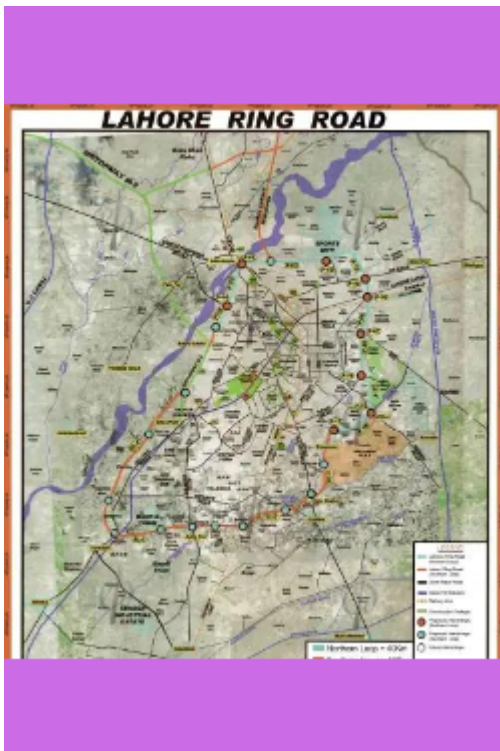


# Performance Evaluation Framework for PPP road construction projects in developing countries



The public-private partnership (PPP) mechanism is often proposed as a means of delivering public services, particularly complex construction projects, in developing countries. This [study](#), published in September 2022, developed a performance framework to evaluate the application of PPP projects based on 10 key performance indicators and 41 performance measures. The framework was reviewed by experts for coverage and relevance, then validated through two Pakistani road construction case studies.

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# Getting the PFM basics right (A study of PEFA scores awarded over the 2016 and 2011 Frameworks)



*By David Fellows and John Leonardo*

## Introduction

The Public Expenditure and Financial Accountability (PEFA) programme provides a framework for assessing and reporting the strengths and weaknesses of public financial management (PFM).

The current 2016 Framework refines the previous 2011 Framework and is structured under a hierarchy of 6 Pillars, 31 Indicators (PIs) and 94 Dimensions. The PEFA Field [Guide](#) explains the components of the 2016 Framework and describes how an assessment team should score each dimension on a scale of A to D, a D score representing the lowest level of performance.

An initial assessment of the latest PEFA reports for countries published under the 2016 Framework suggested that many countries were not getting the PFM basics right. This led to a comparison of recent results with those from earlier PEFA reports prepared under the 2011 Framework to examine performance over time and the lessons for PFM improvement that such a comparison may offer (termed the 'dual study'). It was decided to focus on dimension scores since the demands of PFM can change markedly depending on the aspects of the subject matter under consideration and the evident variations of score for the same country at dimension level within a range of PIs.

It was decided to confine this initial study to the analysis of D scores at the dimension level given the frequency of D scores, the very poor performance they represent and the importance of raising performance to a higher level. The Field Guide requires a D score when: 'the feature being measured is present at less than the basic level of performance or is absent altogether, or that there is insufficient information to score the dimension'.

For the purpose of this study, D scores include dimensions marked D\*, NR and some NA scores where evidence suggests a breakdown in PFM activity. It seemed evident that these attributions are often applied inconsistently and serve to obscure the extent of the poor performance of some countries

by avoiding the use of justifiable D scores. A summary of all scores for the 2016 Framework and the dual study evaluations, as discussed in this report, can be accessed at [Annex 1](#).

## 2016 Framework analysis

The 2016 Framework analysis consisted of the latest published evaluations for the 63 countries for which there were published reports at the time of this study. The D scores represent 32% of all dimension scores in this data set, 39% amongst low-income countries.

D scores were widely distributed throughout the framework with 45 of the 94 dimensions having an above average number of D scores.

The study also defined and assessed the key factors (termed descriptors) that contributed to PFM performance. The results, summarised at [Annex 2](#), suggested that most D scores can be explained by the absence of 'Management Effectiveness', 'Integrity' and in one case of 'High Level Technical Knowledge' although poor "System Design" was another potentially important contributing factor.

[Annex 3](#) provides a full list of the 2016 Framework dimensions and D score data together with the descriptors contributing to each dimension.

# Dual framework

Following the results of the 2016 Framework D score study it was decided to undertake a review of 45 countries that have undertaken at least one PEFA evaluation under both the 2011 and 2016 frameworks (the earliest and the latest studies we used for countries with more than two studies). This enabled a country's performance to be compared over a five-year period.

The 2011 and 2016 PEFA frameworks differ in many respects. An equivalence [table](#) published by PEFA suggests that the two frameworks can be aligned to 37 "equivalent" dimensions on the basis that the respective dimensions were either "directly comparable" or "indirectly comparable".

The PEFA equivalence table identifies 28 dimensions (or in some cases subsets) from the 2011 framework as "non-comparable (subject only)" to 2016 counterparts suggesting that the dimension descriptions and scoring routines differ markedly while the general area of relevance to the dimensions are similar. This leaves only 37 pairs of comparable dimensions.

On examination, the study team decided that 26 of the 28 pairs of dimensions judged "non-comparable (subject only)" were in fact very similar to the 2016 counterparts, the main difference being the way in which the later guidance is translated into clear-cut scoring criteria but that a good PEFA evaluator should have made reasonably similar judgements for both frameworks when reviewing all but two of these dimensions.

This exercise, therefore, recognises 63 equivalent dimensions while also providing results for PEFA's 37 equivalent dimensions. It is suggested that the D score characteristics of both data sets are sufficiently similar to provide a reasonable validation for the larger 63 dimension equivalence thereby extending the usefulness of inter-framework comparisons. Details of the PEFA and PFMConnect equivalence tables are set out at [Annex 4](#). The dual study of 2016 and 2011 Framework with D score data at dimension level is set out at [Annex 5](#).

The dual study is highly concerning in terms of the lack of improvement amongst those dimensions receiving D scores. These data are further summarised and commented on below.

<b>Table 1: Dual Framework Study Comparison of Results at Dimension Level for the relevant 45 countries</b>						
Data Set	Average D-score across all dimensions		Dimensions with above Average D scores		Dimensions with fewer D scores in 2016 compared with 2011 No. (vi)	Countries with fewer D scores in 2016 than 2011 No. (vii)
	2016 Framework	2011 Framework	2016	2011		
(i)	% (ii)	% (iii)	% (iv)	% (v)		
PEFA's 37 comparable dimensions	26	23	49	46	13	17
PFMConnect's 63 dimensions	28	23	43	41	16	10

The dual framework study reveals a deteriorating performance with most dimensions exhibiting a greater number of D scores in the later evaluations. Only 13 (35%) of dimensions from the 37 dimensions study and 16 (25%) from the 63 dimensions study experienced reductions in D scores between evaluations.



When the dual evaluations for the same country were compared, see [Annex 6](#), it was noted that most countries recorded a higher proportion of D scores for the same dimension in both evaluations demonstrating a reasonably consistent poor performance. A few countries displayed less consistent results.

Few countries in the 63 dimensions set recorded reductions in the number of D scores in 2016 framework results compared with the 2011 framework results. The top performers where significant PFM reform activities had been undertaken between the dual framework studies included: Philippines, Maldives, Mongolia and Tajikistan.

Table 2: Comparing above average D scores for both frameworks				
Data Set  (i)	Dimensions with above average D scores			
	Total for 2016 framework No. (ii)	Total for 2011 framework No. (iii)	Common to both frameworks <sup>1</sup> No. (%) (iv) (v)	
PEFA's 37 comparable dimensions	18	18	13	(72)
<u>PFMConnect's 63 dimensions</u>	25	25	20	(77)
NB: Column (iv) shows that of PEFA's 37 equivalent dimensions 13 (35%) have above average D scores common to both frameworks or 20 (32%) for <u>PFMConnect's 63 equivalent dimensions</u> .				

The results for the proportion of dimensions with above-average D scores that are common to both framework dimensions sets is concerning. Approximately one third of all dimensions had above-average D scores that were common to both frameworks for the same country for both datasets. In addition, over 70% of the above-average dimensions in both datasets were common to both frameworks showing limited improvement in the worst scoring areas over a five-year period.

Dimensions with regular poor performance are widely distributed (titles in red at Annex 6). This suggests pockets of poor management that remain in place without effective challenge and this is consistent with the descriptor analysis.

## Conclusions

This study offers a range of findings that pose questions about the approach, effectiveness and sustainability of PFM reforms instituted by national and subnational governments often in collaboration with development agencies. The concerns about management effectiveness and integrity highlighted in this study must be seen to question the most basic aspects of any organisation.

The study focusses on D score analysis, but it could be useful to extend the analysis to C-level scores where the performance of countries still remains below good international standards. This could reveal new characteristics of national PFM performance and extend the range of analytical techniques applied to performance data.

The data analysis evidences the credibility of PFMConnect's extended 63 dimension equivalence model that offers significant potential for more detailed studies of specific countries or regions.

Further work on descriptors to reveal contributory factors to variations in performance seems worthy of further development.



The failure of some governments to publish PEFA studies in full reinforces concerns about the need for greater attention to integrity. Another improvement that could be readily and widely implemented is legislative scrutiny of audit reports (PI 31).

## Recommendations

We recommend that country-specific studies should be undertaken based on PEFA assessment reports (both 2016 Framework studies for the full 94 dimensions and dual studies where the data are available) examining D scores at dimension level to establish potential causes of poor performance and identify ways in which performance may be improved. Issues to consider with respect to areas of poor performance, include:

- The commitment to personnel development and support, including: in-service training, management development, oversight, feedback on performance, and system design.
- The adequacy of transparency and accountability and evidence of corrupt activity.
- The quality of relevant communication and support levels among different departments and units of the finance ministry.
- The reasons for persistently poor or erratic performance and the fit with other findings.
- The observations of managers and staff on reasons for poor performance and barriers to improvement.

We recommend that country studies should be designed as the initial phase of PFM development programmes. In this context, a [report](#) by the Swedish International Development Cooperation

Agency (SIDA) offers some observations about the conditions for effective PFM reform. These include the importance of change agendas being aligned with Government priorities and the need to treat PFM reform as a learning process with strong emphasis on coordination and systematic evaluation of the activities performed by teams responsible for delivery.

Groups of countries or subnational bodies may wish to collaborate in reform programmes enabling challenges and learning to be shared and systems of mutual support developed. We have previously advocated the use of digital communication as a cost-effective and time-saving way of sharing knowledge and ideas between nations (incl. expert advisors).

Any country, region or development institution wishing to participate in further work in this field is invited to discuss their interest with the authors.

An article based on this study has been published by the [IMF's PFM Blog](#).

*PFMConnect is a public financial management consultancy with a particular interest in the use of digital communication to support learning and sharing expertise amongst the international development community.*

*David Fellows began his career in UK local government where he became President of the Society of Municipal Treasurers and a pioneer of digital government. He has held appointments in the UK Cabinet Office and the National Treasury of South Africa ([david.fellows@pfmconnect.com](mailto:david.fellows@pfmconnect.com)).*

*John Leonardo is a PFM expert with extensive worldwide experience. He has undertaken PFM assignments in Africa, Asia, the Caribbean and the Pacific where he undertook PEFA assessments. Both authors are directors of PFMConnect, a public financial management consultancy ([john.leonardo@pfmconnect.com](mailto:john.leonardo@pfmconnect.com)).*

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# Coherent Policy, Planning, and Performance for Delivering the SDGs



Posted by David Fellows [\[1\]](#)

This is an extraordinarily important time for coherent policy, planning, and performance – the “3 Ps” – for delivering the

SDGs and other core public policy objectives.

The SDGs present an extensive range of essential service improvements that are applicable across the world. The threat posed by climate change has become a major international issue with immensely ambitious remedial targets and huge spending requirements. Governments are also under pressure to introduce gender responsive budgeting and digitalize their public finances, reforms that offer huge benefits but also challenges and costs in the short to medium-term. At the same time, the Covid-19 pandemic has devastated many economies and produced huge fiscal burdens, increasing the challenge of delivering the SDGs and better environmental outcomes.

## **A coherent delivery framework**

It is important that governments take decisions within a strategic framework that represents an appropriate timeframe and deals clearly with policy goals, service responses, resources deployed, and outcomes achieved. The various elements of this framework include:

1. A vision having a 10-year perspective expressed in terms of outcomes.
2. Objectives set with a 3-5 year delivery time frame, consistent with achieving the vision.
3. Delivery targets for each of the next 3-5 years in terms of service outputs relevant to the performance outcomes.
4. 3-5 year budgets for agencies or programs that reflect the delivery outcomes and performance targets that each budget represents.
5. Annual accounts that set out executive responsibilities,

annual performance outcome and delivery targets and the actual performance achieved.

6. Training and recruitment plans that enable public agencies to operate the systems and deliver the services that have been approved.

## **Delivering change**

Successful reform is an elusive concept. Any initiative worth doing must have a benefits realisation plan specifying the steps necessary to ensure that progress is being made and that the end results are achieved.

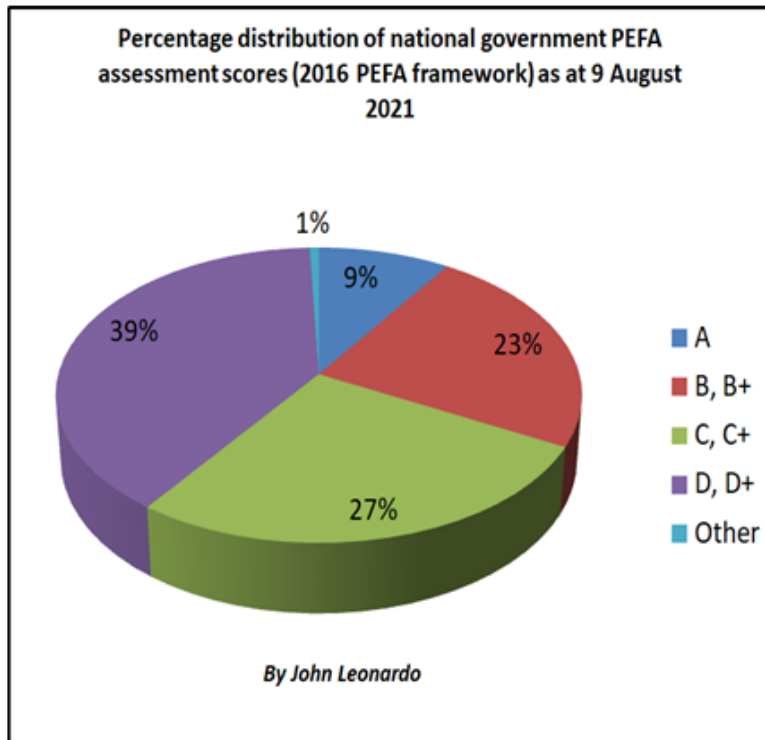
Services and changes to service provision should be protected by risk management strategies that seek to mitigate internal or external events and shocks that may otherwise hamper delivery or destroy valuable assets.

## **Review and accountability**

The various elements of the framework must be consistent with each other. When major new commitments are proposed, or it becomes obvious that major targets are no longer achievable then a review of the framework should be undertaken. In addition, there should be an annual review of the framework as part of the annual budget preparation process, perhaps as part of a wider spending review. Policies, plans, performance, and the results of review processes should be made public. There is no aspect of the planning and delivery process that cannot benefit from public scrutiny and comment. It is the responsibility of all public institutions in a democratic country to make themselves open and responsive to such a

dialogue.

## The PFM challenge for developing countries



**A** = High level of performance that meets international practice

**B** = Sound performance in line with many elements of good international practice

**C** = Basic level of performance

**D** = Less than basic level of performance or insufficient information to score

The chart relates to 58 countries: 52 developing countries and 6 countries in transition

The relatively poor condition of PFM in developing countries shown in the chart suggests the difficulties that developing countries face in planning, managing, and maintaining their existing budget systems. The SDGs and other global pressures to increase spending represent additional challenges for PFM systems to face. Multilateral decisions on the SDGs and climate change must therefore take account of the consequences for developing nations given the likely dependence of successful outcomes on their cooperation.

## Conclusion

The immense pressures on governments worldwide to fulfil the

global obligations and pressures described above often require concerted action. If governments are to succeed without making over-extended commitments, wasting time and money on impractical solutions, they must make decisions within the rigours of a fully operational policy, planning, and performance framework. Multilateral agreements, economic, social and technological considerations will all feed into framework construction but the integrity of the framework is key.

Framework development will inevitably present hard choices but that is a strength of the process. It should also provide a coherent basis for democratic accountability if, as a result, drastic life changes are required, freedoms are curtailed, and personal costs are increased.

This article was first published by the International Monetary Fund's Public Financial Management Blog on 20 September 2021.

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[\[1\]](#) David Fellows began his career in UK local government where he became President of the Society of Municipal Treasurers and a pioneer of digital government. He followed this with appointments in the UK Cabinet Office and the National Treasury of South Africa. He is a Director of PFMConnect.

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# Videos addressing good public financial management

We have commenced the publishing of videos about aspects of our work associated with supporting good public financial management.

We list below the videos available to-date:

Small island developing states need improvements in their digital communication infrastructure to help them recover from COVID-19. We have set out four collaboration approaches for SIDS and their stakeholders to consider actioning in our [“Small Island Developing States, COVID-19 and Digital Technology”](#) video based on our recent blog. [Petit États insulaires en développement, COVID-19 et technologie numérique](#). [Pequeno Estados em Desenvolvimento insular, COVID-19 e Tecnologia Digital](#). [Pequeña Estados Insulares en Desarrollo, COVID-19 y Tecnología Digital](#).

[Improving PFM digital transparency in SIDS finance ministries](#) (<http://blog-pfmconnect.com/wp-content/uploads/Videos/Improving-PFM-digital-transparency-in-SIDS-finance-ministries.mp4>) examines recent trends in the use of public financial management (PFM) digital platforms by the finance ministries of small island developing states (SIDS) and potential opportunities. A shorter version of this video examines **SIDS finance ministries** use of [Facebook](#) to promote PFM digital transparency in small island developing states

[COVID-19, Brexit and the English Regions](#) (<http://blog-pfmconnect.com/wp-content/uploads/Videos/COVID-19-Brexit-and-the-English-Regions.mp4>) discusses the UK Government's levelling-up policy for the English regions and the impacts of COVID-19 on the implementation of this policy.

[Virtual Schooling in the UK](#)

(<http://blog-pfmconnect.com/wp-content/uploads/Videos/Virtual-Schooling-in-the-UK.mp4>) examines the development of **virtual schooling** in the **United Kingdom** to support home education resulting from the Covid-19 lockdown.

[Digital government in developing countries](#), based on our recent [blog](#), recommends developing countries should employ an evolutionary approach to digitally-enabled reform and outlines a detailed implementation strategy for them to adopt in such projects. [Gobierno digital en países en desarrollo. Le gouvernement numérique dans les pays en développement. Governo digital nos países em desenvolvimento.](#)

[Local government revenue systems corruption](#) outlines the different parts of local government revenue systems and presents strategies for combatting associated corruption. [Corrupción de los sistemas de ingresos del gobierno local. Corrupção dos sistemas de receita do governo local. Corruption des systèmes de revenus des administrations locales.](#)

[Supporting good public financial management](#) provides images of some of the countries where we have supported the development of good public financial management (PFM). You can view all the countries and places where we have worked [here](#).

[Evaluating public private partnerships](#) highlights a number of questions to be addressed by public sector organisations when considering the merits of a public private partnership (PPP)