# **A SHORT GUIDE**



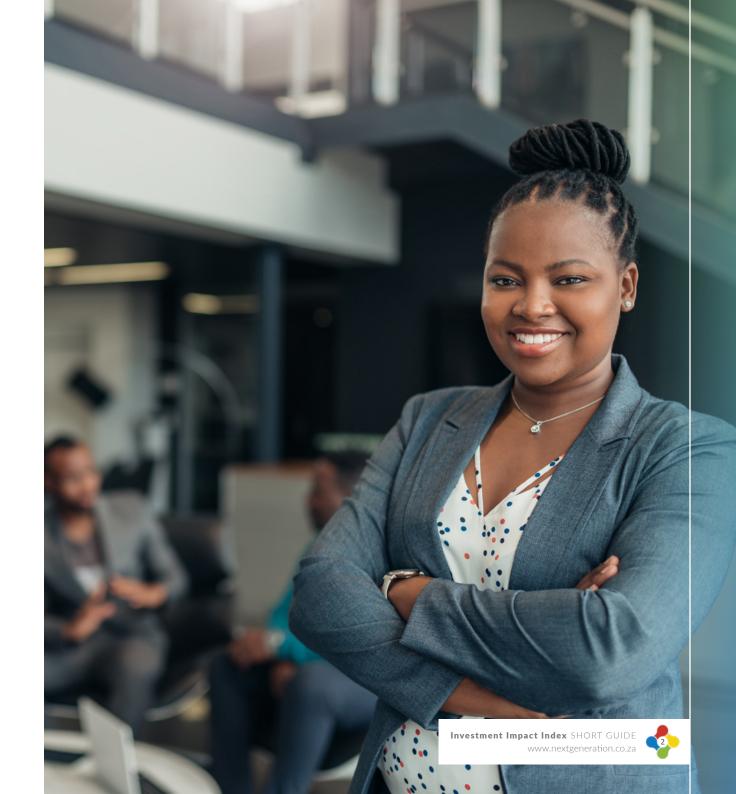


## **A Short Guide:**

# The Fundamentals of Performance Measurement

### Introduction

Performance measurement (monitoring, evaluation and impact assessment) is an essential part of any programme, large or small. It indicates whether a programme is making a difference and for whom and in what way; it can identify programme areas that are on target or aspects of a programme that need to be adjusted or replaced. Information gained from monitoring, evaluation and impact assessment can lead to better decisions about programme investments. Additionally, it can demonstrate to programme implementers and funders that their investments are paying off.



# Overview of different types of measurement

Performance Measurement is a continuous process that occurs throughout the lifecycle of a programme. To be most effective, measurement processes should be planned at the design/conceptualisation stage of a programme, and the time, money, and personnel that will be required for the assessment should be calculated and allocated in advance.

There are three broad types of measurement, namely Monitoring, Evaluation and Impact Assessment.

#### **Monitoring**

Generally involves tracking progress with respect to programme management aspects and objectives, using data that is easily captured and reported on an ongoing basis. While monitoring most frequently makes use of quantitative data, monitoring qualitative data is also possible.

#### **Evaluation**

Involves a systematic, evidence-based inquiry that describes and assesses any aspect of a programme or project. Evaluation uses a wide variety of both quantitative and qualitative research methods, providing more comprehensive information about what is taking place, why and whether the intervention is appropriate or not, and provide guidance for future decision-making.

#### **Impact Assessment**

Generally shares the basic characteristics of other forms of evaluation. However, impact evaluation/assessment considers the various dimensions of impact achieved by an intervention (e.g. social, economic, direct, negative, impact etc.) as well as the extent of the impact (i.e. the scope, range, depth and width of impact) on a range of stakeholders (i.e. across a stakeholder value chain).



Monitoring should be conducted at every stage of the programme implementation phases, with data collected, analysed, and used on a continuous basis.

**Evaluations** are usually conducted at specific intervals during the lifecycle of a programme. However, it should be planned at the start of an intervention, because it will rely on data collected throughout the programme life cycle, with baseline data (data captured the start of an intervention) being especially important.

**Impact Assessments** are usually conducted at the end of a programme life cycle. It analyses the outcome of an intervention against strategic objectives – and provides detail of the impact across specific and identified impact dimensions.

#### Basic characteristics of monitoring, evaluation, and impact assessment

#### Monitoring

- Periodic, using data gathered routinely or readily obtainable, generally done internally, usually focused on activities and outputs, although indicators of outcome/impact are also sometimes used
- Assumes appropriateness of programmes, activities, objectives, and measurement indicators
- Typically tracks progress against a small number of preestablished targets/ indicators/objectives/ outcomes
- Usually data is quantitative in nature
- Cannot indicate causality
- Difficult to use by itself for assessing impact

#### **Evaluation**

- Generally episodic, often externally done
- Goes beyond outputs to assess outcomes
- Questions the rationale and relevance of the programme, its objectives, intent and activities
- Identifies both unintended and planned effects
- Addresses "how" and "why" questions
- Provides guidance for future decisions/programme changes
- Uses data from different sources and a wide variety of research methods

#### Impact Assessment

- A specific form of evaluation
- Sporadic, infrequent generally at the end of an intervention
- Mostly externally conducted because independent evidence is required
- Generally, a discrete or longitudinal research study considering impact over time
- Specifically focused on attribution (causality) in some way, most often with counterfactual evidence
- Generally focused on long-term changes evidenced, such as in the quality of life of intended beneficiaries
- Needs to consider what was done (e.g. through basic M&E practices)
- Considers the strategic intent against actual outcomes
- Uses data from different sources, and a wide range of research methodologies
- Tests the validity of underlying assumptions, basics of programme theory (TOC), and programme validity (Logic Model Framework) to the development context
- Determines programme effectiveness, relevance/ materiality, feasibility, viability, impact and sustainability
- Provides meaningful analysis of outcomes and impact

#### Questions to consider when planning performance measurement activities:



- What information is required to tell whether the project is working well or not?
- What framework must be developed that will ensure meaningful insights, analysis, knowledge that will enable decision-making and learning?
- What are the questions the assessment seeks to answer?
- What are the skills/competencies required to conduct meaningful monitoring, evaluation and impact assessments?
- Whose perspectives and experiences are required during the performance measurement process?
- What sources of data/information are required? Is it available? Is it credible? Is it accessible?
- How will data be collected? What data collection tools/methodologies will be used?
- How will the outcomes learning/knowledge/insights be used?
- What insights/observations/lessons learnt, and/or negative impact must be captured?
- How will the findings be used (communicated and reported) at the end of the performance measurement process?

## **Monitoring**

#### What it is

Monitoring of a programme or intervention involves the collection of (routine) data that measure programme progress and activities. It is used to track changes in programme performance over time. Its purpose is to permit stakeholders to make informed decisions regarding the effectiveness of programmes and the efficient use of resources.

#### Why is it important

Monitoring is sometimes referred to as process evaluation, because it focuses on the programme implementation process/phases and asks the following key questions:

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- How well has the programme been implemented?
- How has the resources and inputs been utilised, leveraged or applied?
- How much does implementation vary from site to site?
- Did the programme deliver on the intended activities? At what cost?
- What worked/or not? What course correction is required?

Monitoring is carried out for a variety of different purposes, generally having little to do with evaluation. Some of the most frequent reasons for monitoring include:

#### **Internal Use**

#### Project managers/practitioner level

To better understand and track how things are proceeding, mainly to identify if the project is on target or not. This includes tracking data on what services are being provided, the quality of services being provided, who is being served, and related considerations. Monitoring data can also often serve as an early warning system, and in the case of negative or unexpected findings may suggest the need to consider a change in programme design and implementation approach while the project or programme is still underway.

#### **Internal Use**

#### Regional, national and international level

So the organisation can track a project's or activity's status against project management plans and expectations; for planning and management purposes; and to address programme deliverables and outcomes.

#### **Internal Use**

#### Management level

Addressing external requirements for governance, compliance and control purposes such as donor specific reporting requirements.

While these are all legitimate and important reasons for monitoring, none are concerned with contributing to actual impact evaluation practices. Thus, often the type of data that is collected, and the way in which it is reported are difficult to use for evaluation purposes.

#### How it works

Programme monitoring data is useful for management oversight and control. In ideal circumstances, those conducting an evaluation can also contribute to the design and structuring of an intervention's monitoring system.

Monitoring can take many forms but mostly consists of quantitative data relating to programme management activities.

It is important to acknowledge the limitations of monitoring. Monitoring mainly tracks progress against predefined objectives and indicators and assumes these are appropriate. But monitoring alone is insufficient for drawing conclusions about attribution, or for identifying the reasons why changes have or have not taken place (such as the extent to which these changes are a result of the intervention or due to other causes). It is also usually unable to identify unintended effects, gaps in service, etc. For this, evaluation is used.

#### **Types of Monitoring**

Results monitoring tracks effects and impacts. This is where monitoring merges with evaluation to determine if the project/programme is on target towards its intended results (outputs, outcomes, impact) and whether there may be any unintended impact (positive or negative). For example, a psychosocial project may monitor that its community activities achieve the outputs that contribute to community resilience and ability to recover from a disaster.

- Process (activity) monitoring tracks the use of inputs and resources, the progress of activities and the delivery of outputs. It examines how activities are delivered the efficiency in time and resources. It is often conducted in conjunction with compliance monitoring and feeds into the evaluation of impact. For example, a water and sanitation project may monitor that targeted households receive septic systems according to schedule.
- Compliance monitoring ensures compliance with investor/funder regulations and expected results, grant and contract requirements, local governmental regulations and laws, and ethical standards. For example, a shelter project may monitor that shelters adhere to agreed national and international safety standards in construction.
- Context (situation) monitoring tracks the setting in which the project/programme operates, especially as it affects identified risks and assumptions, but also any unexpected considerations that may arise. It includes the sector/geographic setting as well as the larger political, institutional, funding, and policy context that affect the project/programme. For example, a project in a conflict-prone area may monitor potential fighting that could not only affect project success but endanger project staff and volunteers.
- Beneficiary monitoring tracks beneficiary perceptions of a project/programme. It includes beneficiary satisfaction or complaints with the project/programme, including their participation, treatment, access to resources and their overall experience of change.
   Sometimes referred to as beneficiary contact monitoring

- (BCM), it often includes a stakeholder complaints and feedback mechanism. It should take account of different population groups, as well as the perceptions of indirect beneficiaries (e.g. community members not directly receiving a product or service). For example, a cash-forwork programme assisting community members after a natural disaster may monitor how they feel about the selection of programme participants, the payment of participants and the contribution the programme is making to the community (e.g. are these equitable?).
- Financial monitoring accounts for costs by input and activity within predefined categories of expenditure. It is often conducted in conjunction with compliance and process monitoring. For example, a livelihoods project implementing a series of micro-enterprises may monitor the money awarded and repaid, and ensure implementation is according to the budget and time frame.
- Organisational monitoring tracks the sustainability, institutional development and capacity building in the project/programme and with its partners. It is often done in conjunction with the monitoring processes of the larger, implementing organisation. For example, a National Society's headquarters may use organisational monitoring to track communication and collaboration in project implementation among its branches and regional offices.

### **Evaluation**

#### What it is

Evaluation measures how well the programme activities have met expected objectives and/or the extent to which changes in outcomes can be attributed to the programme or intervention.

#### Some key points for designing evaluations

The suggested steps for designing and facilitating evaluations are:

#### Readiness for evaluation

- Assess the organisation's ability and readiness for program/project/ portfolio evaluation
- Agree on participating stakeholders and primary intended users of the evaluation findings



#### Focus the evaluation

- Agree on the evaluation purpose
- Agree on evaluation principles and standards
- Consider stakes, stakeholders, evaluation use and consequences
- Articulate the theory of change
- Agree on key evaluation areas and questions
- Define evaluation boundaries
- Agree on evaluation approach

#### Implement the evaluation

- Plan and organise the evaluation
- Develop the evaluation matrix
- Identify key evaluation indicators and other information needs
- Identify baseline information
- Collect and process data
- Analyse and critically reflect on findings
- Communicate and make sense of findings



Programme and policy evaluation are the systematic application of research methods to assess programme or policy design, implementation, and effectiveness, and the processes to share and use the findings of these assessments.

Evaluation practice is the 'doing' of evaluation, evaluation capacity is the ability to do evaluation, and evaluation use is the application of evaluation to some change process.

# Complementary roles of monitoring and evaluation

To make clear the distinct roles and values of monitoring and evaluation, the following comparisons is presented:

#### **Monitoring**

- Clarifies programme objectives
- Links activities and their resources to objectives
- Translate objectives into performance indicators and set targets
- Routinely collects data on performance indicators, compares actual results with targets
- Reports progress to managers, and alerts them to problems



#### **Evaluation**

- Analyses why intended results were or were not achieved
- Assesses specific casual contributions of activities to results
- Explores implementation process
- Explores unintended results
- Highlights accomplishments or programme potential, provides lessons learnt, offers recommendations for improvement

#### Types of evaluations

Evaluation can be carried out for many different purposes and assume a variety of forms. Some of the following types of evaluation (the list is not exhaustive) may contribute to impact evaluation under certain circumstances.

- Needs assessments involve assessing or evaluating the needs of programme recipients or problem situations, often prior to the initial programme development or project design stages. Such assessments frequently identify ways in which expressed community/recipient/ beneficiary needs can be addressed.
- Process (or implementation) evaluations describe the nature of the intervention as it is implemented in practice. To a certain extent, monitoring may be able to provide data about programme activities that can be useful for process evaluations. However, interventions are rarely applied exactly as initially intended and frequently change over time, often for good reasons. It can be surprisingly difficult to determine what is taking place, who is being served, in what ways or to what extent change is evident, and what else is going on that affect outcomes.
- Process evaluation can go into more detail than monitoring, often explicitly using questions arising from monitoring results as a starting point. Without understanding 'what' the programme is, even the most sophisticated and statistically rigorous evaluation will have little meaning. Evaluations that clearly outline the programme, along with reasons for divergence from original expectations, can provide invaluable information to help understand how the programme's

outputs might have made an impact (or, perhaps, to indicate some challenges in a programme. For example, if a programme's impacts were limited, data from process evaluations can help ascertain if this was because of a problem in the theory of change (how the programme was expected to work), or due to limitations in how it was implemented (programme management aspects).

- Formative evaluations are carried out partway through implementation and are intended to improve performance during the subsequent steps of a programme or project. Formative evaluations can help identify intermediate outcomes, at what point (if any) the intervention seems likely to make an impact and what else may be needed to enhance its effectiveness.
- Organisational evaluations (due diligence) look at an organisation's overall effectiveness, or perhaps that of an organisational unit. Organisational factors (e.g., governance, management, human resources, finances, intra- and inter-organisational relationships, etc.) often may have more to do with an intervention's success than its design – these factors are essential information that must be considered during the design and interpretation of evaluation.

#### Why is it important

Fundamentally, evaluation is about providing a systematic approach to support learning: learning to understand what programmes worked (or not) and how to affect greater change/impact; and learning about what changes occur (descriptive), how and why changes does or does not happen (explanatory and evaluative) and the causes of changes or stasis (causal). Different approaches to evaluation can help provide different types of evidence and answer different kinds of research questions. Often a mix of approaches is needed to answer relevant questions over the course of a programme's duration/life cycle.

The information that evaluation provides can be put to a range of different uses, including:

- Designing services: Piloting and refining different parts of a service to develop a model that seems to work
- Improving services: Using evaluative learning to adapt and change activities or services to maximise impact
- Demonstrating programme efficacy: Answering questions about 'what works' and providing robust evidence of the success of a development model/programme
- Sharing ideas and building an evidence base: Providing insight and knowledge about specific social problems and methods of tackling them, to support collective efforts around social change
- Maintaining accountability: Providing evidence to stakeholders on how money, resources, and effort are supporting the aims/objectives and outcomes of an intervention.

#### How it works

Evaluations require:

Data collection at the start of a programme (to provide a baseline) to measure change/ impact against and again at the end, as well as during programme implementation



A control or group, in order to measure whether the changes in outcomes can be attributed to the programme



A well-planned/documented programme logic model framework and theory of change



When conducting an evaluation, keep the following in mind:

- Understand your stakeholder audience information requirements: (funder, intermediary, beneficiary, colleagues, community stakeholders, broader public, sector partners, academia, experts, etc.)
- Be prospective and proactive: Include evaluation expectations/requirements in the project planning stage
- Choose appropriate evaluation methods: and research methodologies and tailor them according to specific and expected outcomes
- Ensure adequate access to key data and information sources
- Expand the information sources to trends and benchmarks if possible, to ensure comparability of data
- Keep it real, and be proportionate: performance measurement can evolve over time
- Be flexible and iterative: Learning is part of the process.





Quality within evaluation practice is critically important. When reviewing, or designing evaluations consider the following:

- Voice and inclusion: The perspectives of beneficiaries i.e. people living in poverty, including the most marginalised, and provide a clear picture/context of who is affected and in what way by an intervention
- Appropriateness: The evidence generated through various evaluation processes must be justifiable given the nature and purpose of the assessment
- Triangulation: Conclusions about the intervention's effects (reach, width and depth of change) must include a mix of research methods, data sources and stakeholder perspectives
- Contribution: The data and evidence must explore how change happens and the contribution of the intervention to the change as well as the factors outside the control of the intervention
- Transparency: The evidence of change must disclose the details of the data sources and methods of gathering information, the results achieved and any limitations in the data collection process, the data analysis process as well as assumptions made, or conclusions drawn.

Every evaluation involves one or several criteria by which the merit or worth of the evaluated intervention is assessed, explicitly or implicitly. All evaluations therefore should address the following aspects:

- Effectiveness: The extent to which a development intervention has achieved its objectives, taking its relative importance into account
- Impact: The totality of the effects of a development intervention, positive and negative, intended or unintended, qualitative and quantitative, etc.
- Relevance: The extent to which an intervention conforms to the needs and priorities of target groups/beneficiaries and social contexts as well as the laws of recipient countries and specific requirements of donors/investors
- Sustainability: The continuation or longevity of benefits from a programme/intervention after the cessation of development assistance
- Efficiency: The extent to which the costs of an intervention can be justified by its results, taking alternatives into account. (Please note: Effectiveness refers to the extent to which an evaluated intervention has achieved its objectives, nothing else. Efficiency, by contrast refers to the extent to which the costs of an intervention can be justified by its results).



Each of the evaluation criteria can be and must be applied to every development intervention and each singular aspect represents something important that needs to be considered before it can conclude whether an intervention could be regarded as a success.

Additionally, in many evaluations procedural values and principles are also used as evaluation criteria.

#### Some of these include:

- Appropriateness: The extent to which inputs and activities are tailored to local needs and development contexts and the requirements of ownership, accountability and cost effectiveness. How well do the programmes respond to the changing demands of the situation/context?
- Coverage: The extent to which the entire recipient/beneficiary group had access to the benefits and were given the necessary support. Key questions include: Did the benefits reach the target group as intended, or did too large a portion of the benefits leak to outsiders? Were benefits distributed fairly between gender and age groups and across social and cultural barriers?
- Connectedness: The extent to which programme activities considered longer term and larger contexts, needs and the interconnectedness of social issues.
- Coherence: Consistency between aid and development, trade and humanitarian policies/legislation, and the extent to which human rights of beneficiaries were considered. Important questions include: were policies mutually consistent; did all actors pull in the same direction; and were human rights consistently respected? Did the programme adhere to the social cultural/political context of the country/social sector/ geographic region?

#### Types of evaluation

There are many different types of evaluation. In general, the type of evaluation refers to the evaluation purpose and methodology applied/required. In general, however, the two most used types of evaluation are:

#### **Formative Evaluation**

- Needs assessments determines who needs the programme, how great the need is, and what might work to meet the need
- Evaluability assessment determines whether an evaluation is feasible and how stakeholders can help shape its usefulness
- **Structured conceptualisation** helps stakeholders define the programme or technology, the target population, and the possible outcomes
- Implementation evaluation monitors the fidelity of the programme or technology delivery
- Process evaluation investigates the process of delivering the programme or technology, including alternative delivery procedures



#### **Summative Evaluation**

- Outcome evaluations investigate whether the programme or technology caused demonstrable effects on specifically defined target outcomes
- Impact evaluation is broader and assesses the overall or net effects -- intended or unintended -- of the programme or technology as a whole
- Cost-effectiveness and cost-benefit analysis address questions of efficiency by standardising outcomes in terms of their investment costs and values
- Secondary analysis re-examines existing data to address new questions or use methods not previously employed
- Meta-analysis integrates the outcome estimates from multiple studies to arrive at an overall or summary judgement on an evaluation question



Because the development sector is so diverse, dynamic and complex, new approaches to M&E is constantly being developed, and new terminology and definitions enters the space. Some of the new concepts and definitions in the context of evaluation include:

- Mixed Methods Approach: Mixed methods (MM) evaluations seek to integrate social science disciplines with quantitative (QUANT) and qualitative (QUAL) approaches to theory, data collection, data analysis and interpretation. The purpose of using a mixed method approach is to strengthen the reliability of data, validity of the findings and recommendations, and to broaden and deepen the understanding of the processes through which programme outcomes and impacts are achieved, and of course, how these are affected by the context within which the programme is implemented. While mixed methods are now widely used in programme evaluations, and evaluation RFPs frequently require their use, many evaluators do not utilise the full potential of the mixed methods approach.
- Shared Measurement: Shared measurement is both the product and process of taking a shared approach to measurement. In terms of the product, shared measurement is any tool that can be used by more than one organisation to measure impact. The process of shared measurement entails understanding a sector's shared outcomes, often mapping out its shared theory of change. It also involves the engagement and collaboration of all stakeholders needed to result in a shared approach and outcomes.
- Collective Impact: Practitioners, funders and policymakers have begun to recognise that solving complex social problems at a large scale can happen more effectively when actors work together, rather than through isolated programmes and interventions. Many organisations in the social sector have embraced the concept of collective impact as a new way to achieve large-scale systems change.
- Developmental/Adaptive Evaluation: Evaluation is about critical thinking; development is about creative
  thinking. Often these two types of thinking are seen to be mutually exclusive, but developmental
  evaluation is about holding them in balance. What developmental evaluation does is combine the rigour
  of evaluation, (being evidence-based and objective), with the role of the organisational development i.e.
  coaching, which is change oriented and relational.

#### Selecting the evaluation type

Selecting the correct evaluation type depends on:

The objectives and priorities of a project

The purpose of the project evaluation

The nature of the project (whether it is process-oriented or outcome-oriented)

The time frame for conducting the evaluation (i.e., during or after the project)

How, and by whom, the results will be used

The time frame and budget for completing the evaluation

## Impact Assessment / Evaluation

#### What it is

The word "impact" is everywhere these days, but not everyone uses or understands it in the same way. Why does this matter? A clear definition of impact is necessary to develop an effective and rewarding social investment strategy, since impact definitions drive decisions and ultimately move money. Differing assumptions about the definition of impact can also create communication difficulties between social investors, intermediaries and beneficiaries.

Impacts and impact evaluation/assessments are sometimes defined in different ways. Nevertheless, an essential aspect of impact evaluation concerns attribution, the linking of documentable impacts in a cause-and-effect manner. Simply knowing that impacts have come about because of an intervention, however, is insufficient. To be able to apply the findings from an impact evaluation in other settings and/or to other groups of beneficiaries, one needs to know why and how the given results came about, as well as the characteristics of those who did (or did not) benefit. This is where meaningful monitoring and evaluation can be helpful.

The OECD Development Assistance Committee (DAC), one of the most influential bodies concerning development evaluation, has identified five basic evaluation criteria for

impact assessments: Relevance, effectiveness, efficiency, impact and sustainability. Note that evaluation of impact represents just one of these criteria. It is rarely possible to conduct an impact evaluation focused specifically on attribution without also having undertaken other forms of evaluation to better understand what has taken place. There is little point in documenting that an intervention is making an impact if it is no longer relevant or if there may be more effective or less costly ways of addressing the basic need, or if the intervention and/or its results are not likely to continue or be sustainable.

Looking across the various applications of the word impact, one sees the words "effect," "change," "differences," and "results." These words reflect the fact that for most people, impact implies a change brought about by some sort of action. Moreover, the effect of change is generally presumed to be positive.

It is therefore important to clarify some of the vocabulary around impact. Many discussions of impact explicitly or implicitly refer to what evaluation professionals call the impact, value, or results chain, representing actions and resources along with their expected effects. Those effects are described as outcomes, which lead to impacts.



#### Why it is important

There is no one "right" or common definition of impact for every person in every situation. Good definitions are inclusive, but above all they are useful in clarifying a path to action. In that spirit, there are three questions for the social impact-focused investor to ask throughout their social/community engagement, investment and development processes and strategies:

# What difference do I want to make?

By asking this question, an investor can take the first step towards defining their own desired impact clearly, openly, and deliberately.

# Is the difference meaningful to the people I hope to serve?

In other words, does my definition of impact align with others, particularly those I hope to help? Personal engagement with beneficiaries is valuable for many reasons, including the opportunity to hear on-theground perspectives on impact. For many investors, the bulk of their investments/grantmaking spend flow through intermediary organisations. Broadly speaking, these organisations can incorporate beneficiary perspectives via: (1) a specific focus on women and girls, (2) representation from beneficiary groups in their leadership structures, and (3) impact assessments that evaluate impact on women and girls specifically, ideally using an approach that allows for participation from the populations served. This list is by no means exhaustive but may provide a starting point for the investor looking to bring a bottom-up approach to their impact definitions.

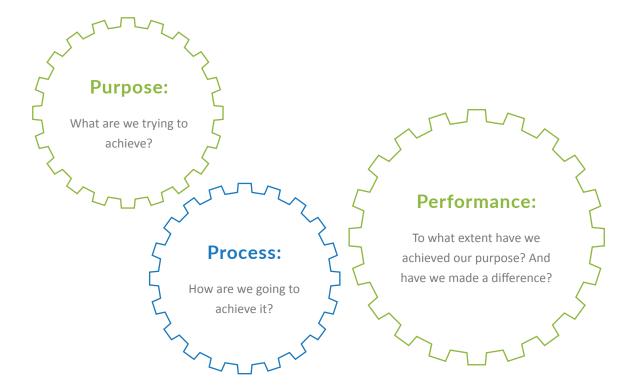
# How will I know if I have made a difference?

With this question, an investor can make deliberate decisions to guide their measurement approach in a way that reflects their desired impact: Is attribution important? Are effects on women and girls addressed specifically, with enough flexibility to capture positive, negative, or neutral impacts? What is the expected timeframe?

If a social investor or funder aims to achieve impact, impact measurement should be an integrated, interdependent part of strategy and day-to-day operations. This can be thought of as a three-step process:

- **Clarifying purpose:** Identifying the impact goal(s) of the organisation
- Determining and articulating impact processes: Understanding how the impact can be achieved
- Measuring performance: Knowing if, under what circumstances and to what extent change/impact has occurred.

The diagram following describes the three Ps to achieving impact:



The 'three Ps' components (purpose, process, performance) are interdependent. Without purpose, it will not be clear what should be measured. Without understanding how purpose is going to be achieved, it will not be possible to understand whether and why change might have occurred. And without measuring performance, it is not possible to understand whether purpose has been achieved or if processes need to be amended, replicated or discarded.









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