise conducted by the operating unit and the *Intensive Program Review* which is a triennial exercise led by the responsible bureau.

**Portfolio Reviews:** The portfolio review is a required annual review conducted by the operating unit. Its purpose is to systematically analyze the progress of each SO examining both strategic and operational issues. It is intended to bring together various expertise and points of view to determine whether a program is “on track” or if new actions are needed to improve the chance of achieving results. Portfolio reviews should lead to management decisions about program implementation and feedback into planning and achieving processes. Specific guidance on conducting Portfolio Reviews can be found in ADS 203.3.7. The guidance states that the

structure, process and timing of a Portfolio Review is left up to you, but requires that, during the course of the fiscal year, you review:

- Progress towards the achievement of the SO during the past year and expectations regarding future results achievement
- Evidence that outputs of activities are adequately supporting the relevant IRs and ultimately contributing to the achievement of the SO
- Adequacy of inputs for producing planned outputs
- Adequacy of performance indicators selected in the PMP
- Status and timeliness of input mobilization efforts
- Progress on the annual procurement plan
- Status of critical assumptions and causal relationships defined in the Results Framework along with the related implications for performance
- Status of cross-cutting themes and/or synergies between Strategic Objectives
- Status of related partner efforts that contribute to the achievement of IRs and SOs
- Status of the Operating Unit's management agreement and need for any changes to the approved Strategic Plan
- Pipeline levels and future resource requirements
- SO team effectiveness and adequacy of staffing
- Vulnerability issues, related corrective efforts and their costs.

You should use information from the reviews to identify and analyze the implications for the achievement of results. When you identify significant deficiencies or problems, you may need to alter, increase, or discontinue activities, or rethink the logic behind the original expectations.



**TECHNIQUE – Portfolio Review Approach:** There is no one prescribed structure or process for conducting Portfolio Reviews. One of the most common approaches is for designated staff to analyze a variety of program-related information and prepare issues for discussion in a larger group forum that may include SO team members, other members of the Operating Unit, and partners. Operating Units may choose to define standard procedures that are judged useful for their programs. Many units will find it particularly useful to conduct a Portfolio Review as part of the preparation process for Annual Reports. Some operating units choose to conduct the portfolio review in two parts with each part having a different focus. For example, one part might be focused on program results such as progress towards SOs, status of cross-cutting themes and status of critical assumptions while the other is focused on internal mission management issues such as procurement, pipeline and staffing.



**HELPFUL HINT 9: Questions to Guide Portfolio Reviews:** Use Helpful Hint 9 to help plan and carry out Portfolio Reviews. The questions listed will help you to address key issues that affect the management of your portfolio. These issues can be categorized into three broad areas as follows:

- *Strategy and activity issues:* results, outputs, inputs, development hypothesis, critical assumptions, non-USAID circumstances, and interface between tactics and strategy
- *Process issues:* indicators and targets, evaluations, teamwork, and customer/partner perceptions

- *Vulnerability issues*: financial vulnerability, other vulnerability, and audit readiness

**Intensive Program Reviews:** Intensive program reviews are mandatory reviews conducted every three years by pillar or regional bureaus of each operating unit or program. The purpose of the review is to provide Washington Offices the opportunity to examine thoroughly how each program is proceeding relative to the results framework and performance management plan for each SO, and to review resource requirements.

Procedures for conducting an intensive program review is left up to each Bureau but the process must include other bureaus and offices.

As part of your performance management planning effort, you should consult with your Bureau about if and when an intensive program review of your OU will be conducted, so that you can schedule the review appropriately.

### 6.3 Plan for evaluations and special studies

Evaluation is a relatively structured analytical effort undertaken selectively to answer specific management questions regarding USAID-funded assistance programs or activities. Evaluation is also a management tool that plays a vital role in Agency decision-making, accountability reporting, and learning. It is an important source of information about the performance of USAID activities, programs and strategies.

Determine in advance if special studies can be identified (e.g., DHS, intermittent surveys) or if evaluation issues can be predicted. Plan to determine, at the time of the Portfolio Review, if there are performance deviations (positive or negative) that show need for evaluations or studies. Near the end of the SO life, plan to determine if something happened that requires a study to better document the results.

#### INFORMATION SERVICES:



**Research and Reference Services (R&RS):** R&RS staff can help you determine if other evaluations or special studies have been conducted on similar topics. Access R&RS via CDIE Online at <http://cdie.usaid.gov> (available only within the USAID firewall; click 'Research' or 'Library' at the top of the homepage)



**CONSIDER THIS – Situations that Prompt a Need for Evaluation:** To complement ongoing performance monitoring, consider planning an evaluation when there is a distinct and clear management need, as in the following situations:

- A key management decision should be made and there is inadequate information
- Performance information indicates an unexpected result (positive or negative) that should be explained
- Customer, partner, or other informed feedback suggests that there are implementation problems, unmet needs, or unintended consequences or impacts
- Issues of sustainability, cost-effectiveness, or relevance arise

- Validity of Results Framework hypotheses or critical assumptions is questioned
- Periodic Portfolio Reviews have identified key questions that need to be answered or on which consensus should be developed
- Extracting lessons is important for the benefit of other Operating Units or future programming



**TECHNIQUE – Planning for Evaluations:** Take into account the following key steps and questions, as listed in Table 2-11, when planning evaluations and special studies.

**Table 2-11. Key Steps and Questions for Planning Evaluations**

KEY STEPS	KEY QUESTIONS
<ul style="list-style-type: none"> <li><input type="checkbox"/> Decide if and when to evaluate</li> <li><input type="checkbox"/> Clarify the evaluation purpose</li> <li><input type="checkbox"/> Use R&amp;RS for research support</li> <li><input type="checkbox"/> Identify the research questions</li> <li><input type="checkbox"/> Select appropriate evaluation methods</li> <li><input type="checkbox"/> Plan for data collection and analysis</li> <li><input type="checkbox"/> Form an evaluation team</li> <li><input type="checkbox"/> Plan procedures (e.g., schedule, logistics, reporting needs, budget)</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Who is likely to need information from or about the program?</li> <li><input type="checkbox"/> What do they need to know?</li> <li><input type="checkbox"/> How would they use the information if they had it?</li> <li><input type="checkbox"/> When do they need it?</li> <li><input type="checkbox"/> How accurate should it be?</li> <li><input type="checkbox"/> When and how should the data be collected and analyzed?</li> <li><input type="checkbox"/> Who is responsible for data collection and analysis?</li> </ul>

If an evaluation is likely, plan to select an evaluation method from among several options. Table 2-12 presents some evaluation method options. **Helpful Hint 4: Rapid Low-Cost Data Collection Methods** provides supplemental information on the appropriateness, advantages, and limitations of rapid appraisal techniques.

**Table 2-12. Evaluation Methods and Key Considerations**

EVALUATION METHOD
<ul style="list-style-type: none"> <li>➤ Short workshops to reflect on whether the development hypothesis is valid</li> <li>➤ Community interview or customer focus groups</li> <li>➤ Large scale surveys</li> <li>➤ Rapid appraisal or participatory techniques</li> <li>➤ Traditional, formal impact evaluations</li> </ul>
KEY CONSIDERATIONS
<ul style="list-style-type: none"> <li>➤ Nature of the information, analysis, or feedback needed</li> <li>➤ Trade-off between quality/validity and cost</li> <li>➤ Cultural considerations</li> <li>➤ Time-frame of the management need for information</li> <li>➤ Time and resources available</li> <li>➤ Level of accuracy required</li> </ul>



**CONSIDER THIS – Special Studies:** In some cases, you may need to conduct special studies that go beyond the scope of program monitoring or evaluation.



One example is the Demographic and Health Surveys (DHS) that are conducted approximately every five years to inform health sector programming.

As discussed in ADS 203.3.6.1, an important role of special studies is to examine whether the needs of vulnerable groups are being met. Special studies need to be designed with the same care as evaluations. When collecting data for analysis, take particular care to design and implement the study in order to minimize error and ensure good data quality.



**WORKSHEET 10 – Evaluations and Special Studies Planning:** Use Worksheet 10 to help document the possible evaluations and special studies identified to complement performance monitoring. This worksheet will help you identify the subject, timing, and any special research considerations. Table 2-13 presents an example of how an evaluation or special study may be planned.

**Table 2-13. Evaluations and Special Studies Planning**

Evaluation/Study Subject	When	Key Research Question(s)
<b>Reproductive Health Survey</b>	On-going	What is the status of reproductive health in the country? What is the nature of citizen's knowledge, attitudes, behaviors, and practices?
<b>Community Assessment for the Social Development Fund</b>	April – May, 2000	Which communities should be targeted? How should funds be programmed?
<b>World Vision Feeding Program</b>	April – May, 2000	How effective and efficient has the program been? What are the opportunities for improvement?
<b>Community Development Approaches</b>	April – May, 2000	What are the merits of various approaches? What lessons can be learned from community development efforts in the country? How can sustainability be ensured?
<b>Mission's Value-Added in the Health Sector</b>	June – Sept, 2000	Should USAID continue to fund these programs?

Although the timing of the PMP development process may be such that the evaluation will not take place in the immediate future, you may want to consider the types of questions found in Worksheet 11 when the time comes to develop the evaluation scope of work.



**WORKSHEET 11 – Evaluation Scope of Work Planning:** Use Worksheet 11 to help develop the scope of work for planned evaluations. An evaluation scope of work (SOW) is a plan for conducting evaluations or special studies. It conveys clear directions to the evaluation team. A good SOW usually:

- Identifies the activity, Intermediate Results, or Strategic Plan to be evaluated

- Provides a brief background on implementation
- Identifies existing performance information sources
- States the purpose, audience and use of the evaluation
- Identifies the evaluation method to answer the questions
- Clarifies the evaluation questions
- Identifies the evaluation method(s) to answer the questions
- Discusses evaluation team composition and participation of customers, partners and stakeholders
- Covers procedures such as schedule and logistics
- Clarifies requirements for reporting and dissemination
- Includes a budget

#### 6.4 Plan for performance reporting

To enhance learning opportunities within the Agency and among partners and other stakeholders, plan to report and share progress toward expected results. Base your reporting upon quantitative and qualitative performance information gathered through your performance monitoring systems, evaluations, and other relevant sources. Make every effort to be open and direct and to share both successes and failures.

To support the Agency in its learning processes, share copies of annual performance reports, evaluation reports, and other useful information that may be of broad interest to other teams and units. Furthermore, copies of these reports are required to be sent to the DEC in electronic format for uploading onto their web site (see Resources appendix).

The Annual Report will serve as the primary document for reporting performance information. You may also want to develop your own internal reports to guide management decisions. For example, consider a periodic *Activity Manager's Monitoring Report*, which can be revised to be more clearly linked with performance indicators at the SO and IR levels.



**TECHNIQUE – Plan for Annual Reports:** At the end of each calendar year, Operating Units must submit an Annual Report to Washington that complies with the annual guidance cable. The annual Portfolio Review can provide much of the analytical basis for this report. In the Annual Report, plan to discuss:

- Progress towards the achievement of the SO over the past fiscal year, as well as expectations for future results
- Evidence that activities are supporting the relevant Intermediate Result(s), and ultimately contributing to the achievement of the SO
- Status of critical assumptions (i.e. whether they continue to hold) and causal relationships defined in the Results Framework, and the related implications for performance towards the SO and IRs
- Future resource requirements



- **HELPFUL HINT 8 – Tips for Communicating Performance Information in Reports:** Use Helpful Hint 8 to plan for more effectively reporting performance information. Such reports include Annual Reports, but may

also include other reports internal or external to the Operating Unit or Agency.

## 6.5 Plan for on-going data quality assessments

Do not stop reviewing data quality once the performance data is reported in the Annual Report. Plan to regularly review data quality to ensure that it continues to support the needs of the SO and IRs in performance monitoring.



**TECHNIQUE – On-going Data Quality Assurance:** Over the course of implementing a Strategic Plan, prepare to:

- Build data quality assessment into normal work processes, including ongoing reviews and site visits
- Use software checks and edits of data on computer systems and review their implementation
- Use feedback from data users and other stakeholders
- Compare performance information with other sources of similar data or program evaluation
- Obtain verification by independent parties, including other donors and the Office of the Inspector General

For each indicator reported in the Annual Report, reassess data quality as necessary, but at intervals of no greater than three years. These assessments will ensure that performance information is sufficiently complete, accurate, and consistent. Conduct these assessments consistent with Agency and external guidance. In particular:

- Verify and validate performance information to ensure that data are of reasonable quality
- Review data collection, maintenance, and processing procedures to ensure that they are consistently applied and continue to be adequate
- Document this assessment in the Annual Report, and keep a complete report on file



**WORKSHEET 7 – Data Quality Assessment Checklist:** As you did during the initial data quality assessment, use Worksheet 7 to conduct periodic or on-going assessments of reported performance data.



**TECHNIQUE – Set up a “data quality file”:** A good way to maintain adequate documentation of data quality and assessment is to set up a simple data quality file. Use this file to store copies of data collection instruments, source documents, raw figures or worksheets used to calculate indicators, data quality assessment memos and reports, etc. Refer to **Helpful Hint 10: Maintaining Official SO Team Files** for additional ideas.



**CONSIDER THIS – Collection of Other Useful Data:** In addition to collecting data on *performance*, consider seeking out other useful data to track goal-level progress or illustrate the development context or environment, status of critical assumptions, and validity of the development hypothesis.

- **Aspirations, or “goal-level” indicators:** An SO team may wish to track progress toward results that are beyond USAID’s manageable interest, or results that are of a higher level than the Strategic Objective. For example, a hypothetical USAID economic growth program may aspire to achieve significant macro or national-level results within, say, twenty years. However, within the five year timeframe of the current Strategic Plan, such results may be beyond what the Operating Unit and its partners are willing to be held accountable for achieving. In this case, the SO team may choose to informally track such *aspirational indicators* in order to keep the team aware of progress toward long-term, sustainable development.
- **Development context/environment:** Information about *trends* within the larger context of the current environment may be useful in understanding the progress of the SO. Many factors affect progress, not the least of which are the national social, health, and economic conditions. Consider taking these factors into account when analyzing and reporting data on performance indicators. Examples of *context indicators* relevant to the health sector, for instance, include poverty rates (aggregate and by region) and mortality rates (maternal, infant, child, and gross). These and other relevant macro or research-driven statistics can be tracked *informally*. Several data sources may be helpful in this larger analysis, including studies by UNICEF, the World Bank, national health and economic statistics, and reviews of current social, business, and government trends.
- **Status of critical assumptions:** Gather data *informally* to test critical assumptions. Data sources may include studies, reports, conferences, and other communications from government institutions, other donors, NGOs and PVOs, and other key stakeholders. Review critical assumptions regularly and as part of the annual Portfolio Review to determine whether they continue to hold and their implications for adjusting the approach.
- **Validity of the development hypothesis:** Validate and reassess the development hypothesis as activities progress and the environment evolves. Key tools for this assessment can include: empirical evidence of the development context and validity of critical assumptions, evaluations, special studies, and other information sources to include reports of activity impact.



#### INFORMATION SERVICES:

- **Economic and Social Data Service (ESDS):** ESDS can help identify and deliver relevant contextual data. Access ESDS via CDIE Online at <http://cdie.usaid.gov> (available only within the USAID firewall; click 'Statistics' at the top of the homepage)
- **Research and Reference Services (R&RS):** R&RS staff can help identify, analyze and deliver relevant contextual data, evaluations, studies, reports, conferences, and other communications from government institutions, other donors, NGOs and PVOs, and other key stakeholders. Access R&RS via CDIE Online at <http://cdie.usaid.gov> (available only within the USAID firewall; click 'Research' or 'Library' at the top of the homepage)

## Conclusion

Congratulations! By completing Tasks in Parts 1 and 2 of the Toolkit, you have addressed all of the required and recommended elements listed in ADS 203.3.3 and referenced in the Overview of this Toolkit. If you were to compile three of the Toolkit worksheets into your PMP, you will have documented all of the required and most of the recommended PMP elements. Table 2.14 shows the elements covered in each of the Toolkit worksheets.

<b>Table 2.14 PMP Elements By Toolkit Worksheet</b>	<b>Worksheet 6: Performance Indicator Reference Sheet</b>	<b>Worksheet 8: Performance Data Table</b>	<b>Worksheet 9: Performance Management Task Schedule</b>
<b><i>PMP must include:</i></b>			
<input type="checkbox"/> At least one performance indicator at the SO level, with baseline and ultimate target levels	√	√	
<input type="checkbox"/> At least one performance indicators for each IR, with baseline and ultimate target levels	√	√	
<b><i>PMP should include:</i></b>			
<input type="checkbox"/> Calendar of performance management tasks			√
<input type="checkbox"/> Statement of the set of performance indicators to be used over the life of the SO	√		
<input type="checkbox"/> Baseline values and targeted values for <i>all</i> indicators in the PMP	√	√	
<input type="checkbox"/> Source of data and method for data collection	√		
<input type="checkbox"/> Schedule for data collection			√
<input type="checkbox"/> Known data limitations	√		
<input type="checkbox"/> Data quality assessment procedures	√		
<input type="checkbox"/> Baselines and targets by indicator	√	√	
<b><i>PMP may include:</i></b>			
<input type="checkbox"/> Description of plans for data analysis, report, review and use	√		
<input type="checkbox"/> Estimated costs of collecting, analyzing and reporting performance data	√		
<input type="checkbox"/> Possible evaluation efforts identified to complement the performance management effort and circumstances that require evaluations or other special studies			√
<input type="checkbox"/> Plans for monitoring the underlying development hypothesis, critical assumptions and context affecting the Results Framework	√		

While ADS Chapter 203 does contain a list of PMP requirements, it does not go so far as to prescribe the contents or organization of a PMP. In general, these are left to the discretion of the SO team and the approval of the Operating Unit Director. Refer to ***Helpful Hint 10: Maintaining Official SO Team Files*** for additional information.

Once you have assembled the initial PMP, communicate the assembled plan to all relevant stakeholders and begin implementation.

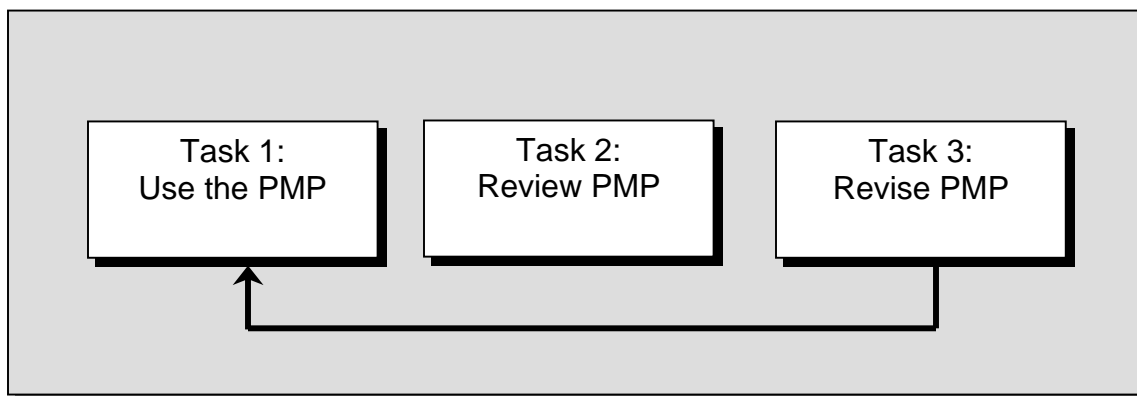
## Part 3: Use, Review and Revise the PMP

Once developed, your Performance Management Plan serves as a living document that you can use to manage your program for results. As emphasized at the beginning of this Toolkit, one of the key guiding principles of the PMP is:

***The PMP is the foundation for a sound performance management system.***

*A good PMP is a useful tool for management and organizational learning - it provides intelligence for decision-makers, and thus serves as a constant desk reference to guide the assessment of results. A good PMP is updated annually to ensure maximum use for decision-making. The PMP should NOT be developed only to satisfy Washington reporting needs and then left to collect dust.*

Use the PMP continuously to make informed management decisions, improve tactics and organizational processes, identify performance gaps, and set goals for improvements.



**CONSIDER THIS – Create a Results-Oriented Culture:** *Planning* for performance data analysis and use will not, by itself, create a result-oriented culture. If you do not actually *use* the data, no one will take performance measurement seriously. SO teams and operating unit leadership should strive to:

- Encourage and emphasize activities that contribute to results
- Continually assess activities to improve performance
- Use a mix of measures – consider effectiveness and efficiency
- Display current performance information and targets in the work environment
- Hold individuals and teams responsible for managing for results – link SO performance to staff work objectives and performance ratings

### Task 1 – Use the PMP

Once you have developed your PMP, you must start using it in order to derive the benefits that the PMP can provide. This involves executing tasks such the following that you laid out in your PMP:

- Collect performance data
- Review performance data and implementing partner reports
- Conduct evaluations and specials studies
- Conduct performance reviews (portfolio reviews and intensive program reviews)
- Report performance results
- Conduct data quality assessments

**REMINDER!!!** Data reported to Washington for GPRA reporting purposes or for reporting externally on Agency performance **MUST** have had a data quality assessment within the last three years before submission. ADS 203.3.5.2

Implementing the tasks mentioned above will allow you to:

- Determine whether your development hypothesis is valid
- Determine whether the critical assumptions continue to hold
- Make informed decisions on whether to abandon or modify Agency programs, Strategic Objectives, or activities that are not achieving intended results
- Plan new programs, Strategic Objectives, and/or activities
- Communicate progress to USAID/Washington, the U.S Congress and other stakeholders

As you begin the implementation process, you may also want to ensure that the team is maintaining adequate documentation to support the performance management process.

**Helpful Hint 10: Maintaining Official SO Team Files** provides guidance in this area.

## Task 2 – Review the PMP

Plan to review and revise the PMP at least annually and more often if necessary. This can be done during the Portfolio Review or Annual Report preparation. Consider the following questions:

- Are our indicators working?
- Are we getting the information that we need?
- How can we improve the PMP?

During the different phases of implementing a Strategic Plan, occasionally take a critical look at performance indicators and data sources to make sure the indicators are still measuring what they were intended to measure and that data are being collected. Include an assessment of all performance indicators (at both SO and IR levels) and cover each data source.

Through the review of PMP data, you may find that you need make changes to your PMP. For example you may realize that you need to disaggregate data differently or that you need to collect data more or less frequently. Or, you may find that you need to understand a particular trend in the data in more depth, possibly through an evaluation. If you need to conduct an evaluation, this will be a new performance management task that you will have to add to your calendar of tasks and plan for at the appropriate time. In any event, your review of the PMP may result in your having to update your PMP to accurately reflect current needs.



### **Task 3 – Revise the PMP**

If upon review, PMP elements such as indicator definition or responsible individual need to be changed, the PMP should be updated to reflect those changes. More significant changes such as changing, adding or dropping an indicator should only be done if there is a compelling need. When considering a change like this, Operating Units need to weigh the advantages of making the change against problems that could occur as a result of the change. For example, data collected before an indicator or data collection method was changed may not be comparable to data collected after the change.

Usually, operating units have the authority to approve changes to performance indicators without Bureau or Agency approval. If, however, the change in the indicator reflects a “significant” modification to a previously approved SO, then approval to change the indicator has to be sought. ADS 203.3.4.7 provides detailed guidance on changing indicators.

In addition to updating indicator reference sheets, also remember to update your performance management task schedule. This calendar of tasks is likely to change regularly based on evolving circumstances. Maintaining an up-to-date calendar will be critical to ensuring effective performance management.

When you make any change to your PMP (particularly to indicator reference sheets), make sure that the rationale for the change is documented. This is critical if the PMP is to be a useful management tool to all who use it, including those who may succeed you in your job. In addition, this prepares the team to answer questions from other stakeholders who want to know why changes were made and to what degree performance indicators and data were reviewed.

## **Appendix A: Worksheets**

Worksheet 1: PMP Development Team Skills Matrix

Worksheet 2: PMP Development Workplan

Worksheet 3: Results Statement Assessment

Worksheet 4: Results Framework Assessment

Worksheet 5: Performance Indicator Quality Assessment

Worksheet 6: Performance Indicator Reference Sheet

Worksheet 7: Data Quality Assessment Checklist

Worksheet 8: Summary Performance Data Table

Worksheet 9: Performance Management Task Schedule

Worksheet 10: Evaluations and Special Studies Planning

Worksheet 11: Evaluation Scope of Work (SOW) Planning

**Worksheet 1: PMP Development Team Skills Matrix**

*Use this worksheet to list all of the proposed team members of the PMP development team and their proposed roles. Check-mark each skill that the team members have. Use this worksheet to ensure that you have a good cross-section of skills represented on the team. An example of the completed matrix can be found in Part 1, Task 1 of the Toolkit.*

Name	Role	Knows USAID MFR approach	Has sector experience	Has sector training or education	Knows local conditions in-depth	Knows USAID structure, processes,	Knows PM methods and best practices	Has facilitation, analytical and report writing
1.								
2.								
3.								
4.								
5.								

## Worksheet 2: PMP Development Workplan

Use this worksheet to list all of the major tasks and sub-tasks needed to prepare the PMP. Expand the worksheet by including additional rows in the table as needed. Another approach would be to use Microsoft Project to develop the workplan if someone on the team is familiar with it.

DESCRIPTION	START DATE	END DATE	LEVEL OF EFFORT	STAFF
Phase 1:				
Task 1:				
Sub-task 1:				
Sub-task 2:				
Task 2:				
Sub-task 1:				
Sub-task 2:				
Phase 2:				
Task 1:				
Sub-task 1:				
Sub-task 2:				
Task 2:				
Sub-task 1:				
Sub-task 2:				

## Worksheet 3: Results Statement Assessment

Sector:

Strategic Objective:

Results Statement (Name/Number):

CRITERIA FOR ASSESSING THE RESULTS STATEMENT	Yes	No	Un-sure	COMMENTS
Is the results statement <b>MEASURABLE</b> ?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Is the results statement <b>MEANINGFUL</b> ?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Is the results statement <b>REALISTIC</b> ?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Is the results statement focused on <b>USAID STRATEGIC COMMITMENTS</b> ?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Is the results statement <b>CUSTOMER or STAKEHOLDER DRIVEN</b> ?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Is the results statement within the <b>MANAGEABLE INTEREST</b> of the Operating Unit and its development partners?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Is the results statement focused on <b>RESULTS</b> or outcomes of activities (such as impact, quality, cost/efficiency, timeliness) rather than a description of activities themselves?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Is the statement <b>UNI-DIMENSIONAL</b> (focused on one result rather than a combination of results)?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

OTHER COMMENTS:

RECOMMENDATION:

- ☐ Accept results statement
- ☐ Revise results statement and then accept
- ☐ Reject results statement

## Worksheet 4: Results Framework Assessment

Sector:

Name of Strategic Objective:

CRITERIA FOR ASSESSING THE RESULTS FRAMEWORK	Yes	No	Un-sure	COMMENTS
<b>CAUSAL LINKAGE:</b> At each level of the results framework, does achievement of one result cause the achievement of the other? Is the linkage direct?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>CONTRIBUTIONS OF USAID PARTNERS:</b> At each level of the results framework, have activities been identified (regardless of whether they will be conducted by USAID or its partners) to cause the result at the next level? [Note: not all results from USAID partners need to be identified in the framework but there may at least be mention of them in the narrative that accompanies the framework.]	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>MANAGEABLE INTEREST (A):</b> Is the SO level result one that the team, working with its partners, can materially affect?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>MANAGEABLE INTEREST (B):</b> Is the team willing to be held accountable for all results within the results framework, including the SO level result?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>CRITICAL ASSUMPTIONS:</b> Have all the critical assumptions been identified at each level of the results framework?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

**OTHER COMMENTS:**

**RECOMMENDATION:**

- ☐ Accept results framework  
☐ Revise results framework and then accept  
☐ Reject results framework

*NOTE: Refer to **TIPS 13: Building a Results Framework** for additional information and examples of quality results frameworks.*

**Worksheet 5: Performance Indicator Quality Assessment****Name of Indicator:**

---

**Name of Relevant Result:**

---

CRITERIA	COMMENTS
<b><i>Is the indicator DIRECT?</i></b> <ul style="list-style-type: none"><li>▪ Does it closely measure the result it is intended to measure?</li><li>▪ Is it grounded in theory and practice?</li><li>▪ Does it represent an acceptable measure to both proponents and skeptics?</li><li>▪ If it is a proxy, is it as directly related to the relevant result as possible?</li></ul>	
<b><i>Is the indicator OBJECTIVE?</i></b> <ul style="list-style-type: none"><li>▪ Is it unambiguous about what is being measured?</li><li>▪ Is there general agreement over the interpretation of the results?</li><li>▪ Is it unidimensional (i.e., does it measure only one phenomenon at a time)?</li><li>▪ Is it operationally precise (i.e., is there no ambiguity over what kind of data should be collected)?</li></ul>	
<b><i>Is the indicator USEFUL for management?</i></b> <ul style="list-style-type: none"><li>▪ Useful at what level? (SO? Project? Agency?)</li><li>▪ How will it be used?</li></ul>	
<b><i>Is the indicator PRACTICAL?</i></b> <ul style="list-style-type: none"><li>▪ Are timely data available (i.e., is data current and available on regular basis)?</li><li>▪ Can the data be collected frequently enough to inform management decisions?</li><li>▪ Are data valid and reliable?</li><li>▪ Are the costs of data collection reasonable?</li></ul>	

CRITERIA	COMMENTS
<p><b><i>Is the indicator ATTRIBUTABLE to USAID effort?</i></b></p> <ul style="list-style-type: none"> <li>Are the links between USAID supported activities and the result being measured clear and significant?</li> <li>Can the result be attributed, at least in part, to USAID efforts?</li> </ul>	
<p><b><i>Is the indicator TIMELY?</i></b></p> <ul style="list-style-type: none"> <li>Are data available when needed for decision making?</li> <li>Are data available frequently enough for decision making</li> </ul>	
<p><b><i>Is the indicator ADEQUATE?</i></b></p> <ul style="list-style-type: none"> <li>Does it merely indicate progress rather than attempt to fully describe everything an activity accomplishes?</li> <li>Taken as a group, are the indicator and its companion indicators the minimum necessary to ensure that progress toward the given result is sufficiently captured?</li> </ul>	
<p><b><i>Should the indicator be DISAGGREGATED?</i></b></p> <ul style="list-style-type: none"> <li>Is disaggregation necessary/appropriate?</li> </ul>	
<p><b><i>Does the indicator reflect GENDER CONSIDERATIONS? (if technical analysis demonstrates the need for this)</i></b></p>	

**OTHER COMMENTS:**

**RECOMMENDATION:**



## Worksheet 6: Performance Indicator Reference Sheet

Use this comprehensive reference sheet to record and update all relevant specifications and details for a particular indicator. Imagine that you are providing a new staff member with a quick but complete overview of this performance indicator, including where the raw data comes from and how it can be analyzed. Edit the headings to make them more relevant to your situation, or modify the sheet to meet Operating Unit requirements as needed. For suggestions on how to complete this form, see following page. Also, an example of a completed performance indicator reference sheet can be found in Part 2, Task 2.4 of the Toolkit.

Performance Indicator Reference Sheet			
Name of Strategic Objective:			
Name of Intermediate Result:			
Name of Indicator:			
Is this an Annual Report indicator? No <input type="checkbox"/> Yes <input type="checkbox"/> , for Reporting Year(s) _____			
DESCRIPTION (Refer to Toolkit Part 2, Task 2)			
Precise Definition(s):			
Unit of Measure:			
Disaggregated by:			
Justification & Management Utility:			
PLAN FOR DATA ACQUISITION BY USAID (Refer to Toolkit Part 2, Task 3)			
Data collection method:			
Data Source:			
Method of data acquisition by USAID:			
Frequency and timing of data acquisition by USAID:			
Estimated Cost of Data Acquisition:			
Individual responsible at USAID:			
Individual responsible for providing data to USAID:			
Location of Data Storage:			
DATA QUALITY ISSUES (Refer to Toolkit Part 2, Task 4)			
Date of Initial Data Quality Assessment:			
Known Data Limitations and Significance (if any):			
Actions Taken or Planned to Address Data Limitations:			
Date of Future Data Quality Assessments:			
Procedures for Future Data Quality Assessments:			
PLAN FOR DATA ANALYSIS, REVIEW, & REPORTING (Refer to Toolkit Part 2, Task 6)			
Data Analysis:			
Presentation of Data:			
Review of Data:			
Reporting of Data:			
OTHER NOTES (Refer to Toolkit Part 2, Tasks 4 & 5)			
Notes on Baselines/Targets:			
Other Notes:			
PERFORMANCE INDICATOR VALUES			
Year	Target	Actual	Notes
THIS SHEET LAST UPDATED ON:			

<b>Instructions for Completing the Performance Indicator Reference Sheet</b>	
<b>Name of Strategic Objective:</b>	Enter the number and full name of the SO.
<b>Name of Intermediate Result:</b>	Enter the number and full name of the IR, if applicable
<b>Name of Indicator:</b>	Enter the full title of the indicator.
<b>Is this an Annual Report indicator?</b>	Enter yes or no, and clarify which reporting years(s).
<b>DESCRIPTION (Refer to Toolkit Part 2, Task 2)</b>	
<b>Precise Definition(s):</b>	Define the specific words or elements used in the indicator.
<b>Unit of Measure:</b>	Enter the unit of measure ( <i>number of...</i> , <i>percent of...</i> , or <i>US dollars</i> ). Clarify the minimum or maximum values if needed ( <i>minimum score is 1.0 and maximum score is 5.0</i> ). Clarify if the number is cumulative or specific to the year. Clarify numerator and denominator if applicable.
<b>Disaggregated by:</b>	List any planned ways of disaggregating the data ( <i>male/female, youth/adult, urban/rural, region, etc.</i> ) and justify why useful.
<b>Justification &amp; Management Utility:</b>	Briefly describe <i>why</i> this particular indicator was selected and <i>how</i> it will be useful for managing performance of the SO team's portfolio? If the value of this indicator changes, what does this indicate about the program?
<b>PLAN FOR DATA ACQUISITION BY USAID (Refer to Toolkit Part 2, Task 3)</b>	
<b>Data collection method:</b>	Describe the <i>tools</i> and <i>methods</i> for collecting the raw data. Examples include: ledger of patient names, document review, structured interviews, focus group interviews, written survey, direct observation, self-reported information, and so on. Who collects the raw data and where is it stored before it gets to USAID?
<b>Data Source:</b>	Identify the source of data (e.g., DHS survey; ministry data; partner records)
<b>Method of data acquisition by USAID:</b>	How does USAID acquire the data or report? Describe the form in which the SO team will receive the data (such as periodic monitoring report, or compiled survey analysis report).
<b>Frequency and timing of data acquisition:</b>	Describe <i>how often</i> data will be received by the SO Team or Operating Unit, and <i>when</i> .
<b>Estimated cost of data acquisition:</b>	Estimate the cost (in dollars and/or level of effort) of collecting, analyzing and providing the data to USAID. Clarify if there are any direct costs to USAID for collecting this data, or if the costs are included in an existing activity or contract.
<b>Individual(s) responsible at USAID:</b>	Identify the specific SO team member who will be <i>directly responsible</i> for acquiring the data.
<b>Individual(s) responsible for providing data to USAID:</b>	Identify who is responsible for providing the data to USAID.
<b>Location of Data Storage:</b>	Identify where the data will be maintained in the Operating Unit (e.g., specific file cabinet, or specific folder on shared computer).
<b>DATA QUALITY ISSUES (Refer to Toolkit Part 2, Task 4)</b>	
<b>Date of Initial Data Quality Assessment:</b>	Enter the date of initial data quality assessment and the responsible party.
<b>Known Data Limitations and Significance (if any):</b>	Describe any data limitations discovered during the initial data quality assessment. Discuss the significance of any data weakness that may affect conclusions about the extent to which performance goals have been achieved.
<b>Actions Taken or Planned to Address Data Limitations:</b>	Describe how you have or will take corrective action, if possible, to address data quality issues.
<b>Date of Future Data Quality Assessments:</b>	Enter the planned date for subsequent data quality assessments.
<b>Procedures for Future Data Quality Assessments:</b>	Describe <i>how</i> the data will be assessed in the future (e.g., spot checks of partner data, financial audit, site visits, or software edit check).
<b>PLAN FOR DATA ANALYSIS, REVIEW, &amp; REPORTING (Refer to Toolkit Part 2, Task 6)</b>	
<b>Data Analysis:</b>	Describe <i>how</i> the raw data will be analyzed, <i>who</i> will do it, and <i>when</i> .
<b>Presentation of Data:</b>	Describe how tables, charts, graphs, or other devices will be used to present data, either internally within the SO team or Operating Unit, or externally to Washington or other audiences.
<b>Review of Data:</b>	Describe <i>when</i> and <i>how</i> the SO team or Operating Unit will review the data and analysis (e.g., during portfolio review, mission internal review, or activity-level reviews with implementing partners).
<b>Reporting of Data:</b>	List any internal or external reports that will feature the data and/or analysis of this indicator (e.g., Annual Report data tables, Annual Report narrative, Budget Justification, report to Ambassador, or activity manager's report).

OTHER NOTES ( <i>Refer to Toolkit Part 2, Task 5</i> )			
<b>Notes on Baselines/Targets:</b> Explain how the baselines and targets were set and identify any assumptions made. If baselines and targets have not been set, identify <i>when</i> and <i>how</i> this will be done.			
<b>Other Notes:</b> Use this space as needed.			
PERFORMANCE INDICATOR VALUES			
Year	Target	Actual	Notes
<b>THIS SHEET LAST UPDATED ON:</b> mm/dd/yy To avoid version control problems, type the date of most recent revision or update to this reference sheet.			

## Worksheet 7: Data Quality Assessment Checklist

*Refer to this checklist when the SO team conducts both initial and periodic data quality assessments. The full list does not have to be completed—the SO team may wish to identify the most critical data quality issues for formal or informal assessment.*

**Name of Strategic Objective:**

**Name of Intermediate Result** (if applicable):

**Name of Performance indicator:**

**Data source(s):**

**Partner or contractor who provided the data** (if applicable):

**Year or period for which the data are being reported:**

**Is this indicator reported in the Annual Report?** *(circle one)* YES NO

**Date(s) of assessment:**

**Location(s) of assessment:**

**Assessment team members:**

### *For Office Use Only*

SO team leader approval:

X \_\_\_\_\_ Date \_\_\_\_\_

Mission director or delegate approval:

X \_\_\_\_\_ Date \_\_\_\_\_

Copies to:

Comments

1. VALIDITY—Do the data adequately represent performance?			
	Yes	No	Comments
<b>Face Validity</b>			
➤ Is there a solid, logical relation between the activity or program and what is being measured, or are there significant uncontrollable factors?	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Measurement Error</b>			
<i>Sampling Error</i> (only applies when the data source is a survey)			
➤ Were samples representative?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Were the questions in the survey/questionnaire clear, direct, easy to understand?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ If the instrument was self-reporting were adequate instructions provided?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Were response rates sufficiently large?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Has non-response rate been followed up?	<input type="checkbox"/>	<input type="checkbox"/>	
<i>Non Sampling Error</i>			
➤ Is the data collection instrument well designed?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Were there incentives for respondents to give incomplete or untruthful information?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Are definitions for data to be collected operationally precise?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Are enumerators well trained? How were they trained? Were they insiders or outsiders? Was there any quality control in the selection process?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Were there efforts to reduce the potential for personal bias by enumerators?	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Transcription Error</b>			
➤ What is the data transcription process? Is there potential for error?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Are steps being taken to limit transcription error? (e.g., double keying of data for large surveys, electronic edit checking program to clean data, random checks of partner data entered by supervisors)	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Have data errors been tracked to their original source and mistakes corrected?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ If raw data need to be manipulated to produce the data required for the indicator:	<input type="checkbox"/>	<input type="checkbox"/>	

1. VALIDITY—Do the data adequately represent performance?			
	Yes	No	Comments
➤ Are the correct formulae being applied?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Are the same formulae applied consistently from year to year, site to site, data source to data source (if data from multiple sources need to be aggregated)?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Have procedures for dealing with missing data been correctly applied?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Are final numbers reported accurate? (E.g., does a number reported as a “total” actually add up?)	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Representativeness of Data</b>			
➤ Is the sample from which the data are drawn representative of the population served by the activity?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Did all units of the population have an equal chance of being selected for the sample?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Is the sampling frame (i.e., the list of units in the target population) up to date? Comprehensive? Mutually exclusive (for geographic frames)	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Is the sample of adequate size?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Are the data complete? (i.e., have all data points been recorded?)	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Recommendations for improvement:</b>			

2. RELIABILITY—Are data collection processes stable and consistent over time?			
	Yes	No	Comments
<b>Consistency</b>			
➤ Is a consistent data collection process used from year to year, location to location, data source to data source (if data come from different sources)?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Is the same instrument used to collect data from year to year, location to location? If data come from different sources are the instruments similar enough that the reliability of the data are not compromised?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Is the same sampling method used from year to year, location to location, data source to data source?	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Internal quality control</b>			
➤ Are there procedures to ensure that data are free of significant error and that bias is not introduced?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Are there procedures in place for periodic review of data collection, maintenance, and processing?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Do these procedures provide for periodic sampling and quality assessment of data?	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Transparency</b>			
➤ Are data collection, cleaning, analysis, reporting, and quality assessment procedures documented in writing?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Are data problems at each level reported to the next level?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Are data quality problems clearly described in final reports?	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Recommendations for improvement:</b>			

**3. TIMELINESS—Are data collected frequently and are they current?**

	Yes	No	Comments
<b>Frequency</b>			
➤ Are data available on a frequent enough basis to inform program management decisions?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Is a regularized schedule of data collection in place to meet program management needs?	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Currency</b>			
➤ Are the data reported in a given timeframe the most current practically available?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Are data from within the policy period of interest? (i.e., are data from a point in time after intervention has begun?)	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Are the data reported as soon as possible after collection?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Is the date of collection clearly identified in the report?	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Recommendations for improvement:</b>			

**4. PRECISION—Do the data have an acceptable margin of error?**

	Yes	No	Comments
➤ Is the margin of error less than the expected change being measured?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Is the margin of error acceptable given the likely management decisions to be affected? (consider the consequences of the program or policy decisions based on the data)	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Have targets been set for the acceptable margin of error?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Has the margin of error been reported along with the data?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Would an increase in the degree of accuracy be more costly than the increased value of the information?	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Recommendations for improvement:</b>			



5. INTEGRITY—Are data are free of manipulation?			
	Yes	No	Comments
➤ Are mechanisms in place to reduce the possibility that data are manipulated for political or personal reasons?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Is there objectivity and independence in key data collection, management, and assessment procedures?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ Has there been independent review?	<input type="checkbox"/>	<input type="checkbox"/>	
➤ If data is from a secondary source, is USAID management confident in the credibility of the data?	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Recommendations for improvement:</b>    			

For indicators for which no recent relevant data are available
<b>If no recent relevant data are available for this indicator, why not?</b>    
<b>What concrete actions are now being undertaken to collect and report this data as soon as possible?</b>       
<b>On what date will data be reported?</b>   

**Worksheet 8: Summary Performance Data Table**

*Use this worksheet to keep track of baseline values and target values for the life of the SO for each SO and IR indicator. Some Operating Units prefer to consolidate baseline and target data values for all indicators into one table (and other prefer to keep the data on the lower section of Worksheet 6). Modify the table to include additional indicators and years as needed. An excerpt from a completed table can be found in the Toolkit in Part 2, Task 5.3.*

SO or IR	Results Statement	Indicator	Unit of Measure	Disaggregation	Baseline Year	Baseline Value	2005 Target	2005 Actual	2006 Target	2006 Actual	2007 Target	2007 Actual
SO												
IR												
Sub-IR												

## Worksheet 9: Performance Management Task Schedule

Use this worksheet to schedule all of the SO team's monitoring and reporting activities over the life of the SO. Modify the table to include additional indicators and years as needed. An excerpt from a completed schedule can be found in Part 2, Task 6.1 of the Toolkit.

PERFORMANCE MANAGEMENT TASKS	FY 2004				FY 2005				FY 2006				FY2007				Notes
	Q1	Q2	Q1	Q2	Q3	Q4	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	
<b>COLLECT CONTEXT-LEVEL DATA</b>																	
<b>COLLECT SO-LEVEL PERFORMANCE DATA</b>																	
<b>COLLECT IR-LEVEL PERFORMANCE DATA</b>																	
<b>COLLECT ACTIVITY-LEVEL DATA</b>																	
<b>CONDUCT EVALUATIONS &amp; SPECIAL STUDIES</b>																	
<b>REVIEW PERFORMANCE INFORMATION</b>																	
<b>REPORT PERFORMANCE RESULTS</b>																	

PERFORMANCE MANAGEMENT TASKS	FY 2004				FY 2005				FY 2006				FY2007				Notes
	Q1	Q2	Q1	Q2	Q3	Q4	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	
<b>ASSESS DATA QUALITY</b>																	
<b>REVIEW &amp; UPDATE PMP</b>																	

## Worksheet 10: Evaluations and Special Studies Planning

*Use this worksheet during a facilitated discussion with the PMP development team to determine whether and when evaluations and special studies might be conducted during the life of the SO. A completed version of this worksheet can be found in Part 2, Task 6.3 of the Toolkit.*

Evaluation/Study Subject	When	Key Research Question(s)

**Worksheet 11: Evaluation Scope of Work (SOW) Planning**

*Use this worksheet as soon as the SO team has determined that an evaluation should take place in the near future. Reviewing this list of questions will help formulate a well-developed SOW.*

PLANNING ELEMENTS	DESCRIPTION
What is the activity, or strategy being evaluated?	
Provide a brief background on the implementation.	
What are existing performance information sources?	
What is the purpose of the evaluation?	
Who is the audience for the evaluation?	
How will the evaluation be used?	
What are the key evaluation questions	
What evaluation methods will be used to answer the evaluation questions?	
What is the proposed composition of the evaluation team?	
What customers, partners, or stakeholders will participate in the evaluation?	
What is the schedule for the evaluation?	
What logistics are necessary for the evaluation?	
What are requirements for reporting and dissemination of the evaluation?	
What is the budget for the evaluation?	

## **Appendix B: Helpful Hints**

Helpful Hint 1: Facilitating Group Discussions and Decision-Making

Helpful Hint 2: Indicators for Hard-to-Measure Results

Helpful Hint 3: Performance Indicator Brainstorming Session

Helpful Hint 4: Rapid Low-Cost Data Collection Methods

Helpful Hint 5: Information Systems for Data Collection and Performance Monitoring

Helpful Hint 6: Key Features of Quality Data Sources

Helpful Hint 7: Tips to Minimize Bias

Helpful Hint 8: Tips for Communicating Performance Information in Reports

Helpful Hint 9: Questions to Guide Portfolio Reviews

Helpful Hint 10: Maintaining Official SO Team Files

## Helpful Hint 1: Facilitating Group Discussions and Decision-Making

There are two critical dimensions of an effective group discussion: “what” is discussed, and “how” the discussion takes place. The latter focuses on the process of the meeting – how decisions are made, how problems are resolved, how group members interact and is often where problems arise. Facilitators are especially helpful with managing the “how” aspects a meeting. However, they also sometimes assist with the “what” aspects as well.

### ***Hints for Facilitators***

- Encourage a creative environment
- Warm up
- Break the ice
- Review ground rules
- Introduce problem statement/discussion objective
- Manage flow of ideas/discussion
- Listen actively
- Solicit clarification by asking questions
- Provide feedback
- Record ideas/discussion on flip charts
- Facilitate decision-making. Consider consensus-building, multi-voting, pair-wise ranking, polling, or other techniques.

### ***Ground Rules for Brainstorming***

When used skillfully, brainstorming is a great technique to help people get involved in the process of generating creative ideas. A facilitator writes the topic or question to be brainstormed at the top of a large sheet of paper, then asks the group to call out their ideas in short phrases that can be written down quickly. In order to set a creative, high energy atmosphere, the following guidelines should be stated to the group at the outset:

- *Everyone participates*—no one dominates. Have each person share at least one idea before opening the floor for free flow.
- *Record every idea in full view* to prevents misunderstandings and reminds others of ideas.
- *Go for quantity*. The more ideas the better.
- *Don't criticize or evaluate ideas*. This is a key rule, and is often forgotten! Premature judgment will curb the essential creative flow. The time to evaluate is after you have created a large list of possibilities.
- *Encourage creative, free-wheeling ideas*. Wild ideas can lead to innovative approaches.
- *Ideas may be “piggy-backed.”* One person may build upon another's idea.
- *Seek to combine ideas in creative ways*.

Do it quickly—5-15 minutes works well. After brainstorming, focus the group's thinking by jointly identifying the most promising ideas or combinations of ideas. Consider waiting a day before making a final decision in order to allow your sub-conscious mind to continue to work on it. Select the best idea based on agreed-upon criteria.



## Helpful Hint 2: Indicators for Hard-to-Measure Results

Here are some key points to consider when using scales, indexes, and scorecards for hard-to-measure results.

Method	Definition	Strengths	Weaknesses
<b>Rating Scales</b>	A rating device that presents a range of responses of a single issue or a single dimension of an issue. The rating is done by trained observers or experts. There are three major types of rating systems: written descriptions, photographs, and other visual scales	<ul style="list-style-type: none"><li>➤ Facilitates data collection on “soft” dimensions of development</li><li>➤ Enables transformation of “subjective” information into numbers</li></ul>	<ul style="list-style-type: none"><li>➤ Derived numbers can be misleading if underlying data are invalid or unreliable</li></ul>
<b>Indexes</b>	A combination of multiple ratings to assess an overall concept or issue	<ul style="list-style-type: none"><li>➤ A weighting system can be applied to assign greater or lesser value to each item in the index</li><li>➤ Useful for measuring progress in areas where complex, qualitative judgments are required</li></ul>	<ul style="list-style-type: none"><li>➤ Incorrect weighting can lead to erroneous conclusions</li><li>➤ Combining too many elements into a single number has limited management utility</li></ul>
<b>Scorecards</b>	A simple index that is based on yes/no responses	<ul style="list-style-type: none"><li>➤ Useful in determining whether certain characteristics are present</li><li>➤ Most useful for straightforward judgments</li></ul>	<ul style="list-style-type: none"><li>➤ May oversimplify complex information to the extent that scores lack meaning</li></ul>

Some points to note regarding rating scales and indices:

- Different people use scales differently
- You need to determine how many values the scale should have
- Raters should be trained
- Consistency in ratings is key
- Using the same team of raters helps standardize ratings
- Weights should be assigned with care

Refer to the *Democracy and Governance Handbook*’s annex on using scales, indexes, and scorecards for performance measurement for additional examples.

### **Helpful Hint 3: Performance Indicator Brainstorming Session**

Your SO team can use the following interactive technique to brainstorm indicators for your results framework. Adapt the process to your needs and the resources available.

#### **1. Set Up**

On a large piece of newsprint, draw out the results framework for the SO. Under each results statement box, arrange the following:

- Blue Post-Its for each of the performance indicators initially proposed by the mission
- Mini Post-Its labeled with the name of each program under the result. Include the names of implementing partners and collaborating NGOs on each program Post-It
- Large Post-Its for general notes and comments

#### **2. Discuss Initial or Existing Indicators**

Discuss each of the initial indicators based upon your detailed quality assessment and notes from the review by the entire SO team. On each indicator Post-It, use Post-It “flags” or colored markers to record initial thoughts as follows:

- “Note!” flags for each indicator that the mission had previously proposed to report in the Annual Report
- Green flags for each indicator that was outstanding or needed minimal improvement
- Yellow flags for each indicator that could be considered if it were significantly improved
- Red flags for each indicator that was completely unacceptable
- Blue flags for each red-flagged indicator that was not an acceptable performance indicator, but was a good indicator of context and that the mission should track

#### **3. Brainstorm for New Indicators**

Based upon discussions with partners, stakeholders, and others, brainstorm for additional indicators, with an eye for “adequacy” (including “balance”), using:

- Yellow Post-Its for each potential indicator
- For the new indicators, follow a rating process using flags as above.
- Engage in an iterative process of improvement, rating, and selection among all indicators

## Helpful Hint 4: Rapid Low-Cost Data Collection Methods

**Key Informant Interviews:** In-depth discussions on a specific topic with a knowledgeable person.

When Appropriate	Advantages	Limitations	Skills Required
<ul style="list-style-type: none"><li>➤ General information is sufficient for decision-making</li><li>➤ An understanding is required of the motivations and attitudes that direct behavior</li><li>➤ Available quantitative data needs to be interpreted</li><li>➤ Primary purpose of the study is to generate suggestions and recommendations</li><li>➤ The need is to develop questions, hypotheses, and propositions for further testing and refinement.</li></ul>	<ul style="list-style-type: none"><li>➤ Provides in-depth, inside information because it comes from knowledgeable persons.</li><li>➤ Provides flexibility to explore new idea &amp; issues that had not been anticipated during planning</li><li>➤ Easy to find people with right skills to conduct these interviews</li><li>➤ Can be completed quickly.</li></ul>	<ul style="list-style-type: none"><li>➤ Does not provide quantitative data</li><li>➤ Findings are susceptible to interviewer biases</li></ul>	<ul style="list-style-type: none"><li>➤ Interviewer must have:</li><li>➤ Substantial knowledge of the subject and practical experience</li><li>➤ Exposure to techniques of conducting qualitative interviews</li><li>➤ Knowledge of local language</li></ul>

**Focus Group Interviews:** Participants discuss ideas, issues, and information among themselves under general supervision of a moderator

When Appropriate	Advantages	Limitations	Skills Required
<ul style="list-style-type: none"><li>➤ Ideas and hypotheses for designing a development intervention are needed</li><li>➤ Reactions to the recommended innovations need to be determined</li><li>➤ Responses of the local populations need to be determined</li><li>➤ Major implementation problems, whose nature and implications are not clear, are to be examined and analyzed</li><li>➤ Recommendations and suggestions are needed</li></ul>	<ul style="list-style-type: none"><li>➤ Enable information to be gathered rapidly</li><li>➤ Are economical-do not require large sample surveys, etc.</li><li>➤ Individual inhibitions are often reduced</li><li>➤ Generate fresh ideas</li></ul>	<ul style="list-style-type: none"><li>➤ Susceptible to same moderator biases as are key informant interviews</li><li>➤ Discussions can be dominated by a few articulate people</li><li>➤ Cannot provide quantifiable information</li></ul>	<p>Interviewer must have</p> <ul style="list-style-type: none"><li>➤ Understanding of the subject</li><li>➤ Local language proficiency</li><li>➤ Training/ experience in conducting group discussions</li></ul>

### Community Interviews: Community/village meetings open to all members

When Appropriate	Advantages	Limitations	Skills Required
<ul style="list-style-type: none"> <li>➤ Village/Community-level data are required</li> <li>➤ Support for a specific initiative needs to be assessed</li> <li>➤ An assessment of the needs of communities is to be made in order to develop suitable programs</li> <li>➤ An evaluation is to be conducted of the development initiative affecting a majority of the community members.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Permit direct interactions between the investigator and a large number of local population</li> <li>➤ Generate quantitative data</li> <li>➤ Built-in mechanism for correcting inaccurate information</li> <li>➤ Data can be collected quickly and can be cost effective</li> </ul>	<ul style="list-style-type: none"> <li>➤ Can be easily manipulated by community elite</li> <li>➤ Can be monopolized by articulate participants</li> <li>➤ Many issues cannot be discussed in group encounters</li> </ul>	<ul style="list-style-type: none"> <li>➤ Interviewer must have:</li> <li>➤ Understanding of the subject</li> <li>➤ Local language proficiency</li> <li>➤ Training/ experience in conducting group discussions</li> </ul>

**Direct Observation:** Intensive and systematic observation of a phenomenon or process in its natural setting. May involve interviews of key informants.

When Appropriate	Advantages	Limitations	Skills Required
<ul style="list-style-type: none"> <li>➤ When trying to understand on-going behavior or an unfolding event</li> <li>➤ Information about physical infrastructure is required</li> <li>➤ Delivery systems or the services offered by public and private agencies are to be examined</li> <li>➤ Preliminary information is required</li> </ul>	<ul style="list-style-type: none"> <li>➤ Enables investigator to study a phenomenon in its natural setting</li> <li>➤ May reveal social and economic conditions and problems of which the informants are unaware</li> <li>➤ Rapid and economical</li> </ul>	<ul style="list-style-type: none"> <li>➤ Susceptible to observer bias</li> <li>➤ Units under observation must represent the population</li> <li>➤ Observation affects people's behavior</li> </ul>	<ul style="list-style-type: none"> <li>➤ Observers must have:</li> <li>➤ Specialized subject knowledge</li> <li>➤ Experience in field observation</li> <li>➤ Knowledge of local language</li> </ul>

**Informal Surveys:** Differ from samples surveys in that they: focus on few variables, use a small sample size, use non-probability sampling, and permit more flexibility to interviewers in the field.

When Appropriate	Advantages	Limitations	Skills Required
<ul style="list-style-type: none"> <li>➤ When quantitative information is needed about a homogeneous population</li> <li>➤ Difficult to construct a probability sample without major investment</li> <li>➤ Some qualitative information is already available</li> <li>➤ Quantitative data about attitudes, beliefs and responses of target population are required immediately</li> </ul>	<ul style="list-style-type: none"> <li>➤ Can generate quantitative data when sample surveys are difficult</li> <li>➤ Non-random sampling errors are low</li> <li>➤ Provide relevant quantitative data in short time with limited personnel.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Not good for collecting in-depth information</li> <li>➤ Susceptible to sampling biases</li> <li>➤ Complex statistical analyses are not always feasible</li> </ul>	<ul style="list-style-type: none"> <li>➤ Investigator must have:</li> <li>➤ Strong knowledge of survey topic</li> <li>➤ Formal training/ experience in conducting informal surveys</li> <li>➤ Familiarity with local socioeconomic conditions</li> </ul>

## **Helpful Hint 5: Information Systems for Data Collection and Performance Monitoring**

Operating Units have a variety of options to choose from when it comes to selecting an information system to manage the performance monitoring and reporting process. In order to decide what system is right for you, conduct a simple needs analysis by asking:

- How much will data collection and processing cost?
- What is the value of the information to decision-making?
- What level of data quality to decision-makers need?
- Who needs access to the data and when?
- What are the needs for security/control of data?
- What is the appropriate frequency of data collection and reporting?
- Are quality vendors/contractors available locally?

### **Microsoft Excel**

Using a well-thought out spreadsheet, such as Microsoft Excel, may accomplish the mission's goals and be a more effective system than more complicated computer programs. In Microsoft Excel, Workbooks (files) can be used to work and store your data. Because each workbook can contain many worksheets, you can organize various kinds of related information into a single spreadsheet file. You can enter and edit data on several worksheets simultaneously and perform calculations based on data from multiple worksheets. When you create a chart, you can place the chart on the worksheet with its related data or on a separate chart sheet.

If using an Excel spreadsheet, take time to determine:

- How many fields of data (pieces of information) do you want to store?
- How many columns (in a database, a "field") and rows (in a database, a "record") would you need?

*"Strengths" depend on a lot of things but could include:*

- Relatively low cost to buy program (already included on many computers as part of the Microsoft Office suite)
- Relatively user-friendly
- Ability to generate graphs and charts based on data entered into the worksheet
- Help for users and developers is available within the program or from the Microsoft help centers in various countries and on the internet

*"Weaknesses" include:*

- Not robust/large enough for integration with enterprise-wide computer systems like Oracle
- Cannot provide meaningful analysis if data set is incomplete

### **Microsoft Access**

Microsoft Access is a database program. You may need a programmer, although many non-IT specialists can learn Access fairly easily (the fact that the screens look similar to other Microsoft products helps). An average computer, or even a laptop, can run Access. Access is appropriate for a "mid-sized" database ("Large" would be Oracle). Access is often used by

missions and other offices as their first database, when they are unlikely to need a large or complex database.

*“Strengths” depend on a lot of things but could include:*

- Relatively low cost to buy program (already included on many computers as part of the Microsoft Office suite)
- Relatively low cost of programmers (it is not a difficult programming language)
- Relatively user-friendly
- Help for users and developers is available within the program or from the Microsoft help centers in various countries and on the internet

*“Weaknesses” include:*

- Not robust/large enough for integration with enterprise-wide computer systems like Oracle
- Cannot provide meaningful analysis if data set is incomplete
- Fails when the data is too large (too many records) or there are too many relationships in the database

## **Geographic Information Systems (GIS)**

GIS is the general term used for applications that allow you to demonstrate the analysis of data in a map form; all GIS systems have a database inside. Although many GIS applications are available (do a search on the web to see some brand names) they require more expense and more development time than simple databases. GIS systems need a programmer, and the programmers are harder to find. It may be necessary to have a larger and/or dedicated computer to run a GIS system.

But ask questions first to determine if GIS is even needed. Why/how do you want the data to be linked to a map? Would it be enough just to have a chart showing the number of kids in each province or is it really important to show that information on a map? Although GIS systems are very powerful, especially for presenting uneven distributions of social indicators across geography, the cost of developing a system may not be justifiable.

*“Strengths” depend on a lot of things but could:*

- Can present data analysis linked to geography

*“Weaknesses”:*

- Expense
- Less powerful analysis and results if you have an incomplete or small data set

Here are some examples of companies who sell GIS applications. On each of these web pages, there are descriptions of how GIS analysis was used in various sectors.

ESRI (<http://www.esri.com/industries/index.html>)

ArcInfo (<http://www.esri.com/software/arcinfo/index.html>)

ArcView (<http://www.esri.com/software/arcview/index.html>)

Atlas GIS (<http://www.esri.com/software/atlas/index.html>).

Clarklabs (<http://www.clarklabs.org/03prod/gallery/imgalfrm.htm>)

MapInfo

([http://www.mapinfo.com/solutions\\_and\\_services/interest\\_areas/government/government\\_solutions.html](http://www.mapinfo.com/solutions_and_services/interest_areas/government/government_solutions.html))

GRASS GIS (<http://www.baylor.edu/~grass/links.html>)

## **Helpful Hint 6: Key Features of Quality Data Sources**

### **Primary Data Sources**

You may occasionally use primary data collected on your own or through independent entities that you engage for this purpose. For example, you may require primary data to be collected scientifically to serve as a baseline, interim, or final evaluation of SO achievement.

In these settings, you should ensure that the contractor doing the data collection and analysis follows good statistical and operational methodology, as outlined in TIPS No. 12 and ADS 203.3.5. These requirements should be written into the contracts so they become enforceable if and when necessary. As part of data quality assessments, look for and document evidence of the following key features:

- Are there written descriptions of the data verification and validation procedures to be used to minimize the chance that significant error, including bias, are not added during collection, maintenance or processing of data?
- Are general procedures in place to control data quality, such as supervision of data collection?
- Are sufficient descriptions available of the instruments and procedures to be used to ensure that data are collected consistently over the course of the activity?
- Do mechanisms exist to ensure timely availability of data for management purposes?
- Is source documentation readily available?

### **Partner Data**

Much of the data that you will collect will come from implementing partners, including contractors, cooperating agencies, and grantees. This data is typically derived from partners' ongoing performance monitoring systems. To assess the quality of partner data, you may:

- Periodically sample and review the partner data to ensure completeness, accuracy and consistency
- Use independent audits or other procedures for ensuring quality financial information when financial data is used for performance measurement
- Determine whether the partner appropriately addressed known data quality problems

As you seek to monitor whether implementation is on track towards expected results, you may want to use field visits, data from other sources, and independent surveys or evaluations to ensure quality data. All assessments should be documented and available. In particular, look for and document evidence of the following:

- Does the partner have procedures for data collection, maintenance and processing that are consistently applied and continue to be adequate?
- Does the partner continue to utilize these procedures to ensure a consistent flow of quality data?

## Secondary Data Sources

Occasionally, you may rely on secondary data sources over which the Agency has no control. These may include government ministries or other bilateral donors or development agencies.

When such data are the only, or best, source of performance information, obtain as much information as possible as to how the data are collected and analyzed, and what quality control mechanisms exist. To perform data assessments, you may want to:

- Interview managers responsible for data collection within the source agency, and report findings in a memorandum of conversation.
- Discuss the quality of data—often off the record—with counterparts in other agencies. These discussions will be documented and summarized in memoranda that assess everything that is known about the reliability of such data.
- Share data collection experiences with secondary sources, and discuss how reliable they feel their information is. This information should be documented in trip reports.

When performing data quality assessments of secondary sources, you might choose to seek evidence of the following:

- Does the secondary source have procedures that periodically review data collection, maintenance and processing to ensure that these procedures are consistently applied and continue to be adequate?
- Were independent audits or other independent evaluations of the data available to ensure that quality data are available? This applies particularly to financial data, but may apply to other data if another donor or independent body assesses the adequacy of the data collection, analysis and reporting system.
- Does the secondary source address known data quality problems?
- Are there independent sources that confirm that secondary source data are accurate?

If the data from secondary sources turn out to be reliable, they can serve as an inexpensive, easily accessible source of performance information. If not, develop other data sources that can be used to monitor performance.



**Helpful Hint 7: Tips to Minimize Bias**

<b>Bias Type</b>	<b>Tips to Minimize Bias</b>
<b>Interviewer bias</b>	<ul style="list-style-type: none"><li><input type="checkbox"/> Train interviewers thoroughly</li><li><input type="checkbox"/> Standardize the interview protocol</li><li><input type="checkbox"/> Use highly objective, closed ended questions</li><li><input type="checkbox"/> Have each collector or team gather information from different areas, both in baseline and subsequent evaluation surveys</li><li><input type="checkbox"/> For longitudinal surveys, the same data collector (or team) should collect information for the same individuals throughout the duration of the evaluation</li></ul>
<b>Instrument or measurement bias</b>	<ul style="list-style-type: none"><li><input type="checkbox"/> Pilot test the instrument and revise accordingly</li><li><input type="checkbox"/> Standardize measurement instruments and procedures</li><li><input type="checkbox"/> Calibrate instruments frequently</li></ul>
<b>Response bias</b>	<ul style="list-style-type: none"><li><input type="checkbox"/> Train interviewers thoroughly on how to probe for information</li><li><input type="checkbox"/> Use highly objective, closed ended questions</li></ul>
<b>Recall bias</b>	<ul style="list-style-type: none"><li><input type="checkbox"/> Train interviewers thoroughly on how to probe for information and how to help respondents remember past events</li><li><input type="checkbox"/> Use specific and meaningful reference/recall period</li></ul>
<b>Time or seasonal bias</b>	<ul style="list-style-type: none"><li><input type="checkbox"/> Standardize the time of day or season of data collection so information on treatment groups and controls is collected during the same period</li></ul>

## **Helpful Hint 8: Tips for Communicating Performance Information in Reports**

- Begin reports with a brief executive summary
- Include a table of contents and list of acronyms, if applicable
- Keep reports concise
- Use simple, clear language
- Use tables, charts, and graphs to summarize results
- Use simple, eye catching graphics to support text
- Synthesize available findings
- Use real examples
- Make concrete recommendations
- List “lessons learned”
- Provide references for additional sources of information

## Helpful Hint 9: Questions to Guide Portfolio Reviews

*The following tables (excerpted from ADS 203.3.7) provide a list of questions that can be used to plan and carry out portfolio reviews. Other questions may be relevant and useful to address. For those questions answered in the negative, the SO team should seek to understand the reason behind the answer and what corrective actions, if any, might be necessary.*

### Strategy and Activity Issues to Address during Portfolio Reviews

Area of Concern	Suggested Questions
<b>Results</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Are the desired results being achieved?</li> <li><input type="checkbox"/> Are the results within USAID's manageable interest?</li> <li><input type="checkbox"/> Will planned targets set in the previous Annual Report be met?</li> <li><input type="checkbox"/> Is the performance management system in place adequate to capture data on the achievement of results?</li> </ul>
<b>Outputs</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Are planned outputs being completed on schedule?</li> <li><input type="checkbox"/> Are the outputs leading to the achievement of the desired results as anticipated?</li> </ul>
<b>Inputs</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Are the necessary inputs being provided on schedule by USAID and/or its customers/partners?</li> <li><input type="checkbox"/> Are inputs effective in producing the desired outputs?</li> <li><input type="checkbox"/> Are funding pipelines adequate to finance activities until new funds become available for obligation?</li> <li><input type="checkbox"/> If there are significant differences between planned and actual expenditures, do these point to potentially problematic delays or cost overruns ?</li> </ul>
<b>Development hypothesis</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Has the logic identified in the development hypothesis in the Results Framework been found to hold true?</li> <li><input type="checkbox"/> If not, what adjustments, if any, are needed to the strategy?</li> </ul>
<b>Critical assumptions inherent in results framework</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Do the assumptions stated in the Results Framework still hold true?</li> <li><input type="checkbox"/> If not, what effect does this have on the SO activities and expected results?</li> </ul>
<b>Non-USAID circumstances</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Are situations or circumstances beyond USAID control and influence, other than the identified critical assumptions, affecting USAID activities?</li> <li><input type="checkbox"/> If so, what are they, and what are the effects on USAID activities?</li> </ul>
<b>Interface between tactics and strategy</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> At the current rate of progress, is USAID on track to achieve the results that have been targeted in the future?</li> <li><input type="checkbox"/> Have significant problems or issues been identified in their early stages in order to take corrective action, or are they dealt with after major problems have occurred?</li> </ul>

### Process Issues to Address during Portfolio Reviews

Area of Concern	Suggested Questions
<b>Indicators and targets</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Are the performance indicators appropriate for management needs?</li> <li><input type="checkbox"/> Are the established indicators being monitored regularly?</li> <li><input type="checkbox"/> Will USAID be able to attribute progress in the indicator to USAID?</li> <li><input type="checkbox"/> Were the set targets realistic?</li> <li><input type="checkbox"/> If not, what targets are more appropriate?</li> <li><input type="checkbox"/> Do performance data meet quality standards for reporting?</li> </ul>
<b>Evaluations</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Have any evaluations been completed to fill performance information gaps?</li> <li><input type="checkbox"/> Is the information from prior evaluations informing decisions and action on relevant activities?</li> <li><input type="checkbox"/> Are new evaluations needed to inform future decisions?</li> </ul>
<b>Teamwork</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Do team members have clear roles and responsibilities and adequate authority for implementing activities?</li> <li><input type="checkbox"/> Is the team receiving adequate support from other units in the Mission, Operating Unit or Bureau?</li> <li><input type="checkbox"/> Is the team regularly involving non-USAID members in information sharing and decision-making?</li> <li><input type="checkbox"/> Is staffing of the team adequate?</li> <li><input type="checkbox"/> Are any changes to roles or new team members needed?</li> <li><input type="checkbox"/> Are sub-teams (if any) functioning adequately?</li> </ul>
<b>Customer/partner perceptions</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Are customer/partner expectations and needs being regularly assessed?</li> <li><input type="checkbox"/> Are customers/partners involved in performance management and assessing effort?</li> <li><input type="checkbox"/> Are gender concerns being addressed, and are there new gender issues that the SO team needs to take into account?</li> <li><input type="checkbox"/> What opportunities do customers have to obtain information and to provide ongoing feedback to USAID on priorities and activity implementation?</li> </ul>

### Vulnerability Issues to Address during Portfolio Reviews

Area of Concern	Suggested Questions
<b>Financial vulnerability</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Do recipient institutions meet financial management and accountability standards?</li> <li><input type="checkbox"/> Are the funds received from USAID being handled properly?</li> <li><input type="checkbox"/> Are previously identified problem areas being corrected?</li> </ul>
<b>Other vulnerability</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Are activities in compliance with any applicable legal or legislative restrictions?</li> <li><input type="checkbox"/> Are potential conflict of interest or procurement integrity issues being adequately managed?</li> <li><input type="checkbox"/> Are activities in compliance with the environmental impact mitigation provisions of the 22 CFR environmental determination? (see ADS 204 and ADS 201.3.4.11b)</li> </ul>
<b>Audit readiness</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Are filing systems and documentation adequate to establish an audit trail?</li> <li><input type="checkbox"/> Are approval authorities and procedures clear and being followed?</li> <li><input type="checkbox"/> Has the necessary post-obligation documentation been developed (e.g., financial and substantive tracking)?</li> <li><input type="checkbox"/> Are the performance indicators supported by documentation that show reported data accurately represent real progress?</li> </ul>

## **Helpful Hint 10: Maintaining Official SO Team Files**

Each SO Team is responsible for ensuring there is official documentation to support the SO team's performance management and reporting activities. ADS 203.3.3 provides the guidance about what is mandatory and what is suggested in a performance management plan (this information is also summarized in Table 2.14 of the Toolkit).

As you begin implementing the PMP you should organize and maintain a set of performance management files that document your performance management activities. Here are some suggestions that you should consider maintaining to support the PMP:

### **Recommended Documentation for Performance Management Files**

- Data tables with targets and actual data for all indicators in PMP
- Source documents/supporting documentation for all data recorded in data tables
- Calculations to support data recorded in performance data tables
- Documentation of data quality assessments
- Documentation of indicator assessments
- Justification for any changes to Annual Report indicators
- Copies of all special studies and/or evaluations
- Copies of all surveys and other instruments used to collect performance data
- Reports of site visits by USAID staff to monitor activities
- Activity progress reports from partners
- Summary of outcomes of annual portfolio review process and activity implementation review if any

Also see ADS 202.3.4.6 and ADS 502 about maintaining official SO Team files.

## Appendix C: Helpful Resources

### Resources available on the Internet

Description	Location
General USAID Resources	
1. ADS 200	<a href="http://www.usaid.gov/pubs/ads/200/200.pdf">www.usaid.gov/pubs/ads/200/200.pdf</a>
2. ADS 201	<a href="http://www.usaid.gov/pubs/ads/200/201.pdf">www.usaid.gov/pubs/ads/200/201.pdf</a>
3. ADS 202	<a href="http://www.usaid.gov/pubs/ads/200/202.pdf">www.usaid.gov/pubs/ads/200/202.pdf</a>
4. ADS 203	<a href="http://www.usaid.gov/pubs/ads/200/203.pdf">www.usaid.gov/pubs/ads/200/203.pdf</a>
5. Dialogue about ADS Programming Policies	<a href="http://www.USAIDResults.org">www.USAIDResults.org</a> (click on Town Hall)
6. Economic and Social Data Services	<a href="http://cdie.usaid.gov">http://cdie.usaid.gov</a> (internal USAID only)
7. Research and Reference Services	<a href="http://cdie.usaid.gov">http://cdie.usaid.gov</a> (internal USAID only)
8. Performance Management Toolkit (including worksheets)	<a href="http://www.USAIDResults.org">www.USAIDResults.org</a> (click on Tools)
9. "Legal and Policy Considerations when involving partners and customers on Strategic Objective Teams and other consultations"	<a href="http://www.usaid.gov/pubs/ads/200/2016s1.doc">www.usaid.gov/pubs/ads/200/2016s1.doc</a>
10. Database of R4s and Annual Reports	<a href="http://www.dec.org/partners/pmdb/">www.dec.org/partners/pmdb/</a>
11. Database of "Development Experience"	<a href="http://www.dec.org">www.dec.org</a>
TIPS Series	
12. TIPS No. 1: Conducting a Participatory Evaluation (1996)	<a href="http://www.dec.org/pdf_docs/PNABS539.pdf">www.dec.org/pdf_docs/PNABS539.pdf</a>
13. TIPS No. 2: Conducting Key Informant Interviews	<a href="http://www.dec.org/pdf_docs/PNABS541.pdf">www.dec.org/pdf_docs/PNABS541.pdf</a>
14. TIPS No. 3: Preparing an Evaluation Scope of Work (1996)	<a href="http://www.dec.org/pdf_docs/PNABY207.pdf">www.dec.org/pdf_docs/PNABY207.pdf</a>
15. TIPS No. 4: Using Direct Observation Techniques	<a href="http://www.dec.org/pdf_docs/PNABY208.pdf">www.dec.org/pdf_docs/PNABY208.pdf</a>
16. TIPS No. 5: Using Rapid Appraisal Methods (1996)	<a href="http://www.dec.org/pdf_docs/PNABY209.pdf">www.dec.org/pdf_docs/PNABY209.pdf</a>

Description	Location
17. TIPS No. 6: Selecting Performance Indicators (1996)	<a href="http://www.dec.org/pdf_docs/PNABY214.pdf">www.dec.org/pdf_docs/PNABY214.pdf</a>
18. TIPS No. 7: Preparing a Performance Monitoring Plan (1996)	<a href="http://www.dec.org/pdf_docs/PNABY215.pdf">www.dec.org/pdf_docs/PNABY215.pdf</a>
19. TIPS No. 8: Establishing Performance Targets (1996)	<a href="http://www.dec.org/pdf_docs/PNABY226.pdf">www.dec.org/pdf_docs/PNABY226.pdf</a>
20. TIPS No. 9: Conducting Customer Service Assessments (1996)	<a href="http://www.dec.org/pdf_docs/PNABY227.pdf">www.dec.org/pdf_docs/PNABY227.pdf</a>
21. TIPS No. 10: Conducting Focus Group Interviews (1996)	<a href="http://www.dec.org/pdf_docs/PNABY233.pdf">www.dec.org/pdf_docs/PNABY233.pdf</a>
22. TIPS No. 11: Role of Evaluation in USAID (1997)	<a href="http://www.dec.org/pdf_docs/PNABY239.pdf">www.dec.org/pdf_docs/PNABY239.pdf</a>
23. TIPS No. 12: Guidelines for Indicator and Data Quality (1998)	<a href="http://www.dec.org/pdf_docs/PNACA927.pdf">www.dec.org/pdf_docs/PNACA927.pdf</a>
24. TIPS No. 13: Building a Results Framework (2000)	<a href="http://www.dec.org/pdf_docs/PNACA947.pdf">www.dec.org/pdf_docs/PNACA947.pdf</a>
25. TIPS No. 14: Monitoring the Policy Reform Process (2000)	<a href="http://www.dec.org/pdf_docs/PNACA949.pdf">www.dec.org/pdf_docs/PNACA949.pdf</a>
26. TIPS No. 15: Measuring Institutional Capacity (2000)	<a href="http://www.dec.org/pdf_docs/PNACG612.pdf">www.dec.org/pdf_docs/PNACG612.pdf</a> ; Annex available at <a href="http://www.dec.org/pdf_docs/PNACG624.pdf">www.dec.org/pdf_docs/PNACG624.pdf</a>

#### Selected Sector-Specific Resources

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|--|--|
| 27. Food Security Indicators and Framework for Use in the Monitoring and Evaluation of Food Aid Programs | <a href="http://www.dec.org/pdf_docs/PNACG170.pdf">www.dec.org/pdf_docs/PNACG170.pdf</a>   |
| 28. Handbook of Democracy and Governance Program Indicators  | <a href="http://www.dec.org/pdf_docs/PNACC390.pdf">www.dec.org/pdf_docs/PNACC390.pdf</a>   |
| 29. "Synthesis of Democracy and Governance Cross Sectoral Case Studies"                                  | <a href="http://www.dec.org/pdf_docs/PNACJ950.pdf">www.dec.org/pdf_docs/PNACJ950.pdf</a> or <a href="http://www.usaid.gov/regions/afr/pubs/democracy.html">www.usaid.gov/regions/afr/pubs/democracy.html</a> |
| 30. Kumar, Krishna, "Rapid Low Cost Data Collection Methods for AID."                                    | <a href="http://www.dec.org/pdf_docs/PNAAL100.pdf">www.dec.org/pdf_docs/PNAAL100.pdf</a>   |
| 31. "Pocketbook of Family Planning and Reproductive Health Indicators for Program Design and Evaluation" | <a href="http://www.dec.org/pdf_docs/PNACG519.pdf">www.dec.org/pdf_docs/PNACG519.pdf</a>   |
| 32. "Health and family planning indicators: a tools for results frameworks, Volume I"                    | <a href="http://www.dec.org/pdf_docs/PNACM806.pdf">www.dec.org/pdf_docs/PNACM806.pdf</a>   |

Description	Location
33. "Health and family planning indicators: measuring sustainability, Volume II"	<a href="http://www.dec.org/pdf_docs/PNACE795.pdf">www.dec.org/pdf_docs/PNACE795.pdf</a>
34. "Measuring results of health sector reform for system performance: a handbook of indicators"	<a href="http://www.dec.org/pdf_docs/PNACH329.pdf">www.dec.org/pdf_docs/PNACH329.pdf</a>
35. "Indicators for monitoring and evaluation of AIDS programs"	<a href="http://www.dec.org/pdf_docs/PNACN335.pdf">www.dec.org/pdf_docs/PNACN335.pdf</a>
36. "Handbook of indicators for HIV/AIDS/STI programs"	<a href="http://www.dec.org/pdf_docs/PNACK416.pdf">www.dec.org/pdf_docs/PNACK416.pdf</a>
37. "Expanded response guide to core indicators for monitoring and reporting HIV/AIDS programs"	<a href="http://www.dec.org/pdf_docs/PNACS452.pdf">www.dec.org/pdf_docs/PNACS452.pdf</a>
38. "Developing survey-based indicators for national AIDS programs"	<a href="http://www.dec.org/pdf_docs/PNACM547.pdf">www.dec.org/pdf_docs/PNACM547.pdf</a>
39. "A framework to identify gender indicators for reproductive health and nutrition programming"	<a href="http://www.dec.org/pdf_docs/PNACR626.pdf">www.dec.org/pdf_docs/PNACR626.pdf</a>

#### Other Donors

- |   |  |
|---|--|
| 40. CIDA: Results Based Management Handbook   | <a href="http://www.acdi-cida.gc.ca/cida_ind.nsf/vLUallDocByIDEn/98D3AA0A746EECF0852569840046FA4D?OpenDocument">www.acdi-cida.gc.ca/cida_ind.nsf/vLUallDocByIDEn/98D3AA0A746EECF0852569840046FA4D?OpenDocument</a> |
| 41. ADB: Handbook for the Economic Analysis of Health Sector Projects                 | <a href="http://www.adb.org/Documents/Handbooks/Health_Sector_Projects/default.asp">www.adb.org/Documents/Handbooks/Health_Sector_Projects/default.asp</a>   |
| 42. World Bank: Performance Monitoring Indicators (1996, based on logical frameworks) | <a href="http://www.worldbank.org/html/opr/pmi/pmi.pdf">www.worldbank.org/html/opr/pmi/pmi.pdf</a>   |
| 43. OECD Public Management and Governance   | <a href="http://www.oecd.org/puma/">www.oecd.org/puma/</a>   |

#### General Accounting Office

[www.gao.gov/](http://www.gao.gov/)

- |  |  |
|--|--|
| 44. GAO Guide to Implementing GPRA         | <a href="http://www.gao.gov/special.pubs/gpra.htm">www.gao.gov/special.pubs/gpra.htm</a>                         |
| 45. Government Performance and Results Act | <a href="http://www.whitehouse.gov/OMB/mgmt-gpra/gplaw2m.html">www.whitehouse.gov/OMB/mgmt-gpra/gplaw2m.html</a> |
| 46. GAO Results Act Evaluation Guide       | <a href="http://www.gao.gov/">www.gao.gov/</a>   |



Description	Location
47. GAO, "Performance Plans: Selected Approaches for Verification and Validation of Agency Performance Information"	<a href="http://www.gao.gov/">www.gao.gov/</a>
48. GAO Quantitative Data Analysis	<a href="http://www.gao.gov/">www.gao.gov/</a>
49. GAO, Standards for Internal Controls	<a href="http://www.gao.gov/">www.gao.gov/</a>
Department of Energy	<a href="http://www.ornl.gov">www.ornl.gov</a>
50. Department of Energy, "Guidelines for Performance Measurement"	http:// <a href="http://www.ornl.gov/pbm/documents/g1201-5.pdf">www.ornl.gov/pbm/documents/g1201-5.pdf</a>
51. Department of Energy, "The Performance-Based Management Handbook, Volumes 1-6	<a href="http://www.ornl.gov/pbm/pbmhandbook/pbmhandbook.html">www.ornl.gov/pbm/pbmhandbook/pbmhandbook.h tml</a>
52. DOE Performance-Based Management Special Interest Group	<a href="http://www.ornl.gov/pbm/">www.ornl.gov/pbm/</a>
Other	
53. Hatry, Harry P. and Joseph S. Wholey. <i>Performance Measurement: Getting Results</i> , 1999	None available

## **USAID Economic and Social Data Service (ESDS)**

The Economic and Social Data Service (ESDS) is managed by DevTech Systems, Inc., under contract with the U.S. Agency for International Development. ESDS staff provide economic analysts and policy makers with access to social and economic statistics on the developing countries of Asia, Africa, Latin America and the emerging market economies of Eastern Europe and the former Soviet republics. The ESDS project serves as a focal point for collecting, analyzing and disseminating a wide range of data in support of the analysis, planning, management, and monitoring of programs and projects conducted by USAID and its development partners. You can access ESDS via CDIE Online at <http://cdie.usaid.gov> (The link is 'Statistics' at the top of the homepage.).

## **Research and Reference Services (R&RS)**

R&RS is a research and reference service project designed to support USAID's development assistance programs, by providing relevant and timely information and analysis to USAID field and Washington staff, as well as USAID contractors and development partners. The project serves to link those who need information with the essential literature and resources.

R&RS staff assist development practitioners in clarifying their information needs, and respond by identifying, analyzing and disseminating appropriate information in a useful form. Products and services include analytical memoranda and papers, lessons learned analyses, reference, computerized database searches, bibliographies, interlibrary loans, tailored information packages, referrals, a current awareness update service, and several regular publications. Technical assistance and training is available to USAID mission libraries and other USAID units concerned with the Management of development information resources.

## **USAID Library and Learning Resources Center**

The R&RS project also staffs and manages the USAID Library and Learning Resources Center, the heart of the R&RS reference service, specializing in providing ready reference responses, ready access to information resources, and USAID database search service for USAID patrons, development partners and the public. The collection comprises USAID reports and serials, World Bank publications, commercially published books and journals, reference materials, newspapers, and CD-ROMs. The library's online catalogue is located at <http://library.info.usaid.gov/> (available only within the USAID firewall). The telephone number is 202-712-0579.

You can access R&RS via CDIE Online at <http://cdie.usaid.gov> (available only within the USAID firewall). Follow the links for 'Research' and 'Library' at the top of the homepage.

## Development Experience Clearinghouse

As part of PPC's development information services team, the USAID Development Experience Clearinghouse (DEC) collects information that describes USAID's own development assistance activities. These materials include: evaluations, research studies, contracts and grant agreements, technical assessments, and deliverables such as annual and final reports, training materials, conference proceedings, videotapes, and computer software.

The Development Experience Clearinghouse has created an electronic library catalogue, the Development Experience System (DEXS), which contains citations for over 100,000 documents. The DEXS also contains a growing collection of complete, full-text publications saved in Adobe Acrobat that can be downloaded to your computer. To search the DEXS, visit the Clearinghouse's website at <http://www.dec.org/partners/> (public website). Agency personnel may access the DEXS through CDIE Online at <http://cdie.usaid.gov> (available only within the USAID firewall). The DEX is also available on CD-ROM (CD-DEXS).

PPC also manages the R4 and Annual Report database, which is available through the internal USAID intranet at <http://cdie.usaid.gov/r4/> (available only within the USAID firewall) and the public USAID internet at <http://www.dec.org/partners/ardb/>.

## **Appendix D: ADS 201.3.7.6 and ADS Chapter 203**

#### **201.3.7.6 Preliminary Performance Management Plan (PMP)**

Effective Date: 01/31/2003

Performance management requires access to useful and timely information on a broad range of factors throughout the life of a Strategic Objective. Without planning how and when this information will be obtained, it will be difficult or impossible, once activities start, to put systems in place to ensure adequate information flow to enable ongoing decision-making and meet annual performance reporting requirements. In developing a new Strategic Objective, the Operating Unit should take adequate steps to plan and institutionalize a process for collecting performance information as part of everyday work.

**MANDATORY.** In presenting a planned new Strategic Objective, the Operating Unit must include a preliminary Performance Management Plan (PMP) that proposes performance indicators for the SO-level result (with baseline data and ultimate targets). If possible, performance indicators for the Intermediate Results (with baseline data and ultimate targets) should also be included.

Having a preliminary PMP in place before implementing a Strategic Objective helps ensure that assessing and learning elements are adequately integrated into activities and contracting mechanisms. The Operating Unit should explain how the full PMP for the SO will be completed. As provided in **ADS 203.3.3**, a complete PMP is required within one year of approval of the SO.

**Functional Series 200 – Programming Policy**  
**ADS 203 – Assessing and Learning**

\*This chapter has been substantively revised throughout.

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## ADS 203 – Assessing and Learning

### 203.1 OVERVIEW

Effective Date: 01/31/2003

USAID as an agency plans and implements activities, programs, and projects that are expected to make a difference in specific countries and regions around the world. ADS chapters 200, 201, and 202 provide the guidance on how to plan and implement USAID activities. This ADS chapter 203 provides guidance on how Operating Units should assess whether activities are actually achieving the intended results, how Operating Units should learn from that experience, and how Operating Units should facilitate the sharing of knowledge through the Agency and the development community as a whole.

There is overlap between the primary themes of this chapter: assessing, learning, and sharing. An evaluation, for example, can be used to assess “whether” an activity achieved its purpose, to establish lessons *learned* that may be useful elsewhere, and the report itself is important to *share* the findings with others. The overlap between the tools of this chapter is represented in the following matrix.

Tool	Assessing	Learning	Sharing
Performance Management Plans	X	X	X
Data Quality Assessments	X		
Portfolio Reviews	X	X	
Operating Unit Annual Reports		X	X
Evaluations	X	X	X
Intensive Program Reviews	X	X	X
Close out Reports	X	X	X
Document Submission to DEC			X

The key concept throughout this chapter is that Operating Units can only assess the impact of an activity if they have previously defined what the activity is intended to accomplish, how the various inputs should work together to achieve the desired results, and how these results will be measured. In order to successfully implement performance management and learn from experience, Operating Units should establish ways to collect performance information, analyze it for trends, and review it for meaning.

### 203.2 PRIMARY RESPONSIBILITIES

Effective Date: 01/31/2003

a. **Operating Units** support SO Teams in assessing and learning, manage the Portfolio Review process, and are responsible for preparing and submitting Annual Reports to their Bureau.

b. **Strategic Objective (SO) Teams** are typically responsible for all aspects of assessing and learning for the results and activities justified and funded through their SO. SO Teams establish, use, and critically assess performance management tools to



collect and analyze data on performance. SO Teams ensure that all activities contribute to achievement of results agreed upon in approved Strategic Plans, and use the information to improve on-going activities or help design new ones. Finally, SO Teams use performance information and assessments for the Annual Report and justification of future year budgets.

c. **Regional Bureaus** may have a dual role. First, when overseeing Operating Units in the field, Regional Bureaus ensure that Operating Units under their purview have the capacity and support needed to establish appropriate performance management systems and are able to meet Annual Report reporting requirements. Bureaus conduct annual reviews of SO level performance and periodic intensive reviews of overall program performance. Regional Bureaus use performance information to determine budget allocations and summarize progress for Agency-level reporting. Regional Bureaus are responsible for ensuring cooperation in achieving shared objectives. Second, when Regional Bureaus manage regional programs, they fall into the discussion above for Operating Units and SO Teams.

d. **Pillar Bureaus** may have a dual role. When Pillar Bureaus manage centrally funded programs, they fall under the discussion above for Operating Units and SO Teams. Pillar Bureau Operating Units also lead "Sector Councils," which contribute significantly to annual assessments of progress across all SOs in a given goal area, for purposes of internal management decision-making including budgeting, performance management, and external reporting.

e. **The Bureau for Policy and Program Coordination (PPC)** is the focal point for knowledge management within the Agency. PPC coordinates assessing and learning efforts at the Agency level and provides guidance on assessing and learning standards, tools, and procedures. PPC maintains websites that make Annual Reports, evaluative reports and other documentation on Agency programs available for Agency-wide use. PPC is responsible for reviewing the quality of each Bureau's performance information and providing feedback annually to the respective Assistant Administrators. PPC prepares an annual agenda of and conducts Agency-wide evaluations on the effectiveness of programs and operations. PPC prepares reports to the Office of Management and Budget and to Congress on Agency performance and resource allocation decisions. PPC administers the Agency's "strategic budgeting" process and ensures that budget requests and budget allocation decisions at the Agency level take into account relevant and appropriate performance information.

f. **The Office of General Counsel (GC)** provides legal interpretation of legislation and other federal guidance pertaining to performance management and reporting.

## 203.3 POLICY DIRECTIVES AND REQUIRED PROCEDURES

### 203.3.1 Mandatory and Non-Mandatory Guidance

Effective Date: 01/31/2003

This chapter describes both mandatory and non-mandatory procedures and practices. Mandatory procedures are identified with use of the words "must," "required," or other clear designation.

The non-mandatory procedures described in this chapter are intended to increase consistency and predictability of operations. Non-mandatory procedures are identified with use of the words "should," "recommended," "may," or other clear designation. Although Operating Units should generally follow these procedures, they may choose to deviate from them or adapt them to particular situations, especially when such deviations promote core values and increase cost-efficiency. Operating Units do not have to document deviations from non-mandatory procedures.

**Note:** To alert readers, the word "MANDATORY" will often appear at the start of a paragraph. The paragraph itself may contain a combination of mandatory and non-mandatory language, as signaled by the words listed above.

Special exemptions from some mandatory procedures are noted in the text. Assistant Administrators have authority to approve, as necessary, additional exemptions from the mandatory procedures beyond those exemptions specifically mentioned in this chapter. Approval for any such additional exemptions must be obtained in writing from the Assistant Administrator of the responsible Bureau and must be written as an action memorandum cleared by the Bureau for Policy and Program Coordination, Office of Strategic and Performance Planning (PPC/SPP), and the Office of General Counsel (GC), before approval.

**Special Exemptions:** Certain programs are exempted from the mandatory procedures described in this chapter, including (1) emergency disaster assistance; and (2) emergency food aid authorized under Title II of the Agricultural Trade Development and Assistance Act of 1954, as amended (P.L. 480).

### 203.3.2 Performance Management

Effective Date: 01/31/2003

Operating Units are responsible for establishing systems to measure progress towards intended objectives. The tools of assessing, learning, and sharing are interrelated through the concept of performance management. As defined in **ADS 200.6**, **performance management** is

...the systematic process of monitoring the results of activities; collecting and analyzing performance information to track progress toward planned results; using performance information to influence program decision making and resource allocation; and communicating results achieved, or

not attained, to advance organizational learning and tell the Agency's story.

Performance management represents the commitment of the Agency to manage programs with greater accountability and for the most advantageous development outcomes. At a high-level, performance management is a four-part process, as described below.

**a. Planning to monitor results.** As an Operating Unit develops its Strategic Plan, it should define the intended results or changes the planned Strategic Plan will affect. Concurrently, the Operating Unit should consider how it will assess progress toward those results. Planning to monitor results involves determining

- Tools (such as performance indicators, evaluations, special studies) that will be used to measure progress over time;
- Current situation (performance baseline) and the change in the situation that will signal success (performance target);
- Data collection methods that will be used, the frequency of data collection and the responsibility for data compilation, analysis or interpretation, and data quality assessments; and
- How data will be used in the appropriate level of decision making, resource allocation, and communicating the Operating Unit's story.

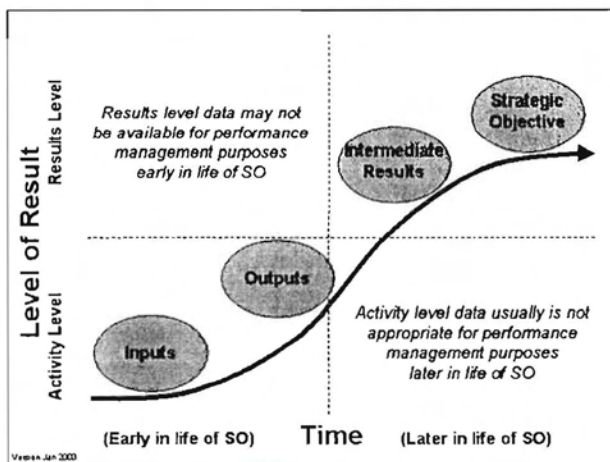
**b. Collecting and analyzing performance information** to track progress toward planned results. Performance information can come from a variety of sources — performance indicators, partner progress reports, periodic evaluations or assessments, Portfolio Reviews. The source and frequency of information will vary according to management needs. For day-to-day feedback on activity implementation, Operating Units generally rely on direct communication with partners and the narrative provided in their progress reports. For an indication of progress towards planned results, Operating Units should rely more on performance indicator data in the Performance Management Plan for each SO.

**c. Using performance information to influence program decision-making and resource allocation.** Operating Units usually have varying information needs for decision-making depending on where the Operating Unit is in implementing the SO. The evolving levels of performance information over the life of an SO are shown graphically in Figure 203A, "Measuring Performance Over Time." Early in the life of an SO, Operating Units should use input and output data to make informed decisions. Later, input and output data may become less meaningful for program decision-making purposes, and Operating Units should base program decisions on whether the activities are yielding planned results. Therefore, Operating Units will need information that measures

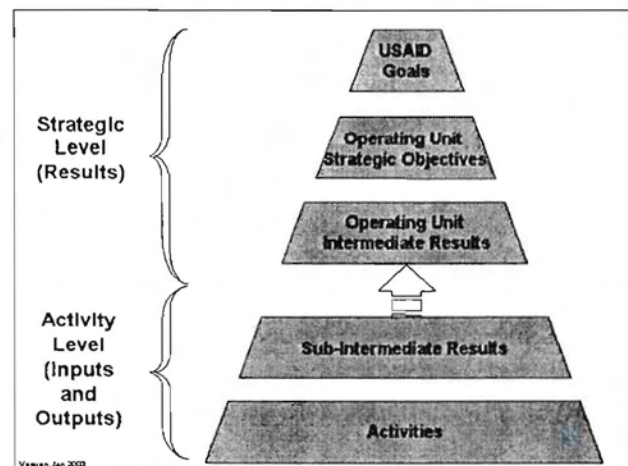
progress at the Intermediate Results (IR) and Strategic Objective (SO) level. Operating Units should be aware of how reliable the data used for different levels of decision-making are. (For definitions of input, output, Intermediate Result, and Strategic Objective, see **ADS 200.6**.) Figure 203B, "Levels of Results," shows a pyramid in which the levels of results that an Operating Unit is responsible for (activity, IR, and SO level) contribute to achieving results in Agency goal areas. The greatest quantity of performance information is likely to be available and needed at the level closest to the implementation of the activities, with the quantity of information decreasing as the distance from the activity itself increases.

d. **Communicating results achieved**, or not achieved, to advance organizational learning and tell the Agency's story. Communication allows an Operating Unit to tell its story to its various stakeholders and facilitates learning within the Agency. One part of communication is submitting required reports (such as the Annual Report) to USAID/W. Communication is also a powerful element of performance management for achieving better results. For example, Operating Units should share performance information with partners and customers, in order to mobilize the knowledge and experience of key stakeholders to identify ways to improve results.

**Figure 203A<sup>1</sup>**  
**Measuring Performance Over Time**



**Figure 203B<sup>2</sup>**  
**Levels of Results**



### 203.3.2.1 Keys to Effective Performance Management

Effective Date: 01/31/2003

To implement performance management effectively, Operating Units should go beyond the specific requirements described in this chapter and demonstrate a broader commitment to key principles and practices that foster a performance-oriented culture. USAID as an Agency gains credibility when Operating Units can employ these key principles and practices as a regular part of their performance management efforts.

- a. **Actively Plan for Performance Management:** Operating Units should plan for performance management while developing Strategic Objectives and designing activities. Starting early is key because assembling the various elements of the system takes time. When trying to develop preliminary Performance Management Plans (PMP), some Operating Units may discover that the proposed Strategic Objectives or Results Frameworks need revision, which may require additional time.
- b. **Make Decisions on the Basis of Performance Data:** Operating Units should use performance information systematically to assess progress in achieving results and to make management decisions. In terms of the supply of performance information, it is important that information be available when required for decision-making. On the demand side, decision-makers at all levels should use performance information to influence decision-making processes and encourage partners to do likewise.
- c. **Seek participation:** Operating Units can strengthen performance management by involving customers, partners, stakeholders, and other USAID and USG entities in the process of performance management. Operating Units can promote participation by (1) including customers, partners, and stakeholders when developing PMPs; (2) including partners when collecting, interpreting, and sharing performance information and experience; (3) integrating USAID performance management efforts with similar processes of partners; and (4) assisting partners in developing their own performance management and evaluation capacity.
- d. **Streamline the process:** Operating Units should only collect and report on the information that is most directly useful for performance management. More information is not necessarily better because it markedly increases the management burden and cost to collect and analyze. Operating Units should also seek to align their performance information needs with those of their partners, thereby lessening the reporting burden for partner organizations. Examples include jointly defining a critical set of performance indicators or incorporating data collection directly into assistance and acquisition mechanisms. Operating Units should ensure that reporting requirements are included in acquisition and assistance instruments, and that partner reporting schedules provide information at the appropriate times for Agency reporting.
- e. **Be transparent:** Operating Units should share information widely and be candid in reporting. Transparency involves (1) communicating any limitations in data quality so that achievements can be honestly assessed; (2) conveying clearly and accurately the problems that impede progress and steps that are being taken to address them; and (3) avoiding the appearance of claiming jointly-achieved results as solely USAID results.

### 203.3.2.2 Budgeting for Performance Management

Effective Date: 01/31/2003

Operating Units should make sufficient funding and personnel resources available for performance management work. Experience has shown that 3 to 10 percent of total program resources should be allocated for this purpose, but special circumstances may make it necessary to deviate from this range.

Efforts should also be made to keep the system cost-effective. As much as possible, performance data collection should be integrated with the performance management activities of implementing partners and incorporated into their work plans with appropriate funds allocated. Integrating USAID and partner efforts reduces the burden on USAID and, more importantly, ensures that partner activities and USAID Strategic Plans are well aligned.

If anticipated costs appear prohibitive, the Operating Unit should consider

- Modifying the relevant result (Strategic Objective or Intermediate Result level), as provided in **ADS 201.3.11**, so that progress can be judged at reasonable costs;
- Revising the data collection method of performance indicators, or selecting other performance indicators, in order to select a less expensive data collection method; or
- Designing an evaluation or rapid, low-cost assessment to measure performance.

In some situations, expensive technical analysis or studies such as the Demographic and Health Surveys (DHS) are vital to managing performance and are important ingredients of the development activity itself. Where possible, these studies should be coordinated with partners and other donors to ensure co-funding.

### 203.3.3 Performance Management Plans (PMP)

Effective Date: 01/31/2003

**MANDATORY.** Operating Units must prepare a complete PMP for each Strategic Objective (SO) within one year of approval of the SO. In most cases, the preliminary PMP required in **ADS 201.3.7.6** as a part of planning and approving a new Strategic Objective will not meet the requirements in this section for a complete PMP.

As defined in **ADS 200.6**, a **Performance Management Plan (PMP)** is

A tool used by an Operating Unit and SO Team to plan and manage the process of assessing and reporting progress towards achieving a Strategic Objective. Known as a "performance monitoring plan" until 2002.

**203.3.3.1 Contents of a Complete PMP**

Effective Date: 01/31/2003

**MANDATORY.** To be considered complete, a PMP must define at least one performance indicator that will be used to measure progress towards the Strategic Objective, and at least one performance indicator to measure progress towards each Intermediate Result in the Results Framework. Each of those performance indicators must include baseline levels, and targets to be achieved over the life of the SO.

A PMP should also meet the criteria described below.

**a. Include a calendar of performance management tasks** that an Operating Unit will conduct over the life of the Strategic Objective with an illustrative timeline for when each task will be conducted. Typical performance management tasks at the Operating Unit level are

- Collect performance indicator data,
- Review partner reports,
- Conduct Portfolio Reviews,
- Assess data quality,
- Revise PMP,
- Prepare Operating Unit Annual Report, and
- Design and perform evaluations as needed.

**b. State the set of performance indicators** that the Operating Unit will use to assess progress towards the SO over its life. The PMP should specify the set of performance indicators (at the Strategic Objective and Intermediate Results levels) that will be used to assess progress over the life of the SO, and may indicate subsets of indicators that will be used in certain years or phases of the SO. Performance indicators should be disaggregated by gender to the maximum extent possible. The PMP should also provide a justification of why each performance indicator was selected, including any milestone indicators. While the set of indicators may change or be expanded over the life of the SO, the Operating Unit should develop as complete a set of indicators as possible early in the life of the SO. For more information on how to select performance indicators, see **203.3.4.**

**c. Provide baseline values and targeted values** for each SO and IR level performance indicator included in the PMP. For more information on setting performance baselines and targets, see **203.3.4.5.**

**d. Specify the source of the data and the method for data collection.**

The description of data collection should be operationally-specific enough to enable an objective observer to understand how the raw data are collected, analyzed for meaning, and reported. A specific USAID Office, team, or individual should be assigned the responsibility of ensuring that the data are acquired by USAID in time to feed into decision making and preparation of the Annual Report. Data collection methods should be consistent and comparable over time, and any changes should be documented in the PMP.

**e. Specify the schedule for data collection.** Identify what actual time period the data covers, when data will be collected, and a person at USAID responsible for the collection and analysis of raw data, or the submission to USAID. Note that whenever possible, data should be collected on and reported on a U.S. fiscal year. In many cases data for certain performance indicators may not be available for this time period. For information on reporting performance on the USG fiscal year versus calendar year, see **203.3.8.2**.

**f. Describe known data limitations** of each performance indicator, by discussing any data quality limitations and steps to be taken to address them. For information on data quality issues, see **203.3.5**.

**g. Describe the quality assessment procedures** that will be used to verify and validate the measured values of actual performance of all the performance information. For information on conducting data quality assessments, see **203.3.5.3**.

In addition to the points described above, Performance Management Plans may be more useful to Operating Units if they

- Describe plans for reviewing, using, and reporting performance information;
- Identify data collection requirements that could be incorporated into activities and obligation agreements with partner organizations;
- Identify possible evaluation efforts to complement the performance management effort and identify circumstances requiring evaluations or other special studies;
- Estimate the costs of collecting, analyzing, and reporting performance data, and plan how these will be financed;
- Plan and manage the process of collecting data for Agency reporting purposes such as the Annual Report, in order to ensure that this information meets quality standards; and



- Discuss plans for monitoring the development hypothesis, critical assumptions, and context indicators that affect the Results Framework.

### **203.3.3.2 Format of a Complete PMP**

Effective Date: 01/31/2003

There is no standard format for PMPs. Operating Units should use a format that best fits their management and communication needs. In most cases, a complete PMP does not exceed 25 pages, and annexes or SO Team files can be used to store any additional information. The following resources provide tools and examples.

- Additional Help document, **TIPS Number 7, Preparing a PMP.**
- Additional Help document, **Performance Management Toolkit**, which provides a step-by-step methodology for developing Performance Management Plans, and also provides ready to use worksheets that cover a range of management and communication needs.

### **203.3.4 Selecting Performance Indicators for PMPs**

Effective Date: 01/31/2003

**MANDATORY.** Operating Units must include performance indicators in their PMPs. As defined in **ADS 200.6**, a **performance indicator** is

A particular characteristic or dimension used to measure intended changes defined by a Results Framework. Performance indicators are used to observe progress and to measure actual results compared to expected results. Performance indicators help answer how or if an Operating Unit or SO Team is progressing towards its objective, rather than why such progress is or is not being made. Performance indicators may measure performance at any level of a Results Framework (Strategic Objective level or Intermediate Results level).

#### **203.3.4.1 Types of Performance Indicators**

Effective Date: 01/31/2003

**a. Quantitative and qualitative indicators.** Performance indicators may be quantitative or qualitative. Operating Units and SO Teams should select performance indicators for the PMP that are the most appropriate for the result being measured. For example, the result "non-traditional exports increased" could be measured using the quantitative indicator, "dollar value of cut-flowers exported." The result "advocacy by civil society organizations improved" could be measured with a purely qualitative approach, such as using a panel of experts to assess performance. In most cases, however, qualitative results can be effectively measured by methods that quantify progress and mitigate subjectivity. Major types of indicators that quantify qualitative results are described below. For more information about the "Characteristics of Good Performance Indicators," see **203.3.4.2**. Operating Units should be aware that changes

to the questions, scoring, or other procedures of qualitative indicators will decrease their comparability over time. Three examples of qualitative indicators are described below.

- **Milestone Indicator:** A type of indicator that measures progress towards a desired outcome by dividing the progress into a series of defined steps. An example of a milestone indicator could come from a policy reform activity, where the first critical milestone may be passage of a law; a second the establishment of an oversight agency; and a third the equitable implementation of the policy. Milestones may be used in conjunction with other types of indicators to measure progress towards a result. For additional examples, see Additional Help document, **TIPS 14, Monitoring the Policy Reform Process**. If a milestone plan will be used, the PMP should provide a clear definition of each step or milestone; criteria for assessing if the step or the milestone has been achieved; and an expected timeline for when each step will be achieved.
- **Rating Scale:** A measurement device that quantifies a range of subjective responses on a single issue or single dimension of an issue. One example of rating scales is when survey respondents are asked to provide a quantified response (such as 1 to 5) to a survey question. If Operating Units use rating scales, the PMP should provide a clear definition of how the rating scale will be implemented and how respondents should rank their answers.
- **Index:** A type of indicator that combines two or more data sources into a single measure. Indices can be very useful ways to represent multiple dimensions of progress if they have been carefully developed and tested, but the final index value may be difficult to interpret. Examples of commonly reported indices include Couple Years of Protection (CYP) in population programs, the Corruption Perceptions Index, the Index of Economic Freedom, and the AIDS Program Effort Index (API). For additional examples, see Additional Help documents, **TIPS 15, Measuring Institutional Capacity**, and **TIPS 15 Annex, Measuring Institutional Capacity (Annexes)**. **Note:** Operating Units should use existing, well-established indices only. Operating Units rarely have the resources to develop and test the significance of a new index. If an Operating Unit uses an index, the methodology and procedures for data collection and interpretation should be included in the PMP.

b. **Other types of indicators.** In addition to measuring program level performance, Operating Units may find it useful to include other types of indicators. For example

- **Context level indicators.** Context level indicators measure the greater context within which each SO operates and do not measure the direct contribution of USAID activities. Examples include national level gross domestic product (GDP), inflation, and HIV seroprevalence rates, which are usually beyond the management control of an Operating Unit. Other examples include the triggers that reflect transition between scenarios. (For more information on triggers and scenario planning, see **ADS 201.3.4.4**.) Operating Units may use context

indicators in the PMP and in reporting narratives to describe the development environment of a country, sector, or program, but context indicators should not be used in to describe the effects or impacts of USAID activities.

- **Agency-level common indicators.** As part of the Annual Report, Operating Units are required to report on some Agency-level common indicators known as "selected performance measures," which are used for Agency-level decision making and external reporting. See **203.3.4.4** and **203.3.8.6**.

#### **203.3.4.2 Characteristics of Good Performance Indicators**

Effective Date: 01/31/2003

When choosing performance indicators, Operating Units and SO Teams should consider questions such as "What will be different as a result of these activities?" "How will we be able to recognize the desired difference?" and "What will be different at the end of the current year?" for each result and year of the program. Operating Units should also remember that performance indicators merely "indicate" how a program is performing and do not necessarily tell the full story. Just because one indicator shows strong performance does not always mean the entire program is on track. The intended program should drive the selection of indicators, not the other way around.

When selecting performance indicators for the PMP of each SO, Operating Units should use the seven criteria below (abbreviated D-O-U-P-A-T-A). It may be difficult or unrealistic to select performance indicators that meet all criteria. Operating Units should be aware of the tradeoffs between the criteria, and should use the PMP to document the limitations of an indicator and the rationale for selecting the indicator. Note that these criteria apply to both quantitative and qualitative performance indicators. For explanation of qualitative and quantitative performance indicators, see **203.3.4.1**.

- a. Direct.** Performance indicators should closely track the results they are intended to measure. If a direct indicator cannot be used because of cost or other factors, a **proxy indicator** (an indirect measure of the result that is related by one or more assumptions) may be used to measure the result. (For example, a proxy measure of household income might be the number of TV antennas or tin roofs in a given geographical area; the assumption is that an increase in household income will be associated with increased expenditure on televisions or tin roofing.) If Operating Units use proxy indicators, the assumptions supporting the selection of the proxy should be documented in the PMP and confirmed on a regular basis.
- b. Objective.** Performance indicators should be unambiguous about what is being measured. Performance indicators should be unidimensional (should measure only one aspect at a time). Performance indicators should also be precisely defined in the PMP. To ensure that indicators (especially qualitative indicators) are comparable over time, Operating Units should clearly define and document the indicators to permit regular, systematic, and relatively objective judgment regarding their change in value or status.

c. **Useful for Management.** Performance indicators selected for inclusion in the PMP should be useful for the relevant level of decision-making. As noted in **203.3.4.1** and **203.3.8.6**, Operating Units may also choose to include Agency-level indicators in the PMP for each SO.

d. **Practical.** Operating Units should select performance indicators for which data can be obtained at reasonable cost and in a timely fashion.

e. **Attributable to USAID Efforts.** Performance indicators selected for inclusion in the PMP should measure changes that are clearly and reasonably attributable, at least in part, to USAID efforts. In the context of performance indicators and reporting, attribution exists when the outputs of USAID-financed activities have a logical and causal effect on the result(s) being measured by a given performance indicator. One way to assess attribution is to ask, "If there had been no USAID activity, would the measured change have been different?" If the answer is "no," then there likely is an attribution issue, and the Operating Unit should look for a more suitable performance indicator. If more than one agency or government is involved in achieving a result, Operating Units should describe exactly what role each played in achieving the result.

f. **Timely.** Performance indicators should be available when they are needed to make decisions. Experience suggests that the information needed for managing activities should be available on a quarterly basis. Data that are available after a delay of a year or more may be difficult to use. For information on reporting performance on the USG fiscal year versus calendar year, see **203.3.8.2**. If a performance indicator is not available every year (such as data from the Demographic and Health Survey), the schedule should be noted as a data limitation. The Operating Unit should also select other performance indicators, direct or proxy, which reflect program performance and are available more regularly. For more information about proxy indicators, see section (a) above.

g. **Adequate.** Operating Units should have as many indicators in their Performance Management Plan as are necessary and cost effective for management and reporting purposes. In most cases, two or three indicators per result (per Strategic Objective or Intermediate Result) should be sufficient to assess performance. In rare instances, if a result is narrowly defined, a single indicator may be adequate. Too many indicators may be worse than too few since all performance indicators require resources and effort to collect, analyze, report, and use.

**Additional Help Resources.** A worksheet based on these criteria is available in Additional Help document, **Performance Management Toolkit, Worksheet 5**. For information on selecting performance indicators, see Additional Help document, **TIPS Number 6, Selecting Performance Indicators**.

**203.3.4.3 Reflecting Gender Considerations in Performance Indicators**  
Effective Date: 01/31/2003

Men and women have different access to development programs and are affected differently by USAID activities. USAID seeks to understand these differences, to improve the efficiency and overall impact of its programs, and to ensure that both women and men have equitable access to development activities and their benefits.

One way to understand the effect of gender on development efforts is to disaggregate performance information by sex. Because disaggregating performance data by gender is not always feasible or cost effective, the following requirement ensures due consideration in assessing the relationship between gender and development efforts:

**MANDATORY.** Performance management systems and evaluations at the SO and IR levels must include gender-sensitive indicators and sex-disaggregated data when the technical analyses supporting the Strategic Objective, the Intermediate Results, or the activities to be undertaken under the SO demonstrate that

- The activities or their anticipated results involve or affect women and men differently; and
- If so, this difference would be an important factor in managing for sustainable program impact.

If the people targeted by the activity cannot be easily identified (such as people who attend mass meetings, people who buy from social marketing program vendors, people affected by economic reform), it may be too difficult to track and report sex-disaggregated data. In these cases, Operating Units should use performance indicators that may assess gender impact indirectly.

Operating Units should be aware that their activities may have significantly different effects on different social groups, and should ensure that neither women nor men are disproportionately affected, either positively or negatively. For example, in a region where 8 of 10 farmers are women and there are certain social norms governing social relations between the sexes, the Operating Unit should weigh the benefits of using male versus female agricultural extension agents. A program might disproportionally address women's access to education in situations where they have been historically disadvantaged. Similarly, policy changes often affect men and women differently, and Operating Units should look for unexpected effects that may need to be addressed. When gender technical expertise is not present in an Operating Unit, technical assistance is available from the Office of Women in Development in the Bureau for Economic Growth, Agriculture, and Trade (EGAT).

#### 203.3.4.4 Do Operating Units Have to Use Common Indicators?

Effective Date: 01/31/2003

In most cases, Operating Units are not required to use common indicators for managing program performance. Operating Units should consider performance indicators used by other Operating Units facing similar development contexts. The Bureau for Policy and Program Coordination, Office of Strategic and Performance Planning (PPC/SPP) provides current information on performance indicators used in USAID Operating Units, available at [www.dec.org/partners/ardb/](http://www.dec.org/partners/ardb/). Operating Units should also contact Pillar and Regional Bureaus for indicators that may be useful in certain sectors or regions based on best practices.

**MANDATORY. Selected Performance Measures.** As part of the Annual Report, Operating Units are required to report on some Agency-level common indicators known as "selected performance measures," which are used for Agency-level decision making and external reporting. As provided in **203.3.8.6**, these indicators will be specified in the Annual Report guidance cable(s).

Operating Units should plan ahead for the collection of these selected performance measures. In some cases, there will be overlap between the selected performance measures and Operating Unit performance indicators. Operating Units may choose to include the selected performance measures in their PMPs.

**Additional Reporting Requirements.** Washington Bureaus may have additional reporting requirements for some Operating Units. Such requirements will be communicated through formal channels. For questions or concerns about specific reporting requirements, Operating Units should contact PPC/SPP.

**MANDATORY. HIV/AIDS Indicators.** All HIV/AIDS programs must use common indicators that are provided by the Bureau for Global Health, although Operating Units may add program specific indicators where appropriate. Operating Units should contact the Strategic Planning Evaluation and Reporting Division, Office of HIV/AIDS (GH/OHA/SPER) for additional guidance on HIV/AIDS programs and indicators. See the following documents for additional information:

- Mandatory Reference, **Guidance on the New Monitoring and Evaluation Reporting System Requirements for HIV/AIDS;**
- Additional Help document, **USAID Handbook of Indicators for HIV/AIDS/STI Programs;**
- Additional Help document, **USAID Expanded Response Guide to Core Indicators for Monitoring and Reporting on HIV/AIDS Programs;**

- Additional Help document, UNAIDS National AIDS Programmes: A Guide to Monitoring and Evaluation;
- Additional Help document, UNAIDS/UNGASS: Monitoring the Declaration of Commitment on HIV/AIDS; and

#### **203.3.4.5 Setting Performance Baselines and Targets**

Effective Date: 01/31/2003

For each indicator in a PMP, the Operating Unit should include performance baselines and set performance targets that can optimistically but realistically be achieved within the stated timeframe and with the available resources. As defined in ADS 200.6, a **performance baseline** is

The value of a performance indicator before the implementation of USAID-supported activities that contribute to the achievement of the relevant result.

In most cases, baseline values should be measured using the same data collection process that will be used to collect actual performance data. If baseline data cannot be collected until later in the life of the SO, the Operating Unit should document when and how the baseline data will be collected.

As defined in ADS 200.6, a **performance target** is the

Specific, planned level of result to be achieved within an explicit timeframe.

Operating Units should set targets for the end of the Strategic Objective time period, and may set targets for the interim years in between. Targets should be ambitious, but achievable given USAID (and other donor) inputs. Operating Units should be willing to be held accountable for achieving their targets. On the other hand, targets that are set too low are also not useful for management and reporting purposes. Operating Units should plan ahead for the analysis and interpretation of actual performance data against the performance targets.

For information about setting targets for indicators used to report program performance in the Annual Report, see **203.3.8.4**.

#### **203.3.4.6 Updating PMPs**

Effective Date: 01/31/2003

Usually as part of the Operating Unit's Annual Portfolio Review process, Operating Units should update PMPs regularly with new performance information as programs develop and evolve.

**203.3.4.7 Changing Performance Indicators**

Effective Date: 01/31/2003

Operating Units may change, add, or drop performance indicators when there is a compelling reason to do so. Operating Units should, however, note that changing performance indicators frequently may reduce the comparability of performance data over time and thereby weaken performance management and reporting efforts.

Because Operating Units generally have the authority to approve changes to performance indicators without Bureau or Agency approval, Operating Units are responsible for documenting these changes while updating their PMPs. The Operating Unit should update the PMP with a brief discussion of the reason(s) for the change, along with final values for any old indicator and baseline values for any new indicator.

If, however, a change in a performance indicator reflects a "significant" modification to a previously approved SO, the following review and approval requirements apply. The Operating Unit must send a memorandum to the responsible Bureau or use the Annual Report cover memo to request approval to change the performance indicator. The memorandum should include a brief discussion of the reason(s) for the indicator change, along with final values for any old indicator and baseline values. The Operating Unit should state why it considers this change to be "significant." Subsequently, the responsible Bureau must communicate its approval to the Operating Unit in writing. If an Operating Unit is uncertain as to whether a change in a performance indicator is "significant" or not, it should request guidance from the responsible Bureau. If the change is not "significant," the change should be reported in the Annual Report cover memo as previously approved by the Operating Unit.

**Exception.** Operating Units must consult with the Bureau of Global Health before making changes to any HIV/AIDS program performance indicators.

**Modifying indicators reported in the Annual Report.** Performance indicators that have been selected as official targets for reporting annual accomplishments in the Annual Report may not be changed in that year. For more information about the performance indicators included in the Annual Report, see **203.3.8.4**.

**203.3.5 Data Quality**

Effective Date: 01/31/2003

There is always a trade-off between the cost and the quality of data. Operating Units should balance these two factors to ensure that the data used are of sufficiently high quality to support the appropriate level of management decisions. Performance data should be as complete and consistent as management needs and resources permit.



### 203.3.5.1 Data Quality Standards

Effective Date: 01/31/2003

To be useful in managing for results and credible for reporting, Operating Units should ensure that the performance data in the PMP for each SO meet five data quality standards (abbreviated V-I-P-R-T). In some cases, performance data will not fully meet all five standards, and the known data limitations should be documented. Note that the same data quality standards cover quantitative and qualitative performance data.

- a. **Validity.** Data should clearly and adequately represent the intended result. While proxy data may be used, the Operating Unit must consider how well the data measure the intended result. Another key issue is whether data reflect a bias such as interviewer bias, unrepresentative sampling, or transcription bias.
- b. **Integrity.** Data that are collected, analyzed, and reported should have established mechanisms in place to reduce the possibility that they are intentionally manipulated for political or personal reasons. Data integrity is at greatest risk of being compromised during collection and analysis.
- c. **Precision.** Data should be sufficiently precise to present a fair picture of performance and enable management decision-making at the appropriate levels. One key issue is whether data are at an appropriate level of detail to influence related management decisions. A second key issue is what margin of error (the amount of variation normally expected from a given data collection process) is acceptable given the management decisions likely to be affected. In all cases, the margin of error should be less than the intended change; if the margin of error is 10 percent and the data show a change of 5 percent, the Operating Unit will have difficulty determining whether the change was due to the USAID activity or due to variation in the data collection process. Operating Units should be aware that improving the precision of data usually increases the cost of collection and analysis.
- d. **Reliability.** Data should reflect stable and consistent data collection processes and analysis methods from over time. The key issue is whether analysts and managers would come to the same conclusions if the data collection and analysis process were repeated. Operating Units should be confident that progress toward performance targets reflects real changes rather than variations in data collection methods. When data collection and analysis methods change, the PMP should be updated.
- e. **Timeliness.** Data should be timely enough to influence management decision-making at the appropriate levels. One key issue is whether the data are available frequently enough to influence the appropriate level of management decisions. A second key issue is whether data are current enough when they are available.

For further discussion, see USAID Information Quality Guidelines and related material on the Information Quality Act in **ADS 578** and at [www.usaid.gov/about/info\\_quality](http://www.usaid.gov/about/info_quality).

### **203.3.5.2 Purpose of Data Quality Assessments**

Effective Date: 01/31/2003

The purpose of a data quality assessment is to ensure that the Operating Unit and SO Team are aware of the strengths and weaknesses of the data as determined by applying the five data quality standards provided in **203.3.5.1**; and are aware of the extent to which the data can be trusted to influence management decisions.

**MANDATORY.** Data reported to USAID/Washington for Government Performance and Results Act (GPRA) reporting purposes or for reporting externally on Agency performance must have had a data quality assessment at some time within the three years before submission. For more information, see **203.3.8.3**. Operating Units may choose to conduct data quality assessments more frequently if needed. Operating Units are not required to conduct data quality assessments for data that is not reported to USAID/Washington. Managers are not required to do data quality assessments on all performance indicators that they use. Prudence suggests, however, that managers should be aware of the strengths and weaknesses of all indicators.

### **203.3.5.3 Conducting Data Quality Assessments**

Effective Date: 01/31/2003

Operating Units collect data from a variety of sources, some of which are more reliable than others. The rigor of data quality assessments depends on the kind of source and the level of control that USAID has over the data. For all sources, the high-level process described in section (a) below should be followed. Additional considerations depending on the source of data are discussed in section (b) and section (c) below.

#### **a. High-level guidance for Operating Unit data quality assessments.**

- Verify that data are of reasonable quality based on the five data quality standards provided in **203.3.5.1**. Note that the same data quality standards cover quantitative and qualitative performance data.
- Review data collection, maintenance, and processing procedures to ensure that the procedures are consistently applied and continue to be adequate. Identify areas for improvement if possible.
- Retain documentation of the assessment in the Operating Unit's performance management files and update the information within three years. Documentation may be as simple as memoranda of conversations with data sources and other informed officials.

- As provided in **203.3.8.3** and the Annual Report guidance cable(s), Operating Units must disclose data limitations for data reported in some sections of the Annual Report.

**b. Conducting data quality assessments of data from implementing partners and secondary data sources.** When Operating Units conduct data quality assessments of data from secondary sources (including implementing partners, government counterparts, and international agencies), the Operating Unit should focus the data quality assessment on the apparent accuracy and consistency of the data. In many cases, the data are not under USAID control and the Operating Unit, therefore, may not have the right to audit or investigate the quality of data in depth. Ways to conduct the assessment are described below.

- In many cases, Operating Units can compare central office records and the records kept at field site(s). Operating Units should consider visiting a broad range of sites; the point is to assess whether reports accurately reflect what occurs in the field. Note that RFPs for contracts, cooperative agreements, and grants should usually include standards for data quality in the reporting requirements.
- If the secondary data comes from periodic reports or service statistics, the Operating Unit should review the data to ensure that what is being reported is accurate. The Operating Unit can conduct regular meetings with other development partners to gain an appreciation of how accurate the data are and how much credence can be placed in the figures cited. The Operating Unit can request a briefing on the data collection and analysis procedures, including procedures to reduce error.
- If an Operating Unit provides technical assistance to a government ministry to improve data collection and analysis, the Operating Unit may be in a very good position to assess the quality of the data.
- The data quality assessment findings should be documented in a memo to the file.

**c. Additional considerations for conducting data quality assessments of data collected directly by USAID (primary data).** When Operating Units collect primary data on their own or through independent entities contracted by USAID for this purpose, the data quality assessment should focus on the written procedures and training for crosschecking data. Operating Units should consult experts in data collection methodology to avoid some of the more common pitfalls.

If an Operating Unit contracts a specific organization to collect data, the Operating Unit should ensure that the organization has the technical capacity to collect data of appropriate quality, as evidenced by

- Written procedures are in place for data collection;
- Data are collected using a consistent collection process from year to year;
- Data are collected using methods to address and minimize sampling and non-sampling errors;
- Data are collected by qualified personnel and personnel are properly supervised;
- Duplicate data are detected;
- Safeguards are in place to prevent unauthorized changes to the data; and
- Source documents are maintained and readily available.

The Operating Unit should include data quality requirements in any Statement of Work (SOW), Request for Proposal (RFP), or Request for Application (RFA). The Operating Unit should also maintain communication with the implementation team to spot check that quality assurance mechanisms are being used. (Note that if an Operating Unit procures these services from a centrally managed contract, the central office managing the contract should ensure that the contractor establishes and maintains quality control over its data collection and analysis.)

### **203.3.6 Evaluations**

Effective Date: 01/31/2003

An evaluation is a relatively structured, analytical effort undertaken to answer specific program management questions. An evaluation can provide a systematic way to gain insights and reach judgments about the effectiveness of specific activities, the validity of a development hypothesis, the utility of performance monitoring efforts, or the impact of other changes in the development setting on achievement of results. Such insights and judgments can provide a clearer context within which other program information (such as data from performance indicators) can be interpreted and help the Operating Unit manage towards results achievement.

#### **203.3.6.1 When Is an Evaluation Appropriate?**

Effective Date: 01/31/2003

Operating Units should consider conducting an evaluation when there is a distinct and clear management need to address an issue. Operating Units and SO Teams should

consider conducting at least one evaluation aimed at assessing results achievement during the life of each SO. Situations that may require an evaluation include

- A key management decision is required, and there is inadequate information;
- Performance information indicates an unexpected result (positive or negative) that should be explained (such as gender differential results);
- Customer, partner, or other informed feedback suggests that there are implementation problems, unmet needs, or unintended consequences or impacts;
- Issues of sustainability, cost-effectiveness, or relevance arise;
- The validity of Results Framework hypotheses or critical assumptions is questioned;
- Periodic Portfolio Reviews have identified key questions that need to be answered or that need consensus; or
- Extracting lessons is important for the benefit of other Operating Units or future programming.

Pillar and Regional Bureaus may request their Operating Units to conduct evaluations. For example, additional analytical work, including an evaluation, may be necessary to support continued funding for a particular SO. The intensive program review may also identify issues that need to be addressed through an evaluation. For more information about Intensive Program Review, see **203.3.10**.

Some special studies may meet the criteria for Program Development and Learning (PD&L) Objectives and may be eligible for PD&L funding. For more information about PD&L funding, Operating Units should see **ADS 201.3.3.5** and contact their Bureau program office.

#### **203.3.6.2 Planning Evaluations**

Effective Date: 01/31/2003

The scope and level of effort of an evaluation should vary according to management needs and resources available. Evaluations may be conducted by specially contracted external experts, SO Team members, or partner organizations. Evaluations may directly involve ultimate customers in data collection and analysis. Regardless of an evaluation's scope, the planning process should involve the following steps:

- Clarify the evaluation purpose (including what will be evaluated, who wants the information, what they want to know, and how the information will be used);

- Identify a small number of key questions and specific issues answerable with empirical evidence;
- Consider asking PPC, Office of Development Experience and Information (DEI) and its research and reference service to obtain past experience on similar USAID and external evaluation reports;
- Select appropriate evaluation methods, as provided in **203.3.6.4**;
- Plan for data collection and analysis, including gender considerations, as provided in **203.3.4.3**;
- Form an evaluation team with the necessary skills and composition; and
- Plan procedures (including schedule, logistics, reporting needs, and budget).

### **203.3.6.3 Scopes of Work**

Effective Date: 01/31/2003

If an evaluation will be contracted out to an external entity, a scope of work will be needed that provides the framework for the evaluation and communicates the research questions. The Contracting Officer may have to place restrictions on an evaluation contractor's future work. For more information, see the website of the USAID Office of Procurement, available at <http://inside.usaid.gov/M/OP> (accessible only within the USAID firewall) or [www.usaid.gov/procurement\\_bus\\_opp/procurement](http://www.usaid.gov/procurement_bus_opp/procurement); and Mandatory Reference **Contract Information Bulletin (CIB) 99-17**.

A well-written scope of work should

- Identify the activity, program, or approach to be evaluated;
- Provide a brief background on implementation;
- Identify existing performance information sources;
- State the purpose of, audience for, and use of the evaluation;
- Clarify the evaluation question(s);
- Identify the evaluation method(s);
- Specify the deliverable(s);
- Discuss evaluation team composition and participation of customers and partners;

- Cover procedures such as scheduling and logistics;
- Clarify requirements for reporting and dissemination; and
- Include a budget.

For more information, see Additional Help document, **TIPS Number 3, Preparing an Evaluation Scope of Work.**

#### **203.3.6.4 Evaluation Methodologies**

Effective Date: 01/31/2003

There is no standardized methodology for evaluations of USAID programs. The type of evaluation should be determined by the questions to be answered. Depending on the scope, purpose, and key questions of the evaluation, the design and the types of methodology used may be relatively simple or more complex. Operating Units may choose from several evaluation methods, including:

- Short workshops to reflect on whether the development hypothesis is valid.
- Community interviews or customer focus groups, as described in Additional Help document, **TIPS Number 10, Conducting Focus Group Interviews.**
- Large-scale surveys.
- Key informant interviews, as described in Additional Help document, **TIPS Number 2, Conducting Key Informant Interviews.**
- Direct observation techniques, as described in Additional Help document, **TIPS Number 4, Using Direct Observation Techniques.**
- Rapid appraisal techniques. Rapid appraisal type evaluations can be conducted during very short periods of two to three days, and can provide very timely, inexpensive information sufficient for many management needs. For more information, see Additional Help document, **TIPS Number 5, Using Rapid Appraisal Methods.**
- Participatory appraisal methods, which may be used to engage ultimate customers directly in the evaluation process. For more information, see Additional Help document, **TIPS Number 1, Conducting a Participatory Evaluation.**
- Traditional, formal impact evaluations. In a more complex situation, more definitive and detailed information may be needed. The tasks involved – measuring outcomes, ensuring the consistency and quality of data collected, establishing the causal connection between activities and outcomes, and

identifying the influence of extraneous factors – raise technical or logistical problems that may not be easy to resolve. Such evaluations can take several weeks or months to conduct, which could make them less useful than rapid appraisals for near term management decision-making.

When selecting among evaluation methods, Operating Units should consider the nature of the information, analysis, or feedback needed; cost-effectiveness; cultural considerations; the timeframe of the management need for information; time and resources available; and the level of accuracy required.

#### **203.3.6.5 Participation in Evaluations**

Effective Date: 01/31/2003

Operating Units are strongly encouraged to include customers and partners (implementing partners, alliance partners, host-country government partners, and so forth) in planning and conducting evaluations, and to include USAID staff directly when conducting evaluations in order to maximize Agency learning. Operating Units may conduct an evaluation from a variety of perspectives, as illustrated in Figure 203C, "Types of Evaluations and Who Conducts Them." Operating Units are strongly encouraged to use more collaborative and participatory approaches to evaluation. (See Additional Help document, **TIPS Number 11, The Role of Evaluation in USAID** to ascertain the strengths and limitations of each type.)

**Figure 203C, Types of Evaluations and Who Conducts Them**

<b>Type of Evaluation</b>	<b>Conducted By</b>
<b>Internal, or Self-Evaluations</b>	Operating Unit or partner implementing the activity being assessed.
<b>External Evaluations</b>	Independent unit or experts not directly associated with the activity or program.
<b>Collaborative Evaluations</b>	More than one agency or partner in joint collaboration.
<b>Participatory</b>	Multiple stakeholders. Representatives of customers, partners, sponsoring donor agencies, and other stakeholders participate actively in all phases of the evaluation, including planning, data collection, analysis, reporting, dissemination, and follow-up activities.

#### **203.3.6.6 Documenting Evaluations**

Effective Date: 01/31/2003

Operating Units should maintain appropriate documentation at the conclusion of any evaluation. The nature of the documentation will vary depending on the formality, importance, scope, breadth, and resources committed to the evaluation. At a minimum, documentation should highlight



- Scope and methodology used;
- Important findings (empirical facts collected by evaluators);
- Conclusions (evaluators' interpretations and judgments based on the findings);
- Recommendations (proposed actions for management based on the conclusions); and
- Lessons learned (implications for future designs and for others to incorporate into similar programs in other countries).

Evaluation reports should be useful and readily understood, and should identify key points clearly, distinctly, and succinctly. Longer reports should include an executive summary that presents a concise and accurate summary of the most critical elements of the larger report.

#### **203.3.6.7 Responding to Evaluation Findings**

Effective Date: 01/31/2003

Operating Units should address findings and recommendations of evaluations that relate to their specific activities and Results Framework. To help ensure that institutional learning takes place, Operating Units should take the following basic steps upon completion of the evaluation:

- Meet with the evaluation team to debrief and discuss results or findings.
- Review the key findings, conclusions, and recommendations systematically.
- Determine whether the team accepts/supports each finding, conclusion, or recommendation.
- Identify any management or program actions needed and assign clear responsibility and timeline for completion for each.
- Determine whether any revision is necessary in the Strategic Plan, Results Framework, or activity, given all information available.
- Share and openly discuss evaluation findings, conclusions, and recommendations with relevant customers, partners, other donors, and stakeholders, unless there are unusual and compelling reasons not to do so. In many cases, the Operating Unit should arrange the translation of the executive summary into the local written language.

**203.3.6.8 Sharing Evaluations to Enhance Agency Learning**

Effective Date: 01/31/2003

**MANDATORY.** As provided in **203.3.12**, evaluation reports must be provided to the Development Experience Clearinghouse (DEC), where they will be accessible for use in planning and assessing other SOs. If the evaluation was not "finalized," the Operating Unit should submit the last draft it received. If appropriate and useful, the Operating Unit may submit the response of the SO Team, Operating Unit, or counterpart agency.

**203.3.7 Portfolio Reviews**

Effective Date: 01/31/2003

**MANDATORY.** Operating Units must conduct at least one Portfolio Review each year that covers all activities included in their Strategic, Special, and Program Support Objectives.

As defined in **ADS 200.6**, a **Portfolio Review** is

A periodic review of all aspects of an Operating Unit or Strategic Objective (SO) Team's programs, often held in preparation for submission of the Annual Report.

A Portfolio Review is a systematic analysis of the progress of a Strategic Objective, led by the Operating Unit, to examine strategic and operational issues and to determine whether USAID-supported activities are leading to the results outlined in the approved Results Framework. The Portfolio Review should bring together various expertise and points of view to determine whether the program is "on track" or if new actions are needed to improve the chances of achieving results. Portfolio Reviews should lead to management decisions about the implementation of the program and feed back into planning and achieving processes. If an Operating Unit identifies significant deficiencies or problems during the Portfolio Review, it may need to alter, increase, or discontinue activities and rethink the logic behind the original expectations.

There is no single prescribed structure or process for conducting Portfolio Reviews. Operating Units may define standard procedures that are judged useful for their program. Many Operating Units will find it particularly useful to conduct a Portfolio Review while preparing for the Annual Report. Operating Units may conduct a Portfolio Review as a single event, or may break the Portfolio Review into several parts conducted at different times of year. In most cases, designated staff should analyze a variety of program-related information and prepare issues for discussion in a larger group forum that includes members of the SO Team and Operating Unit. Operating Units should maintain the documents produced for Portfolio Reviews, including summaries of issues discussed and decisions made, as part of the Operating Unit files, as provided in **ADS 202.3.4.6**.

### **203.3.7.1 Issues to Address During a Portfolio Review**

Effective Date: 01/31/2003

Operating Units and SO Teams should examine the following items as part of their Portfolio Review process:

- Progress towards the achievement of SOs during the past year, and expectations regarding future progress;
- Evidence that activities are adequately supporting the relevant Intermediate Result(s) and ultimately contributing to the achievement of the SO;
- Adequacy of inputs for producing planned outputs;
- Adequacy of the performance indicators selected in the PMP;
- Status and timeliness of input mobilization (such as receipt of new funding, procurement processes, agreement negotiations, and staff deployments);
- Progress on the Annual Procurement Plan, as provided in **ADS 201.3.12.10** and ADS Series **300**;
- Status of critical assumptions and causal relationships defined in the Results Framework, along with the related implications for performance;
- Status of cross-cutting themes and/or synergies between Strategic Objectives;
- Status of related partner efforts that contribute to the achievement of IRs and SOs;
- Status of the Operating Unit's Management Agreement and the need for any changes to the approved Strategic Plan;
- Pipeline levels and future resource requirements; compliance with forward funding guidance; any need for deobligation;
- SO Team effectiveness and adequacy of staffing; and
- Vulnerability issues, related corrective efforts, and their costs.

### **203.3.7.2 Illustrative Questions for Portfolio Review**

Effective Date: 01/31/2003

The following tables provide illustrative questions that may be used to plan and conduct Portfolio Reviews. Other questions may be relevant and useful to address.

**Figure 203D, Illustrative Strategic and Activity Issues to Address During Portfolio Reviews**

<b>Areas of Concern</b>	<b>Suggested Questions</b>
<b>Results</b>	<ul style="list-style-type: none"> <li>▪ Are the desired results being achieved?</li> <li>▪ Are the results within USAID's manageable interest?</li> <li>▪ Will planned targets be met?</li> <li>▪ Is the performance management system in place adequate to capture data on the achievement of results?</li> </ul>
<b>Outputs</b>	<ul style="list-style-type: none"> <li>▪ Are planned outputs being completed on schedule?</li> <li>▪ Are the outputs leading to the achievement of the desired results as anticipated?</li> </ul>
<b>Inputs</b>	<ul style="list-style-type: none"> <li>▪ Are the necessary inputs being provided on schedule by USAID and/or its customers/partners?</li> <li>▪ Are inputs effective in producing the desired outputs?</li> <li>▪ Are funding pipelines adequate to finance activities until new funds become available for obligation?</li> <li>▪ If there are significant differences between planned and actual expenditures, do they point to potentially problematic delays or cost overruns?</li> <li>▪ Is deobligation of funds needed at this time?</li> </ul>
<b>Development hypothesis</b>	<ul style="list-style-type: none"> <li>▪ Has the logic identified in the development hypothesis in the Results Framework been found to hold true?</li> <li>▪ If not, what adjustments, if any, are needed to the approach?</li> </ul>
<b>Critical assumptions inherent in Results Framework</b>	<ul style="list-style-type: none"> <li>▪ Do the assumptions stated in the Results Framework still hold true?</li> <li>▪ If not, what effect does this have on the SO activities and expected results?</li> </ul>
<b>Non-USAID circumstances</b>	<ul style="list-style-type: none"> <li>▪ Are situations or circumstances beyond USAID control and influence, other than the identified critical assumptions, affecting USAID activities?</li> <li>▪ If so, what are they, and what are the effects on USAID activities?</li> </ul>
<b>Interface between tactics and strategy</b>	<ul style="list-style-type: none"> <li>▪ At the current rate of progress, is USAID on track to achieve the results that have been targeted in the future?</li> <li>▪ Have significant problems or issues been identified in their early stages in order to take corrective action, or are they dealt with after major problems have occurred?</li> </ul>

**Figure 203E, Illustrative Process Issues to Address During Portfolio Reviews**

<b>Areas of Concern</b>	<b>Suggested Questions</b>
<b>Indicators and targets</b>	<ul style="list-style-type: none"> <li>Are the performance indicators appropriate for management needs?</li> <li>Are the established indicators being monitored regularly?</li> <li>Will USAID be able to attribute progress in the indicator to USAID?</li> <li>Were the set targets realistic?</li> <li>If not, what targets are more appropriate?</li> <li>Do performance data meet quality standards for reporting?</li> </ul>
<b>Evaluations</b>	<ul style="list-style-type: none"> <li>Have any evaluations been completed to fill performance information gaps?</li> <li>Is the information from prior evaluations informing decisions and action on relevant activities?</li> <li>Are new evaluations needed to influence future decisions?</li> </ul>
<b>Teamwork</b>	<ul style="list-style-type: none"> <li>Do team members have clear roles and responsibilities and adequate authority for implementing activities?</li> <li>Is the team receiving adequate support from other organizational units?</li> <li>Is the team regularly involving non-USAID members in information sharing and decision-making?</li> <li>Is staffing of the team adequate?</li> <li>Are any changes to roles or new team members needed?</li> <li>Are sub-teams (if there are any) functioning adequately?</li> </ul>
<b>Customer/partner perceptions</b>	<ul style="list-style-type: none"> <li>Are customer/partner expectations and needs being regularly assessed?</li> <li>Are customers/partners involved in performance management and assessing effort?</li> <li>Are gender concerns being addressed, and are there new gender issues that the SO Team needs to take into account?</li> <li>What opportunities do customers have to obtain information and to provide ongoing feedback to USAID on priorities and activity implementation?</li> </ul>

**Figure 203F, Illustrative Vulnerability Issues to Address During Portfolio Reviews**

<b>Areas of Concern</b>	<b>Suggested Questions</b>
<b>Financial vulnerability</b>	<ul style="list-style-type: none"> <li>Do recipient institutions meet financial management and accountability standards?</li> <li>Are the funds received from USAID being handled properly?</li> <li>Are previously identified financial problem areas being corrected?</li> </ul>
<b>Other vulnerability</b>	<ul style="list-style-type: none"> <li>Are activities in compliance with any applicable legal or legislative restrictions?</li> <li>Are potential conflict of interest or procurement integrity issues being adequately managed?</li> <li>Are activities in compliance with the environmental impact mitigation provisions of the 22 CFR 216 environmental determination, as provided in ADS <b>204</b> and <b>201.3.12.2</b> section b?</li> </ul>
<b>Audit readiness</b>	<ul style="list-style-type: none"> <li>Are filing systems and documentation adequate to establish an audit trail?</li> <li>Are approval authorities and procedures clear and being followed?</li> <li>Has the necessary post-obligation documentation been developed (for example, financial and substantive tracking)?</li> <li>Do the performance data and reported information represent real progress?</li> </ul>

**203.3.7.3 Documenting a Portfolio Review**

Effective Date: 01/31/2003

Operating Units should fully document the issues raised, the conclusions reached, and the next steps that the Portfolio Review recommended. The subsequent Portfolio Review should review the previous ones and determine whether the recommendations were implemented, and with what effect. Portfolio Review documentation may also assist Operating Units in preparing for intensive program reviews, as provided in **203.3.10**.

**203.3.8 Operating Unit Annual Reports**

Effective Date: 01/31/2003

**203.3.8.1 Purpose of Annual Reports**

Effective Date: 01/31/2003

**MANDATORY.** Each Operating Unit must submit an Annual Report until all Strategic Objectives (including Special Objectives and Program Support Objectives) are either completed or terminated. As defined in **ADS 200.6**, an **Annual Report** is

An annual document produced by each Operating Unit and submitted to the responsible Bureau to report on past performance, future resources needed, and data needed for Agency-wide management, budget decisions, and external reporting. Annual Reports began in 2001 and replaced the Results Review and Resource Request (R4).

The Annual Report is the Agency's principal tool for assessing program performance on an annual basis and communicating performance information to higher management levels and external audiences such as Congress and the Office of Management and Budget (OMB). Whereas the Performance Management Plan provided in **203.3.3** is an internal tool for the management of performance and reporting for a given SO, the Annual Report is a mechanism for

- Operating Units to report on performance to their responsible Bureau;
- Operating Units to request future resources; and
- The Agency to collect a broad range of input for Agency-wide management, budget justification, congressional notification, and external reporting (such as Congressional Budget Justification, Bureau Program and Budget Submissions, Agency Budget Submission to OMB, Performance and Accountability Report, and the Annual Performance Plan).

**Public access.** PPC will post some sections of Annual Reports to the Agency internal website and to the Agency's external website after a mandatory time lag. PPC will edit both versions after submission and before posting to ensure that confidential or procurement sensitive materials are not compromised.

**Conflicting guidance.** Each year, the Agency will issue a mandatory guidance cable that provides specific information and instructions for compiling the Annual Report for that reporting year. In the event that the Annual Report guidance cable provides guidance different than explained anywhere in **203.3.8**, the Annual Report guidance cable will take precedence for that year; all other sections of ADS **200**, **201**, **202** and **203** will remain in effect.

#### **203.3.8.2 Annual Reports and Reporting Year**

Effective Date: 01/31/2003

Operating Units should use the U.S. fiscal year (October through September) for all reporting purposes. The U.S. fiscal year is the standard for reporting all data in the Annual Report (including Operating Unit performance and Agency-level common indicators). Operating Units should make every effort to report against this standard. If data are available on a quarterly basis from partners, host countries, or other agencies, the annual figures must be recalculated to reflect the U.S. fiscal year. If performance data are not available on a quarterly basis and also are not available on the U.S. fiscal year, the local fiscal year or calendar year may be used, but should be reported in the "data limitations" as not conforming to the U.S. fiscal year. If point data are used (such as Demographic and Health or other survey data) the date of the survey must be provided. These data must be reported in the fiscal year when the findings were first available, not the date of the survey itself.

#### **203.3.8.3 Annual Reports, Other Operating Unit Reporting and Data Quality**

Effective Date: 01/31/2003

**Annual Report Data.** Operating Units must have conducted a data quality assessment (see **203.3.5**) within the past three years for all performance data formally submitted in its Annual Report to either (a) assess SO performance, or (b) report on indicators included in the selected performance measures table. In other words, there must have been a data quality assessment prepared in the last three years for all performance data intended to feed into the preparation of the Agency Performance and Accountability Report (PAR) required by the Government Performance and Results Act (GPRA). By contrast, if Operating Units report data for any other purposes (such as illustrating points in the performance narrative), Operating Units must maintain supporting documentation in official files.

**Other Operating Unit Reporting.** The same data quality assessment standards apply to any data reported to USAID/Washington that will be used to report externally on Agency performance. **Exception:** The responsible Bureau may waive this requirement on a case-by-case basis with clearance from PPC/SPP.

#### 203.3.8.4 Annual Report Operating Unit Performance Assessment, Step 1: Designate Performance Indicators and Targets

Effective Date: 01/31/2003

The first step to reporting SO performance is to designate a subset of performance indicators from the Performance Management Plan (see **203.3.3**) as targets for measuring success in the upcoming Annual Report.

- Annually, for each Strategic Objective (SO) or Special Objective (SpO), the Operating Unit must designate a few (typically 3 to 5) **performance indicators** from the Performance Management Plan that will be used in the Annual Report to report on the performance of the program for that year. Operating Units should designate performance indicators from the Performance Management Plan that will best demonstrate progress towards achieving the Strategic Objective for the given year. The designated performance indicators may address any part of the approved Results Framework and may be quantitative or qualitative (see **203.3.4.1**).
- For each of the performance indicators selected, the Operating Unit must establish **performance targets** against which the Operating Unit will assess performance of the SO or SpO for the given year.
- The Operating Unit must select the performance indicators and the performance targets for the Annual Report, as described above, at least nine months before the end of the fiscal year (by December 31). The designation must be fully documented in a decision memorandum signed by the director of the Operating Unit, or his/her designee.
- The Operating Unit has the final authority to determine which performance indicators and performance targets are most appropriate for reporting progress of the Strategic or Special Objective.
- Once an Operating Unit has selected the performance indicators and targets that will be included in the upcoming Annual Report, the selection of the performance indicators or targets must not be changed for that year. If the Operating Unit determines that the performance indicators or targets previously selected for that year's Annual Report are not realistic or achievable, the Operating Unit must report that the performance targets were not met and must explain why.

Any other performance indicators and performance targets in a Performance Management Plan that have not yet been selected as annual targets for a specific Annual Report may be changed, as provided in **203.3.4.7**.



### **203.3.8.5 Annual Report Operating Unit Performance Assessment, Step 2: Conduct Assessment of Target Achievement**

Effective Date: 01/31/2003

Operating Units should use the performance indicators described above in **203.3.8.4** to assess whether the Strategic Objective "did not meet," "met," or "exceeded" performance targets and expectations. The statement is auditable.

- The "did not meet" finding is appropriate if the Operating Unit has not achieved the majority of the performance targets, unless the Operating Unit can make a persuasive case that the achievement of some performance targets overrides other performance targets. If an Operating Unit did not select performance indicators or targets, in accordance with **203.3.8.4**, the Operating Unit must report that performance targets were not met.
- The "met" finding is appropriate if the Operating Unit has achieved either the majority or the most important of the performance targets it has set in advance for the Strategic Objective. A quantitative performance target may be considered to be "met" if the Operating Unit achieves 95 percent of the intended change for the reporting period.
- The "exceeded" finding is appropriate if the Operating Unit has achieved substantial accomplishments above and beyond the performance targets that the Operating Unit selected and documented for the Annual Report, in accordance with **203.3.8.4**.

In the Annual Report, Operating Units may also identify "significant accomplishments," which are appropriate for accomplishments that the Agency could publicize as an illustration of performance.

### **203.3.8.6 Annual Reports and Agency-Level Common Indicators**

Effective Date: 01/31/2003

As part of the Annual Report, Operating Units are required to report on some Agency-level common indicators known as "selected performance measures." These indicators are used for Agency-level decision making; and preparing internal and external mandatory reports on Agency progress. The Annual Report guidance cable(s) will describe the selected performance measures that will be required for a given year. Future or new selected performance measures will be announced one year in advance of being required so that Operating Units will have time to prepare for data collection and reporting. These selected performance measures may or may not directly reflect the performance of the Operating Unit. In most cases, an Operating Unit will provide data on only a subset of the selected performance measures. The Annual Report guidance cable(s) provides specific instructions and constitutes mandatory guidance.

For more information on Agency-level common indicators and whether or not to include them in PMPs, see **203.3.4.1** section b and **203.3.4.4**.

**Additional Reporting Requirements.** Washington Bureaus may have additional reporting requirements for some Operating Units. Such requirements will be communicated through formal channels. For questions or concerns about specific reporting requirements, Operating Units should contact PPC/SPP.

### **203.3.8.7 Annual Reports and Environmental Requirements**

Effective Date: 01/31/2003

Environmental soundness is an important criterion for all Agency programs. As part of meeting pre-obligation requirements provided in **ADS 201.3.12**, the potential environmental impact of programs should be reviewed. In some cases, the environmental review may identify environmental impact mitigation measures that must be followed during implementation. If activities implemented to support an SO do not adequately address required mitigation measures, the program is likely to be out of compliance with environmental regulations. If a program is not in compliance with regulations, the Operating Unit must document this in the Annual Report and identify steps needed to ensure compliance. Problems or delays in ensuring compliance must be considered when making an overall judgment as to whether an SO is meeting targets.

### **203.3.9 Reporting Requirements for Activities Not Managed by Country-Based USDH Staff: Activity Information Sheets**

Effective Date: 01/31/2003

**MANDATORY.** Operating Units, in particular Regional and Pillar Bureau programs and Regional Operating Units, must use Activity Information Sheets (AIS) to plan and report activities (including food aid and research) that are implemented in a presence or non-presence country, but are not part of the approved Strategic Plan for that country. The purpose of these procedures is to ensure that information on all activities undertaken in a given country is readily available for management and reporting purposes and that the activities are legally permissible.

If there is any question as to whether a particular activity undertaken by a Regional or Pillar Bureau in a presence country is "directly part of a country-level Strategic Plan," it is the responsibility of the Regional or Pillar Bureau sponsoring that activity to reach agreement with the Operating Unit in the field about who will monitor and report on that activity. Absent such agreement, Regional or Pillar Bureaus should assume that the activity in question is not part of the country-level Strategic Plan and should prepare and submit an Activity Information Sheet as described in this section.

A one-page Activity Information Sheet (AIS) must be prepared by the responsible Activity Manager before initiating the activity, and must be reviewed and updated annually and/or with each obligation of funds.

**203.3.9.1 Contents of Activity Information Sheets**

Effective Date: 01/31/2003

Before initiating an activity that is not part of a country-level Strategic Plan, whether in a presence or non-presence country, a standard one-page Activity Information Sheet must be prepared by the USAID Activity Manager that documents the following:

- The approved Regional or Pillar Strategic Objective and the Intermediate Results that the activity supports.
- The Operating Unit responsible for funding and managing the activity. In most cases, the Operating Unit managing the activity will be the Operating Unit required to complete the Activity Information Sheet
- A brief rationale for why the activity should take place in that country.
- A brief description of the activity (including, when known, expected coordination with the U.S. Embassy, estimated funding level by fiscal year, source of funding, planned duration, implementing institution(s), and host country counterpart institution(s)).

**203.3.9.2 Exemptions From Activity Information Sheets**

Effective Date: 01/31/2003

Activities of the Bureau for Democracy, Conflict, and Humanitarian Assistance, Office of Foreign Disaster Assistance (DCHA/OFDA) and Emergency Food Aid activities may be initiated without prior GC and Regional Bureau clearance, but an Activity Information Sheet must be submitted.

Some USAID implementing instruments (such as grants to Public International Organizations and 632a allocation) may require an exemption from the specific requirements described here. Please contact the Non-Presence Coordinator of the responsible Bureau for guidance if there are questions about when and how to apply this guidance.

**203.3.9.3 Approval and Distribution of Activity Information Sheets**

Effective Date: 01/31/2003

The appropriate Regional Bureau and General Counsel must clear the Activity Information Sheet (AIS). Regional Bureau clearance indicates that the Regional Bureau is aware of the activity and is not aware of any coordination issues. Regional Bureaus should determine when to seek input or clearance from field Operating Units. It is strongly recommended that Regional Bureaus advise Operating Units in the field of all activities being conducted in the presence and non-presence countries for which these Operating Units are responsible. General Counsel clearance indicates that the activity has been reviewed and determined to be legally permissible.

If the activity will be implemented in a USAID presence country, the Regional Bureau should provide the documentation to Director of the Operating Unit. The implementing Bureau must provide electronic copies of the cleared AIS to the relevant Regional Bureau and to PPC. PPC should post the AIS on the USAID Intranet, in order to allow USAID staff to retrieve information on all USAID activities in a given country for reporting or briefing purposes. See Additional Help document, database for accessing **Blank Activity Information Sheet (AIS) Template**, available at <http://cdie.usaid.gov/npc/> (accessible only within the USAID firewall); or send an e-mail request to [npctemplate@dec.cdie.org](mailto:npctemplate@dec.cdie.org). Also see Mandatory Reference, **Non Presence Programming Procedures**.

### **203.3.10 Intensive Program Reviews**

Effective Date: 01/31/2003

**MANDATORY.** Bureaus must conduct intensive program reviews of each Operating Unit or program (for which the Bureau is responsible) at least once every three years. Bureaus may conduct such program reviews more often if necessary.

The purpose of the program review is to examine thoroughly how each program is proceeding, to provide an opportunity for Washington Offices to examine planned and actual progress toward results set forth in the Results Framework and Performance Management Plan for each SO, and to review future resource requirements for each SO.

Each Bureau may develop its own procedures for intensive program reviews, but Bureaus should include PPC, the Bureau for Management (M), GC, the Bureau for Legislative and Public Affairs (LPA), and other Regional and Pillar Bureaus in the review process. Bureaus should determine what documentation would be useful and relevant to program performance and strategic choices. Useful documents may include the planning parameters for the development of the Strategic Plan; the approved Strategic Plan; the Management Agreement and any modification(s); Performance Management Plans used in the Operating Unit or program; Portfolio Review documents; major evaluations and assessments; and R4 and/or Annual Reports since the previous program review.

As a result of the intensive program review, the Management Agreement between the Bureau and the Operating Unit may be adjusted. For more information about updating and revising planning documents, see **ADS 201.3.11**.

### **203.3.11 Strategic Objective Close Out Reports**

Effective Date: 01/31/2003

**MANDATORY.** Operating Units must produce a brief close out report for each Strategic Objective (SO) when the SO is either completed or terminated. Termination includes situations where some of the IRs and related activities are continued under a new SO as part of a follow-on Strategic Plan, but where the original SO is no longer being pursued and funded. Termination does not include situations where an SO is simply

being amended and continues to be funded. Consult the program office in the responsible Bureau to determine applicability of these requirements.

The SO close out report should be included as a special annex to the Operating Unit's Annual Report that includes the last performance narrative for the SO. Alternatively, if the SO close out report is not available at the time of Annual Report submission, the Annual Report cover memo should provide a target date for its submission. Unlike the Annual Report performance narrative, which should focus largely on the preceding year, the SO close out report must cover the entire life of the SO.

The intended audience for the SO close out report includes development professionals in USAID and partner organizations that seek to learn from broader Agency experience and apply this experience in planning or assessing other development efforts. The SO close out report should summarize overall experience in achieving intended results as well as provide references to related materials and sources of information. Most SO close out reports contain 5 to 10 pages of text, followed by supplemental annexes with more detailed information or references. SO close out reports should include

- Basic identifying information, such as SO name, number, approval date, and geographic area (country[ies] and region[s] assisted);
- The total cost of the SO by USAID funding account, actual or estimated counterpart contributions, and the best available estimate of other partner resources that contributed to results achievement;
- The principal implementing partners (including those with whom USAID obligated or sub-obligated funds and those who may have received funding from other sources);
- A summary of overall impact at SO level and IR level in relation to what was originally planned;
- Significant changes in the Results Framework during the life of the SO;
- A summary of activities used to achieve the SO and their major outputs;
- Prospects for long-term sustainability of impact and principal threats to sustainability;
- Lessons learned for application to other SOs, including follow-on SOs in the same country or sector and similar SOs in other countries or sectors;
- A summary of performance indicators used and an assessment of their relative usefulness for performance management and reporting;

- A list of evaluations and special studies conducted during the life of the SO, including Annual Reports;
- A list of instrument close out reports prepared for contracts, grants, and cooperative agreements; and
- Names and contact point of individuals who were directly involved in various phases of the SO (planning, achieving, and assessing and learning), and who would be good sources of additional information.

**203.3.12 Development Experience Clearinghouse**

Effective Date: 01/31/2003

Operating Units should share key program documents with the Development Experience Clearinghouse, an Agency-wide service for the submission, storage, and sharing of documentation. The DEC mailing address is

PPC Development Experience Clearinghouse (DEC)  
Document Acquisitions  
RRB Room 6.09-060  
Washington, DC 20523-6802  
Document Submission: [docsubmit@dec.cdte.org](mailto:docsubmit@dec.cdte.org)  
Document Access: <http://www.dec.org/>

Documents should be sent in electronic form when possible to the e-mail address above; alternatively a paper copy could be mailed to the address above. To support the broader Agency learning process, the following documents should be submitted:

- Operating Unit Strategic Plans, including approvals and revisions/modifications,
- Management Agreements, including modifications,
- Annual Reports,
- Activity Information Sheets (AIS),
- Evaluation reports, program assessments and studies,
- Contractor/grantee technical reports, publications, final reports,
- USAID-funded conference/workshop proceedings and reports,
- Strategic Objective Close Out reports, and
- Operating Unit Close Out ("graduation") reports.

## 203.4 MANDATORY REFERENCES

### 203.4.1 External Mandatory References

There are no External Mandatory reference documents mentioned in this ADS chapter. Due to the interrelated nature of ADS chapters 200-203, please also consult the comprehensive list of documents in **ADS 200.4.1**.

### 203.4.2 Internal Mandatory References

The Internal Mandatory reference documents mentioned in this ADS chapter are listed below. Due to the interrelated nature of ADS chapters 200-203, please also consult the comprehensive list of documents in **ADS 200.4.2**.

203 INTERNAL MANDATORY REFERENCE TITLE	AVAILABLE AT
Contract Information Bulletin (CIB) 99-17, Organizational Conflict of Interest	<a href="http://www.usaid.gov/procurement_bus_opp/procurement/cib/">http://www.usaid.gov/procurement_bus_opp/procurement/cib/</a>
Guidance on the New Monitoring and Evaluation Reporting System Requirements for HIV/AIDS	<a href="http://www.usaid.gov/pubs/ads/200/200maw.pdf">http://www.usaid.gov/pubs/ads/200/200maw.pdf</a>
Non Presence Programming Procedures	<a href="http://www.usaid.gov/pubs/ads/200/200mag.pdf">http://www.usaid.gov/pubs/ads/200/200mag.pdf</a>

## 203.5 ADDITIONAL HELP

The Additional Help documents mentioned in this ADS chapter are listed below. Due to the interrelated nature of ADS chapters 200-203, please also consult the comprehensive list of documents in **ADS 200.5**.

203 ADDITIONAL HELP TITLE	AVAILABLE AT
Activity Information Sheet (AIS) – blank template	<a href="http://www.usaid.gov/pubs/ads/200/200sbj.doc">http://www.usaid.gov/pubs/ads/200/200sbj.doc</a> OR <a href="http://cdie.usaid.gov/npc/">http://cdie.usaid.gov/npc/</a> (accessible only within the USAID firewall)
Expanded Response Guide to Core Indicators for Monitoring and Reporting on HIV/AIDS Programs	<a href="http://www.usaid.gov/pubs/ads/200/200sbk.pdf">http://www.usaid.gov/pubs/ads/200/200sbk.pdf</a>
Handbook of Indicators for HIV/AIDS/STI Programs	<a href="http://www.dec.org/pdf_docs/PNACK416.pdf">http://www.dec.org/pdf_docs/PNACK416.pdf</a>
Performance Management Toolkit (and worksheets)	<a href="http://www.usaidresults.org/USAID/sitetemp.nsf/Toolkits_Details?OpenPage%26AutoFramed">http://www.usaidresults.org/USAID/sitetemp.nsf/Toolkits_Details?OpenPage%26AutoFramed</a>
TIPS Number 01, Conducting a Participatory Evaluation	<a href="http://www.dec.org/pdf_docs/PNABS539.pdf">http://www.dec.org/pdf_docs/PNABS539.pdf</a>
TIPS Number 02, Conducting Key Informant Interviews	<a href="http://www.dec.org/pdf_docs/PNABS541.pdf">http://www.dec.org/pdf_docs/PNABS541.pdf</a>
TIPS Number 03, Preparing an Evaluation Scope of Work	<a href="http://www.dec.org/pdf_docs/PNABY207.pdf">http://www.dec.org/pdf_docs/PNABY207.pdf</a>

203 ADDITIONAL HELP TITLE	AVAILABLE AT
TIPS Number 04, Using Direct Observation Techniques	<a href="http://www.dec.org/pdf_docs/PNABY208.pdf">http://www.dec.org/pdf_docs/PNABY208.pdf</a>
TIPS Number 05, Using Rapid Appraisal Methods	<a href="http://www.dec.org/pdf_docs/PNABY209.pdf">http://www.dec.org/pdf_docs/PNABY209.pdf</a>
TIPS Number 06, Selecting Performance Indicators	<a href="http://www.dec.org/pdf_docs/PNABY214.pdf">http://www.dec.org/pdf_docs/PNABY214.pdf</a>
TIPS Number 07, Preparing a PMP	<a href="http://www.dec.org/pdf_docs/PNABY215.pdf">http://www.dec.org/pdf_docs/PNABY215.pdf</a>
TIPS Number 10, Conducting Focus Group Interviews	<a href="http://www.dec.org/pdf_docs/PNABY233.pdf">http://www.dec.org/pdf_docs/PNABY233.pdf</a>
TIPS Number 11, The Role of Evaluation in USAID	<a href="http://www.dec.org/pdf_docs/pnaby239.pdf">http://www.dec.org/pdf_docs/pnaby239.pdf</a>
TIPS Number 14, Monitoring the Policy Reform Process	<a href="http://www.dec.org/pdf_docs/PNACA949.pdf">http://www.dec.org/pdf_docs/PNACA949.pdf</a>
TIPS Number 15, Measuring Institutional Capacity	<a href="http://www.dec.org/pdf_docs/PNACG612.pdf">http://www.dec.org/pdf_docs/PNACG612.pdf</a>
TIPS Number 15 Annexes, Measuring Institutional Capacity	<a href="http://www.dec.org/pdf_docs/PNACG624.pdf">http://www.dec.org/pdf_docs/PNACG624.pdf</a>
UNAIDS National AIDS Programmes: A Guide to Monitoring and Evaluation	<a href="http://www.afrea.org/AfreaPDFs/Afrea1.pdf">http://www.afrea.org/AfreaPDFs/Afrea1.pdf</a>
UNAIDS/UNGASS: Monitoring the Declaration of Commitment on HIV/AIDS	<a href="http://www.unaids.org/UNGASS/docs/JC718-CoreIndic_en.pdf">http://www.unaids.org/UNGASS/docs/JC718-CoreIndic_en.pdf</a>

The Additional Help websites (links) and e-mail addresses mentioned in this ADS chapter are summarized below.

ADS SECTION	DESCRIPTION	AVAILABLE AT
203.3.4.4	Bureau for Policy and Program Coordination, Office of Strategic and Performance Planning	<a href="http://www.dec.org/partners/ardb/">http://www.dec.org/partners/ardb/</a>
203.3.6.3	M/Office of Procurement	<a href="http://inside.usaid.gov/M/OP">http://inside.usaid.gov/M/OP</a> (accessible only within the USAID firewall), OR <a href="http://www.usaid.gov/procurement_bus_opp/procurement">http://www.usaid.gov/procurement_bus_opp/procurement</a>
203.3.9	PPC/DEI, to receive blank Activity Information Sheet (AIS) or to submit AIS to PPC	<a href="mailto:npctemplate@dec.cdie.org">npctemplate@dec.cdie.org</a>
203.3.9	PPC/DEI, website to access database of Activity Information Sheets (AIS)	<a href="http://cdie.usaid.gov/pmdb/npc_form.cfm">http://cdie.usaid.gov/pmdb/npc_form.cfm</a> (accessible only within the USAID firewall)
203.3.12	PPC/DEI, website to search and review documents submitted to Development Experience Clearinghouse (DEC)	<a href="http://www.dec.org/">http://www.dec.org/</a>
203.3.12	PPC/DEI, to submit documents to the Development Experience Clearinghouse (DEC)	<a href="mailto:docsubmit@dec.cdie.org">docsubmit@dec.cdie.org</a>



**203.6****DEFINITIONS**

Effective Date: 01/31/2003

See comprehensive list contained in **ADS 200.6**.

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<sup>1</sup> Figure 203A is titled "Measuring Performance Over Time." In the background, the figure has two axes. The vertical axis is labeled "Level of Result," and ranges from "Activity Level" on the bottom to "Results Level" on the top. The horizontal axis is labeled, "Time," and ranges from "Early in Life of SO" on the left to "Later in Life of SO" on the right. In the foreground, the figure shows four circles resting on a curved line that increases from the lower-left quadrant to the upper-right quadrant. The four circles are labeled, from left to right: "Inputs," "Outputs," "Intermediate Results," and "Strategic Objective" on top. The figure has two text boxes with additional explanation. First, "Results level data may not be available for performance management purposes early in life of SO." Second, "Activity level data usually is not appropriate for performance management purposes later in life of SO."

<sup>2</sup> Figure 203B is titled "Levels of Results." The figure shows a pyramid of different levels of "Results." The pyramid is broken down into five layers. The top three layers have a side bracket labeled "Strategic Level (Results)"; the layers are labeled, from the top, "USAID Goals," "Operating Unit Strategic Objectives," and "Operating Unit Intermediate Results." There is a space with a dotted arrow between the top three layers and the lower two layers. The bottom two layers have a side bracket labeled "Tactical Level (Inputs and Outputs)"; the layers are labeled "Sub-intermediate Results" and "Activities." There is a dotted arrow connecting the Strategic to the Tactical levels to represent that higher goals should drive the types of activities and sub-Intermediate Results for the Operating Unit.