

Chapter 39

RFD/ISO:9001 Certification

Results-Framework Document

Background

Pursuant to the announcement made in the President's address to both Houses of the Parliament on June 4, 2009, Prime Minister approved the outline of the Performance Monitoring and Evaluation System (PMES) for Government Departments vide PMO I.D. No. 1331721/PMO/2009-Pol dated 11.9.2009.

Performance Monitoring and Evaluation System

This is a system to both 'evaluate' and 'monitor' the performance of Government departments. Evaluation involves comparing the actual achievements of a department against the annual targets. In doing so, an evaluation exercise judges the ability of the department to deliver results on a scale ranging from excellent to poor. Monitoring involves keeping a tab on the progress made by the departments towards their annual targets.

Performance Monitoring and Evaluation System takes a comprehensive view of departmental performance by measuring performance of all schemes and projects (iconic and non-iconic) and all relevant aspects of expected departmental deliverables. As a result of this comprehensive evaluation of all aspects relevant to citizen's welfare, this system provides a unified and single view of departmental performance. By focusing on areas that are within the control of the department, PMES also ensures fairness and high levels of motivation. The working of the PMES can be divided into following three distinct periods during a fiscal year:

Beginning of the year (by April 1): Design the Results-Framework Document (RFD)

During the year (after six months-Oct 1): Monitor progress against agreed targets

End of the year (March 31): Evaluate performance against agreed targets

Under PMES, each department is required to prepare a Results-Framework Document.

Results-Framework Document

The Results-Framework Document provides a summary of the most important results that a Department/Ministry expects to achieve during the financial year. This document has two main purposes:

- a) To move the focus of the department from process-orientation to result-orientation, and
- b) To provide an objective and fair basis to evaluate Department's overall performance at the end of the year.

A Results-Framework Document is essentially a record of understanding between a Minister representing the people’s mandate, and the Secretary of a Department responsible for implementing this mandate. This document contains not only the agreed objectives, policies, programs and projects but also success indicators and targets to measure progress in implementing them. To ensure the successful implementation of agreed actions, RFD may also include necessary operational autonomy.

The RFD seeks to address three basic questions:

- (a) What are ministry’s/department’s main objectives for the year?
- (b) What actions are proposed by the department to achieve these objectives?
- (c) How would someone know at the end of the year the degree of progress made in implementing these actions? That is, what are the relevant success indicators and their targets which can be monitored?

Format of Results-Framework Document

The RFD should contain the following six sections:

Section 1	Ministry’s/Department’s Vision, Mission, Objectives and Functions.
Section 2	Inter se priorities among key objectives, success indicators and targets.
Section 3	Trend values of the success indicators.
Section 4	Description and definition of success indicators and proposed measurement methodology.
Section 5	Specific performance requirements from other departments that are critical for delivering agreed results.
Section 6	Outcome /Impact of activities of Department/Ministry

Section 1: Ministry’s/Department’s Vision, Mission, Objectives and Functions

This section provides the context and the background for the Results-Framework Document. Creating a Vision and Mission for a department is a significant enterprise. Ideally, Vision and Mission should be a byproduct of the strategic planning exercise undertaken by the department. Both concepts are interrelated.

Vision is an idealized state for the department. It is the big picture of what the leadership wants the department to look like in the future. Vision is a long-term statement and typically generic and grand. Therefore a Vision statement does not change from year to year unless the department is dramatically restructured and is expected to undertake very different tasks in the future.

The department’s Mission is the who, what and why of the department’s existence. The Vision represents the big picture and the Mission represents the necessary work. Mission of the department is the purpose for which the department exists. It is in one way the road to achieve the Vision.

Objectives represent the developmental requirements to be achieved by the department in a particular sector by a selected set of policies and programmes over a specific period of time (short-medium-long). Objectives should be linked and derived from the Departmental Vision and Mission statements.

The functions of the department should also be listed in this section. These functions should be consistent with the allocation of business for the department/ministry.

Section 2: Inter se priorities among key objectives, success indicators and targets.

The heart of the Section 2 of the RFD document consists of the Table 1.

Table 1: Format of the Results-Framework Document

Objective	Weight	Actions	Success Indicator	Column 5		Column 6				
						Target/Criteria Value				
						Excellent 100%	Very Good 90%	Good 80%	Fair 70%	Poor 60%
Objective 1		Action 1								
		Action 2								
		Action 3								
Objective 2		Action 1								
		Action 2								
		Action 3								
Objective 3		Action 1								
		Action 2								
		Action 3								

Column 1: Select Key Departmental Objectives

From the list of all objectives, select those key objectives that would be the focus for the current RFD. It is important to be selective and focus on the most important and relevant objectives only.

Column 2: Assign Relative Weights to Objectives

Objectives in the RFD should be ranked in a descending order of priority according to the degree of significance and specific weights should be attached to these objectives. The Minister in-charge will decide the inter se priorities among departmental objectives and all weights, including the weight of mandatory indicators, must add to 100.

Column 3: Specify Means (Actions) for Achieving Departmental Objectives

For each objective, the department must specify the required policies, programmes, schemes and projects. Often, an objective has one or more policies associated with it. An objective represents the desired “end” and associated policies, programs and projects represent the desired “means” and actions to be taken to achieve the objective. The latter are listed as “actions” under each objective.



Column 4: Specify Success Indicators and Units

For each of the “action” specified in Column 3, the department must specify one or more “success indicators.” They are also known as “Key Performance Indicators (KPIs)” or “Key Result Indicators (KRIs).” A success indicator provides a means to evaluate progress in implementing the policy, programme, scheme or project. Sometimes more than one success indicator may be required to tell the entire story.

Column 5: Assign relative Weights to Success Indicators

If we have more than one action associated with an objective, each action should have one or more success indicators to measure progress in implementing these actions. In this case we will need to split the weight for the objective among various success indicators associated with the objective.

Column 6: Specify Targets/Criteria value for Success Indicators

The next step is to choose a target for each success indicator. Targets are tools for driving performance improvements. Target levels should, therefore, contain an element of stretch and ambition. However, they must also be achievable. The target should be presented as per the five-point scale given below:

Excellent	Very Good	Good	Fair	Poor
100 %	90%	80%	70 %	60 %

Section 3: Trend values of the success indicators

For every success indicator and the corresponding target, RFD must provide target values and actual values for the past two years and also projected values for two years in the future as given in Table 2.

Table 2: Trend Values for Success Indicators

Objectiv	Actions	Success Indicator	Unit	Actual Value for FY 11/12	Actual Value for FY 12/13	Actual Value for FY 13/14	Actual Value for FY 14/15	Actual Value for FY 15/16
Objective 1	Action 1							
	Action 2							
	Action 3							
Objective 2	Action 1							
	Action 2							
	Action 3							
Objective 3	Action 1							
	Action 2							
	Action 3							

Section 4: Description and definition of success indicators and proposed measurement methodology

RFD must contain a section giving detailed definitions of various success indicators and the proposed measurement methodology. Wherever possible, the rationale for using the proposed success indicators may be provided. Abbreviation/acronyms and other details of the relevant scheme may be listed in this section.

Table 3: Description and definition of success indicators and proposed measurement methodology

S. No.	Success Indicator	Description	Definition	Measurement	General Comments

Section 5: Specific performance requirements from other departments that are critical for delivering agreed results

This section should contain expectations from other departments that impact on the department's performance. These expectations should be mentioned in quantifiable, specific, and measurable terms. While listing expectations, care should be taken while recording as this would be communicated to the relevant Ministry/Department and should not be vague or general in nature.

Table 4: Specific performance requirements from other departments

Location Type	State	Organization Type	Organization Name	Relevant Success Indicator	What is your requirement from this organization	Justification for this requirement	Please quantify your requirement from this Organization	What happens if your requirement is not met

Section 6: Outcome/Impact of activities of department/ministry

This section should contain the broad outcomes and the expected impact the department/ministry has on national welfare. It should capture the very purpose for which the department/ministry exists.

Table 5: Outcome/Impact of activities of department/ministry

S. No.	Outcome / Impact	Jointly responsible for influencing this outcome/ impact with the following organization (s)/ departments/ ministry(ies)	Success Indicator (s)	Unit	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016

Evaluation Methodology

At the end of the year, the achievements of the government department are compared with the targets and the composite score is determined. The Raw Score for Achievement is obtained by comparing the achievement with the agreed target values. The Weighted Raw Score for Achievement is obtained by multiplying the Raw Score with the relative weights. Finally, the Composite Score is calculated by adding up all the Weighted Raw Scores for achievements.

The Composite score shows the degree to which the government department in question was able to meet its objectives.

This Composite Score will reflect the degree to which the department was able to achieve the promised results.

Departmental Rating	Value of Composite Score
Excellent =	100% - 96%
Very Good =	95% - 86%
Good =	85 - 76%
Fair =	75% - 66%
Poor =	65% and below

RFD Process and Timelines

A. Beginning of the Year

- At the beginning of each financial year, with the approval of the Minister concerned, each Department will prepare a Results-Framework Document (RFD) consistent with these guidelines.
- To achieve results commensurate with the priorities listed in the RFD, the Minister In-charge will approve the proposed activities and schemes for the Ministry/ Department. The Ministers In-charge will also approve the corresponding success indicators (Key Result Areas-KRAs or Key Performance Indicators-KPIs) and time bound targets to measure progress in achieving these objectives.
- Based on the proposed budgetary allocations for the year in question, the drafts of RFDs will be completed by 5th of March every year. To ensure uniformity, consistency and coordinated action across various Departments, the Cabinet Secretariat will review these drafts and provide feedback to the Ministries/ Departments concerned. This process will usually be completed by March 31st of each year.
- The final versions of all RFDs will be put up on the websites of the respective Ministries by the 15th of April each year.

- The Results Framework of each Department/Ministry will be submitted to the Cabinet Secretariat, by the 15th April of each year. It will take into account budget provisions and in particular the Outcome Budget. The Results-Framework Documents will be drawn up in such a manner that quarterly monitoring becomes possible. Quarterly reports will be submitted to the Cabinet Secretariat.

B. During the Year

- After six months, the Results Framework as well as the achievements of each Ministry/Department against the performance goals laid down at the beginning of the year, will be reviewed by the High Power Committee (HPC) on Government Performance consisting of the Cabinet Secretary, Finance Secretary, Expenditure Secretary, Secretary (Planning Commission), Secretary (Performance Management) and, if required, the Secretary of the Department concerned. At this stage, the Results-Framework Documents may have to be reviewed and the goals reset, taking into account the priorities at that point of time. This will enable to factor in unforeseen or force majeure circumstances such as drought conditions, natural calamities or epidemics. The report of the High Power Committee on Government Performance will be submitted to the Prime Minister, through the concerned Minister, for further action as deemed necessary.

C. End of the Year

- At the end of the year, all Ministries/Departments will review and prepare a report listing the achievements of their ministry/department against the agreed results in the prescribed format. This report will be required to be finalized by the 1st of May each year.
- After scrutiny by the Cabinet Secretariat, these results will be placed before the Cabinet for information by 1st of June each year.

Implementation of Results-Framework Document in DARE/ICAR

- Establishment of RFD Coordination Unit at ICAR Headquarters.
- Constitution of RFD Steering Committee, RFD Core Committee and RFD Screening Committee at DARE/ICAR
- Constitution of RFD Committees and RFD Cells in Responsibility-Centres (RCs) and Responsibility-Sub centres (RSCs)

The Results-Framework Document system has been implemented in DARE/ICAR at three levels:

Level 1: RFD system in DARE/ICAR since 2009

Level 2: RFD system in RCs i.e. SMD since 2010

Level 3: RFD system in RSCs i.e. Institutes since 2010