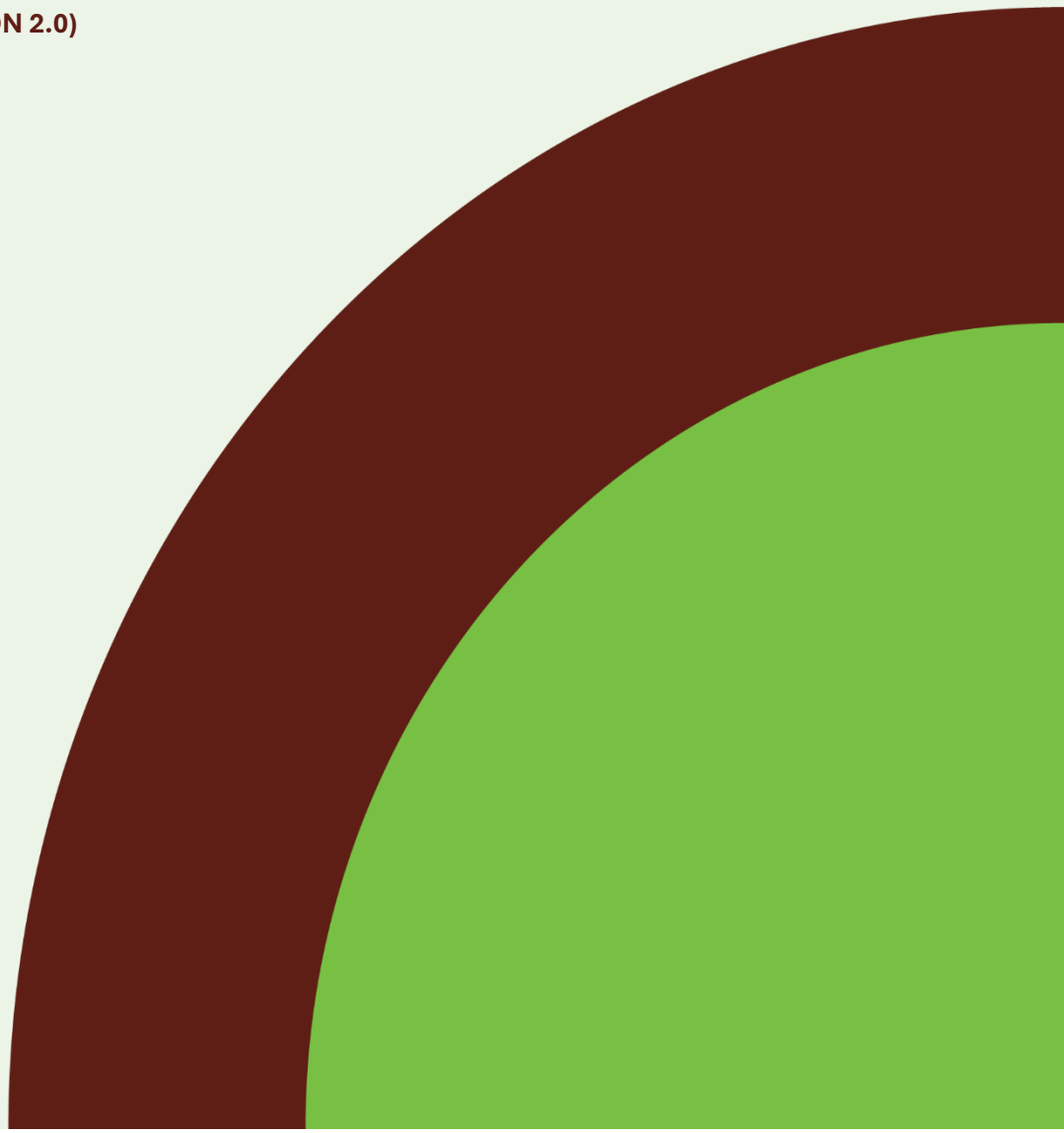


# CRVS Systems Improvement Framework

Stage 3: Implementation,  
and Monitoring & Evaluation

NOVEMBER 2025 (VERSION 2.0)





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## Introduction and overview

Stage 3 of the Framework outlines the process of mobilizing resources, implementing the national CRVS Strategic and Action Plan (CRVS-SAP), monitoring and evaluating the progress of implementing the CRVS-SAP, and monitoring and evaluating the performance of the CRVS system.

Some system improvements that are particularly innovative or represent a dramatic departure from current practice should be implemented to demonstrate feasibility and deliverability at initial scale. This will allow learning about technical and implementation issues related to the new process that may need refinement. Once issues have been identified and refinements made, national scale-up can begin.

Monitoring and evaluating CRVS system performance should be based on key performance indicators developed in Stage 1 and can be adjusted based on possible changes in context. This monitoring and evaluation should be a continuous process throughout improvement of the CRVS system. Data collected on improved system performance and its benefits should be used to justify to the Ministry of Finance and sectoral ministries that benefit from CRVS, the need for increased domestic investment in system improvement and sustainable domestic funding for the medium- to long-term, both at the national and subnational levels.

## Step 1. Implement the CRVS-SAP

This step has three main activities:

- 1. Mobilize implementation resources**
- 2. Review and refine the CRVS action plan**
- 3. Determine the organizational structure and processes for implementation.**

### 1.1 Mobilize implementation resources

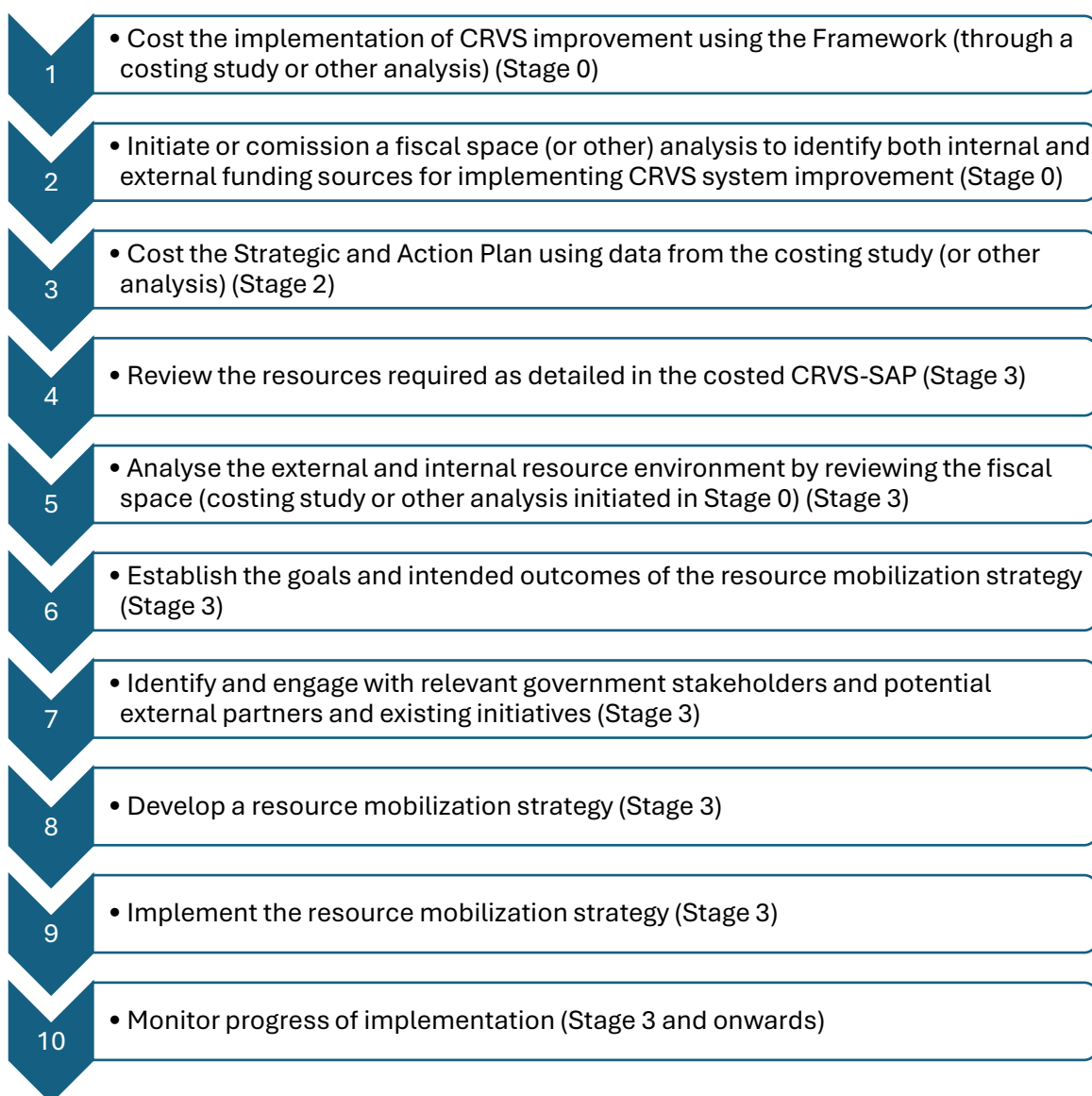
The availability of resources to support implementation of the CRVS-SAP is critical to improvement efforts. At this point, the financial sustainability task team should have the results from either a fiscal space or other analysis identifying the range of available funding sources, which they would have initiated or commissioned in Stage 0. The core team, with the support of the CRVS Advisor, should review the results of the analysis and using those findings, begin formulating a resource mobilization strategy for the costed CRVS-SAP. In this context, resources mean financial resources, human resources, and goods and services. The resource mobilization strategy will ultimately be handed over to the national CRVS committee, which will use the strategy to mobilize and secure the domestic and external resources needed to implement the CRVS-SAP.

Resource mobilization strategies provide an essential roadmap detailing how and from which sources resources might be secured and leveraged to meet resource requirements. The core team should ensure that key stakeholders, including officials from the Ministry of Finance, are engaged throughout the process, especially during strategy development. The results of resource mobilization will directly affect the scope and scale of the improvement effort.



**Figure 7** (shown previously) outlines the tasks for developing a resource mobilization strategy and when they occur during implementation of the Framework.

**Figure 7 Tasks in developing a resource mobilization strategy**



As the resource mobilization strategy is developed for CRVS improvement using the Framework, it is important to consider the long-term sustainability of the improved system once external resources are no longer available. Fortunately, the cross-sectoral and multi-level nature of the CRVS system means that there is a wider range of domestic funding streams—from multiple ministries, departments, and agencies at both national and subnational government levels—and thus more opportunities for domestic resource mobilization.

To strengthen CRVS financial sustainability, external funding mobilized for system improvement should be prioritized for capital costs such as infrastructure investment, while domestic financing should go to recurrent operational costs such as sufficient staffing and utilities (electricity, water, internet etc.). Perhaps most critically, government and external partners must agree on a transition from external funding or co-financing arrangements to full government ownership of system improvement projects or



programs and ideally develop agreements at the start of those projects to ensure that government funding increases as external funding decreases.

Lastly, mobilizing resources for CRVS requires the communication of evidence to both government stakeholders and external partners on the substantial benefits and efficacy of improved CRVS systems to justify increased investment. For detailed step-by-step guidance on mobilizing domestic resources for CRVS improvement, the core team can refer to the [CRVS Budget Sustainability Toolkit](#) (9).

## 1.2 Review and refine the CRVS action plan

Once the resource mobilization strategy has been developed, the CRVS-SAP should be reconciled with the available human and financial resources. This may mean adjusting the as-desired process descriptions and maps, if sufficient resourcing was not secured. The scope and scale of operational targets will also need to be revisited. The core team, together with relevant stakeholders, should review and make any necessary changes to the CRVS-SAP to ensure that:

- responsible individuals or organizations are identified as leads,
- appropriate personnel and organizations are included for each action area and activities,
- realistic timelines and SMART objectives are set for each action area and for activities, and
- necessary and available resources have been identified.

During the review process, the core team should work to identify opportunities for coordinating and combining resources. The prioritization exercise in Stage 1 can be revisited to guide refinement of the action plan for implementation.

## 1.3 Determine the organizational structure and processes

The core team should determine the structure and process for implementing improvement efforts – and these should be documented in a change management plan. The tasks below outline the development of a change management plan.

### Task 1: Assign the responsibility for change management to a person or team

This individual or team should ensure that the changes brought by the improvement initiatives are adequately managed and communicated with all stakeholders.

While the national CRVS committee is usually responsible for ensuring that overall implementation of the CRVS-SAP stays on track, the technical working group and/or smaller “implementation teams” may be required to provide regular updates on progress. The technical working group or implementation teams should be responsible for:

- liaising with the individuals or organizations leading the implementation of each action area to make sure activities are coordinated with activities in other action areas, that activities stay on track, and that barriers are addressed
- formulating the monitoring and evaluation plan while ensuring the availability of appropriate tools to enable this process.



## Task 2: Identify the expected type and scope of change to create a change management plan

A change management plan consists of articulating how the team should:

- Create awareness among primary stakeholders (those for whom business process will be changing).
- Address resistance to change and create desire for change. Find out who feels they might be losing out because of the proposed change and reassure them of their value and role in the new process. Create desire for the change by explaining how it will lead to improvements that move the CRVS system closer to its goals.
- Create the ability to implement change by building the necessary skills and ensuring that supervision and reinforcement are planned for and available.
- Reinforce skills and new business processes over time.

## Task 3: Identify implementation obstacles

The core team should identify and document possible obstacles to implementing the redesigned processes and improving the enabling environment as well as the organizational capabilities. What key assumptions and dependencies must hold for the change to succeed?

## Task 4: Implement the change management plan

In this step, the core team should ensure that the scope of change and the change management plan are understood and implemented in collaboration with stakeholders. The team should communicate with stakeholders about when the changes will be put into effect and what transitional arrangements will be made to address problems during the transition to the new CRVS process.

# Step 2. Develop a monitoring and evaluation system

Monitoring and evaluation are essential for tracking whether interventions are being implemented as designed and having the intended impact, while also assessing unintended harms. By systematically collecting, analyzing, and sharing relevant, comparable, and accurate data on process, implementation, outcomes, and impact, decision-makers can improve accountability, understand delivery and allocation of resources, reflect and learn from outcomes, and share lessons learned with stakeholders. This helps to contribute to the broader evidence base on the impact of CRVS system-strengthening interventions. Monitoring and evaluation can also provide useful information for scaling and sustaining interventions.

Systems and processes for monitoring and evaluation, usually recorded in M&E plans, should include clearly defined measures including outcome indicators linked to the specific strategy and implementation indicators. The most important considerations when selecting indicators are for data to be readily accessible, clearly linked to the intended goal, and updated frequently enough to inform learnings and adaptive action. Each indicator should be:

- Directly related to the output, outcome or goal.
- Something that can be measured accurately using either qualitative or quantitative methods, and your available resources.



- If possible, a standard indicator that is commonly used in CRVS systems. Using standard indicators can be better because they are already well defined, there are tools available to measure them, and it fosters comparisons.
- Something that will be useful for decision making to improve the program. There is no point measuring an indicator if the results won't make any difference to decisions.

#### Additional resources

Annex 2. The 11 CRVS System Strategic Outcomes

Annex 15. Suggested key performance indicators for use with the Framework

Compendium of CRVS indicators (*resource in development*)

Guidance document on indicator selection (*resource in development*)

The performance of the improved process should be continually monitored and evaluated to determine whether the desired CRVS processes are delivering the desired results. This evaluation should also provide insights into further issues to be addressed through continuous improvement. In the case of detected underperformance, the CRVS processes need to be further analyzed to identify issues, bottlenecks, and root causes before taking further action.

**This step has six main activities:**

1. **Develop a logic model for the CRVS-SAP**
2. **Define the focus**
3. **Define the questions, methods, and timelines**
4. **Clarify roles and responsibilities**
5. **Plan for analysis and dissemination**
6. **Draft the plan.**

## 2.1 Develop a logic model

During Stage 1, key performance indicators (KPIs) for measuring the performance of the CRVS system were identified and recorded in the CRVS-SAR tool. The tool also captured the baseline and targets for the identified indicator and included sources and methods for collecting appropriate data for monitoring and evaluating CRVS system performance. During Stage 2, KPIs were identified for measuring progress of activities as part of implementing system improvements, which were recorded in the CRVS-SAP.

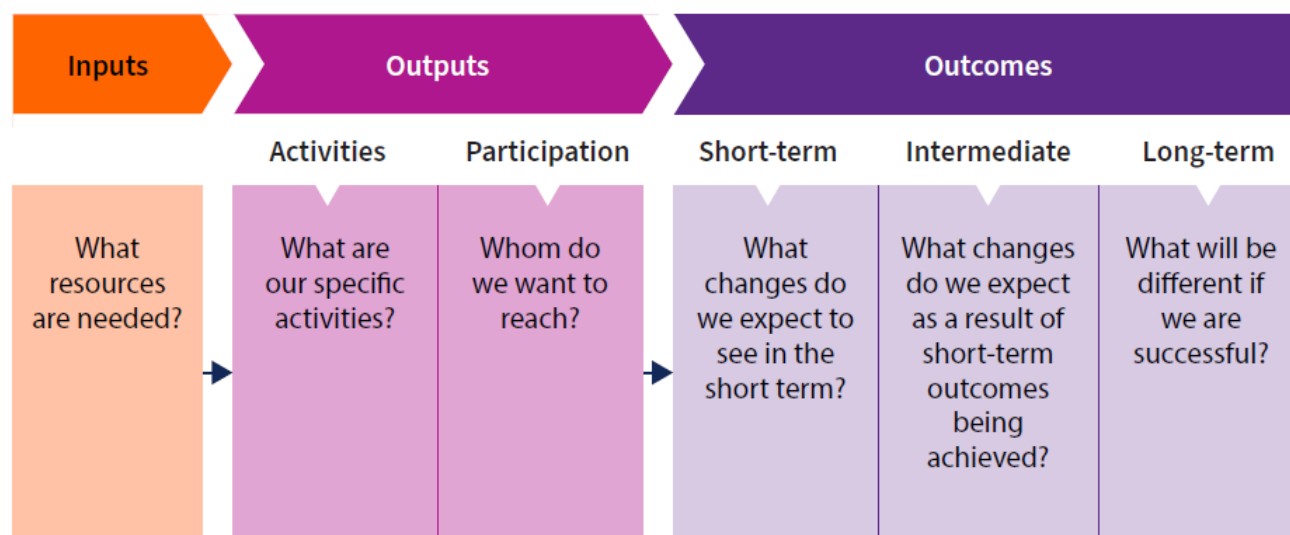
During this stage, the core team should bring the various indicators together and create a logic model, which will form the basis of the M&E framework. A strong strategic agenda should be underpinned by a robust programme theory of change. A theory of change is a useful way of bringing together existing evidence about a strategy, clarifying how the strategy is understood to work, and identifying gaps in the evidence. It can also be used to provide a conceptual framework for the evaluation of the strategy's implementation.

The theory of change can be represented as a diagram (a logic model) to guide the development, implementation and evaluation of the CRVS-SAP. A logic model is a visual representation of the inputs, activities, and outputs needed to achieve desired outcomes and goals (**Figure 10**). The logic model



helps clarify what the intervention will entail and what resources are required. The theory of change and the logic model are complementary tools that can be used together to enhance programme planning, implementation, and evaluation.

**Figure 101** Example of a simple logic model



**Source:** Designing, implementing, evaluating, and scaling up parenting interventions: a handbook for decision-makers and implementers. Geneva: World Health Organization; 2024. Licence: CC BY-NC-SA 3.0 IGO. Available at <https://www.who.int/publications/b/68499>

#### Additional resources

[WHO civil registration and vital statistics strategic implementation plan 2021–2025](#) (Figure 5: Indicators to monitor progress)

## 2.2 Define the focus

A clear distinction should be made in the M&E plan between: (i) monitoring and evaluating the progress of implementing the CRVS-SAP, and (ii) monitoring and evaluating the performance of the CRVS system.

M&E activities should be clearly defined at the outset, including the purpose of the activity—monitoring or evaluation (**Figure 11**). It is important to state who the intended users are of the information that will result, and when they will require the information. If the purpose is not clear, there is a risk that the activity will focus on the wrong issues, draw the wrong conclusions and provide recommendations that will not be useful to the intended users.





Figure 11 Basic characteristics of monitoring, evaluation and impact evaluation

Monitoring	Evaluation	Impact evaluation
<ul style="list-style-type: none"> <li>Periodic, using data that is routinely gathered or readily attainable</li> <li>Focused on activity inputs and outputs of whether and how activities are being carried out as planned</li> <li>Assumes appropriateness of objectives, activities, and indicators</li> <li>Usually quantitative</li> <li>Cannot assess impact by itself</li> </ul>	<ul style="list-style-type: none"> <li>Conducted often but not as part of routine data collection</li> <li>Goes beyond outputs to assess intervention outcomes</li> <li>Can address “how” and “why” questions</li> <li>Can identify intended and unintended effects</li> <li>Can use mixed-methods data from different sources</li> <li>Can assess change in outcomes but cannot always determine impact</li> </ul>	<ul style="list-style-type: none"> <li>A specific form of evaluation that can assess impact and determine if it was generated by the intervention</li> <li>Infrequent and generally conducted as a separate research study</li> <li>Can address “how” and “why” questions (i.e. mediators and moderators)</li> <li>Can be used to assess the theory of change of an intervention and answer other questions about intended and unintended effects</li> </ul>

**Source:** Designing, implementing, evaluating, and scaling up parenting interventions: a handbook for decision-makers and implementers. Geneva: World Health Organization; 2024. Licence: CC BY-NC-SA 3.0 IGO. Available at <https://iris.who.int/bitstream/handle/10665/378237/9789240095595-eng.pdf>

## Monitoring

Monitoring is a function in which data on specified indicators are regularly and systematically collected to determine whether a policy, programme or project is running as originally intended or not. The purpose is to enable management to intervene so that the policy, programme or project can remain on track. Thus, monitoring regularly gives updates on the extent of progress made and achievement of objectives.

Monitoring is a continuous process designed to ensure that the implementation of the strategy remains on course; that management are alerted to any problems or potential problems such as deviations or failures in the implementation process before they reach crisis proportions; and that corrective actions are proposed to ensure that performance remains focused on the strategy by tracking inputs, activities (or processes) and outputs. The process involves collecting data on specified indicators regularly and systematically to determine that the strategy is being implemented as originally intended; otherwise, management should intervene so that implementation remains on track.

Monitoring covers all aspects of the process to deliver a plan and is useful for:

- tracking the reach of the plan
- tracking the level of implementation of all aspects of the plan
- identifying potential or emerging problems – whether the plan has been delivered as planned and whether modifications to the plan need to be made, and
- identifying new risks that might not have been foreseen during the planning stage, and which might call for new or revised risk mitigation measures.

The focus of monitoring is the:

- types and quantities of activities performed



- beneficiaries of those activities
- resources used to deliver the activities
- practical problems encountered, and
- ways in which such problems were resolved.

## Evaluation

Unlike monitoring, an evaluation is not a regular process, as it is undertaken at specific milestones or after the completion of a project or strategy. It provides an objective assessment of the project or strategy to determine its relevance, effectiveness, efficiency and impact. The objective of an evaluation is to extract lessons from what has gone or is going on to learn to do things better from then on, or the next time around. It identifies what works best, the factors for failure or success, and how to apply the lessons learned to improve design and performance in the future. Evaluation is a time-bound and periodic exercise that seeks to provide credible and useful information to answer specific questions to guide decision-making. It may assess relevance, efficiency, effectiveness, impact and sustainability.

Evaluations are primarily used for the following reasons:

- improving future performance of the CRVS system,
- improving accountability and transparency,
- generating knowledge about what works and what does not,
- improving decision-making, and
- assessing whether the CRVS-SAP has achieved the intended impact.

Evaluations usually assess the effectiveness of the strategy in producing change. Evaluations are undertaken when it is important to know whether and how well the objectives were met.

## 2.3 Define the questions, methods, and timelines

Several questions may arise over the life of the CRVS-SAP that might reasonably be asked at any point in time. Addressing the questions about plan effectiveness means putting resources into documenting and measuring the implementation of the plan and its success in achieving intended outcomes and, in turn, using such information to be accountable to all stakeholders.

Questions should reflect the purpose of the evaluation and the priorities and needs of the stakeholders. They should help focus the evaluation and provide information about the plan's components/activities. Evaluation teams need to classify the questions as overall progress, process, or outcome evaluation questions.

### Overall monitoring questions

Overall monitoring questions are concerned with how well the plan is being implemented in general, and therefore tend to be fairly broad, for example:

- In what context is the CRVS-SAP operating?
- Is the plan accomplishing its intended results?
- What were the key achievements?
- Which factors have supported or challenged the implementation?
- Which parts of the plan are working? Which parts are not working? Do resources need to be refocused?



- How effective were the contracting and subcontracting arrangements that were established to support plan implementation and evaluation?

### Specific monitoring questions

Monitoring questions are primarily concerned with the actual delivery of the CRVS-SAP – its governance and implementation. Monitoring questions should incorporate key process components of the logic model (inputs, activities, and outputs).

### Evaluation questions

Evaluation questions are concerned with the effects of the delivery and operations of the action plan on the target population(s). They should address key outcome components from the logic model. Depending on whether they are short-, intermediate- or long-term outcomes, they can be reviewed annually, in the medium-term, or during the final review.

Evaluation focus	Questions
Impacts and outcomes	<ul style="list-style-type: none"> <li>• Have the plan impacts and outcomes been achieved?</li> <li>• What impact has the plan had on populations facing the greatest inequalities?</li> <li>• What unanticipated positive and negative impacts/outcomes have arisen from the program?</li> <li>• Have all strategies been appropriate and effective in achieving the impacts and outcomes?</li> <li>• What have been the critical success factors and barriers to achieving the impacts and outcomes?</li> <li>• Is the cost reasonable in relation to the magnitude of the benefits?</li> <li>• Have levels of partnership and collaboration increased?</li> </ul>
Implications for future projects, programs, and/or policy	<ul style="list-style-type: none"> <li>• Should the plan be continued or developed further?</li> <li>• Where should it go from here?</li> <li>• How can the operation of the plan be improved in the future?</li> <li>• What performance monitoring and continuous quality improvement arrangements should be maintained into the future?</li> <li>• How will the programme, or the impacts of the programme, be sustained beyond the funding timeframe? Will additional resources be required to continue or further develop the programme?</li> </ul>

The core team should decide on the *methods* for gathering data and *how often* various data will be recorded to track indicators. As the source of data depends largely on what each indicator is trying to measure, it is likely that several sources will be needed to answer all the questions. Once it is determined *how* data will be collected, it is also necessary to decide *how often* it will be collected. This will be affected by available resources and the timeline of the CRVS-SAP. Some data will be continuously gathered as part of routine CRVS processes, while other data will have to be specifically collected.

**Additional resources**

Annex 20. Data collection plan (template)

## 2.4 Clarify roles and responsibilities

The next element of a M&E plan is to clarify roles and responsibilities for each step in the process. It is important to decide from the early planning stages who is responsible for collecting the data for each indicator. The core team should discuss and agree on:

- Who will be involved in M&E activities
- What their specific roles are
- What responsibilities they have
- How much time they are expected to commit to M&E activities.

## 2.5 Plan for analysis and dissemination

The M&E framework should include a section with details about what data will be analyzed and how the results will be presented. Do staff need to perform any statistical tests to get the needed answers? If so, what tests are they and what data will be used in them? Consideration also needs to be given to how all the data from the indicators will be managed. This includes where it will be stored (on a computer, in hard copy files, in a database, etc.) and how privacy will be maintained.

As part of planning for dissemination, the following questions should be considered:

- How will M&E data be used to inform staff and stakeholders about the success and progress of the CRVS-SAP?
- How will it be used to help make modifications and course corrections, as necessary?
- How will the data be used to move the system forward and make processes more effective?

The M&E plan should include plans for internal dissemination among the CRVS system, as well as wider dissemination among stakeholders and donors. For example, the core team may want to review data monthly to make programmatic decisions and develop future workplans, while meetings with donors to review data and progress might occur quarterly or annually. Dissemination of printed or digital materials might occur at more frequent intervals. These options should be discussed by the core team to determine reasonable expectations for data review and to develop plans for dissemination early in the strategy. If these plans are in place from the beginning and become routine, meetings and other kinds of periodic review have a much better chance of being productive ones that everyone looks forward to.

**Additional resources**

Annex 21. Dissemination and utilization plan (template)



## 2.6 Draft the plan

A M&E plan is a document that outlines how a project or strategy will be monitored and evaluated. A plan should include clear and precise objectives, methods of data collection and analysis, timelines, and resources needed to complete the process. If any of these components are missing or inadequate, the plan may be ineffective in providing critical data necessary for improvement.

Once the previous steps are complete, the core team should bring everything together in one document. This document is often called the M&E plan, but it can also be called the M&E procedures, M&E standard operating procedures (SOP), or M&E system documentation. Regardless of the name the content is usually similar, and a basic structure is provided below.

### Basic structure of a monitoring and evaluation plan

1. Introduction to CRVS-SAP
  - Goals and objectives
  - Logic model/Logical Framework/Theory of change
2. Indicators
  - Table with data sources, collection timing, and responsible persons/agencies
3. Roles and Responsibilities
  - Description of each person's and/or agency's role in M&E data collection, analysis, and/or reporting
4. Reporting
  - Analysis plan
  - Reporting template table
5. Dissemination plan
  - Description of how and when M&E data will be disseminated internally and externally

## Stage 3 – Summary

By the end of this stage, you should have a clear pathway of well-defined and costed actions and activities that will enable you to implement the CRVS-SAP. You should have completed resource mobilization, including confirming the required resources for activities and identifying sources and methods for financing implementation. Part of this may include adjusting the as-desired process descriptions and maps, if sufficient resourcing was not secured.

As part of effective implementation, a monitoring and evaluation system should have been developed, including identifying the measures of success and the data collection systems that will be used to monitor and review progress of the CRVS-SAP towards the expected outputs and outcomes. This should include identifying the internal and external stakeholders who need to be kept up-to-date of results from monitoring and evaluation activities.

**Consider:**

36. Have sufficient resources been mobilized to implement the CRVS-SAP?
37. If resourcing is not sufficient to implement the full CRVS-SAP, have aspects of the strategy and/or action plan been reviewed and adjusted, as necessary?
38. Has the structure and processes for implementing improvement efforts been determined, including clear roles and responsibilities as they relate to implementation?
39. Has a logic model for the CRVS-SAP been developed, which brings together all the KPIs as identified during Stages 1–3 of the Framework, and shows how inputs are linked with outcomes and goals?
40. Has a monitoring and evaluation plan been developed, which includes:
  - A clearly defined focus and scope
  - Key performance indicators
  - Questions, methods, and timelines
  - Roles and responsibilities of those involved
  - Plans for data analysis and dissemination.

**Additional resources**

Annex 10. Planning checklist



## References

- 9 **CRVS Budget Sustainability Toolkit.** Washington, DC: Global Health Advocacy Incubator; 2024  
([https://assets.advocacyincubator.org/uploads/2022/05/Budget\\_Advocacy\\_Framework\\_CRVS.pdf](https://assets.advocacyincubator.org/uploads/2022/05/Budget_Advocacy_Framework_CRVS.pdf)).

## Annexes

- Annex 2. The 11 CRVS System Strategic Outcomes
- Annex 10. Planning checklist
- Annex 15. Suggested key performance indicators for use with the Framework
- Annex 20. Data collection plan (template)
- Annex 21. Dissemination and utilization plan (template)

