



# Monitoring <sup>AND</sup> Evaluation Policy

ONDO STATE GOVERNMENT OF NIGERIA





# Ondo State Monitoring and Evaluation Policy

**Final: June 2015**

**Ondo State Government  
NIGERIA**



# Foreword

**S**uccessful implementation of planned actions is at the heart of progress and development. In order to manage for results, there is the need to adequately track the progress that is being made and ensure that plans are delivered closely to what were conceived. It is in this wise that results-based Monitoring and Evaluation has become inevitable in ensuring that organisational effectiveness is achieved through the accomplishment of set goals and objectives.

As a way of promoting clarity of purpose and action, there is the need for all actors involved in the execution of government programmes and projects to have an explicit policy on how they are to operate. This, then, is the essence of this Monitoring and Evaluation Policy document.

This document has six units in all. The six units are the Background to the policy; the M and E Cycle; General Principles and Policy Requirements; Ondo State M and E Policy Requirements; Coordination of Monitoring and Evaluation Activities; and Engagements.

All the topics have been neatly spelt out for easy readability and understanding by all users. I commend the Policy document to all the critical stakeholders of the Ondo State Government, including non-state actors and development partners of the state.

**Pastor Emmanuel Igbasan,**  
Honourable State Commissioner,  
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Akure,  
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October, 2017

## A C K N O W L E D G E M E N T

**T**his document has benefitted from the contributions of several Subject Matter Experts across the Ondo State Public Service, who collaborated with Messrs Ernst and Young, the Consultant to the Project, to prepare this compelling handbook. Your efforts are recognized.

The document is a product of an International Development Assistance provided by the World Bank under the Ondo State Public Sector Governance Reform and Development Project.

The production of the document is a demonstration of the strong commitment of the government of Ondo State to Results-based Monitoring and Evaluation.

The Governor of Ondo State, Arakunrin Oluwarotimi O. Akeredolu, SAN, provided the impetus, drive and approvals which were necessary to bring the M&E reform and document into fruition. We gladly acknowledge his defining role.

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October, 2017

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# Acronyms

APR	Annual Progress Report
AWPB	Annual Work Plan and Budget
BoS	Budget Office of the State
CSOs	Civil Society Organizations
DP	Development Partners
KM	Knowledge Management
KPIs	Key Performance Indicators
LG	Local Government
MEP&B	Ministry of Economic Planning and Budget
MTEF	Medium Term Expenditure Framework
MTSS	Medium Term Sectoral Strategy
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments, and Agencies
NBS	National Bureau of Statistics
NGOs	Non-Governmental Organisations
NPC	National Planning Commission
OAG	Office of the Accountant General
OAuG	Office of the Auditor General
PFM	Public Financial Management
RFP	Request for Proposal
SBS	State Bureau of Statistics
SMART	Specific, Measurable, Achievable, Relevant, Time-bound
SMoF	State Ministry of Finance
SWG	Sector Working Group

## 1

# Background

## 1.1 Rationale

The Ondo State Government is committed to ensuring good governance by way of promoting accountability and transparency in the utilization of public funds and human resources. Further the government recognizes that effective Public Financial Management (PFM) requires that public spending is carefully managed to ensure value for money. Financial monitoring is thus essential to the attainment of PFM objectives in the short, medium and long term. In addition, consistent monitoring and evaluation somewhat provide leverage for an effective public service delivery, strengthen government accountability to its residents, and ensure that policy formulation and decision making are based on evidence. Monitoring and Evaluation (M&E) is the main instrument for assessing the extent to which government has done what it pledged to do within the context of its development plans at the State, sectoral and local government levels. It is needed to inform government at all times on its performance, where it is doing well, where there is a weakness and to suggest what needs to be done to minimize the weaknesses and maximize the strengths.

Even though several Ministries, Departments and Agencies (MDAs) in Ondo State undertake sporadic M&E activities, it is done in an uncoordinated fashion, with the outcome not serving as feedback for noted developmental gaps, programme planning and future policy making. To this end, it is imperative therefore for the State to institute a comprehensive tracking mechanism for all projects and programmes undertaken in the state. The Ondo State Government's quest to establish a new M&E system is not a stand-alone; it largely feeds into the Federal Government's vision to enable a Performance and Accountability System to evolve. This would facilitate development interventions to yield results.

This policy document is therefore developed to be an essential part of efforts by the Ondo State Government to establish an M&E System that will guide its overall activities. It will enable the State to establish and follow a consistent M&E policy that falls in line with the Federal Government's. The State envisions that its M&E procedures will eventually instil the culture of M&E in its public sector.

## 1.2 Legal Framework

The Nigerian National Vision (NV) 20:2020 document calls for legislations that will compel M&E to be integrated into government-wide activities at all levels of governance. Accordingly, the Senate has passed a relevant bill tagged: "A Bill for an Act to Enshrine an Annual State of the Nation Address and Other Matters connected thereto". This has been referred to the House of Representatives for concurrence before being forwarded to the President for assent. The bill indicates that the President shall address the afore-mentioned joint sitting on the State of the Nation. Such annual presentation of the National Performance Report by the President to a joint session of the two chambers of the National Assembly is likely to trigger executive demand for M&E in Nigeria's governance. This demand is expected to trickle down to all ranks of government and thereby engender the beginnings of true accountability in the country's governance.

Other legislations being proposed that will promote the mainstreaming of Monitoring and Evaluation in government at the Federal Government level include: The Nigerian National Development Plan Act. Non-compliance of this Act includes prohibition from access to the Federation Account and other consolidated revenues.

Additionally, an action by the Federal Government that has increased the tempo of the M&E activities across the MDAs in recent time is the Federal Executive Council decision in 2010 to set up a National Monitoring and Evaluation Department in the NPC, which will anchor and co-ordinate the overall M&E processes and activities in the country.

At the State level however, there is currently no legislation that compels the institutionalization of M&E across the MDAs. It is thus considered that legislation needs to be enacted to ensure that MDAs submit the final Scorecards to the Ministry of Economic Planning and Budget by mid-June of every year so as to coincide with the start of the Medium Term Sectoral Strategy (MTSS) and the budgeting process.

This has led the Ondo State Government to develop an M&E policy that can eventually become a legislative document for the State.

## 1.3 Goal

The goal of this Policy document is to serve as a guide to all public servants in the application of M&E to all its projects, programmes and interventions. It should in the long term metamorphosis into a legislative document.

## 1.4 Objectives

The purpose of this policy is to establish common structures and standards that will govern effective Monitoring and Evaluation systems in the State. This will facilitate good governance and accountability system in Ondo State through the strengthening of the operational, coordinated, and cost-effective production and use of objective information on implementation and results of state strategies, policies, programmes and projects as derived from the Development Plan of the State.

This Ondo State M&E policy document shall serve the following specific objectives at all levels of governance:

1. Embed monitoring and evaluation in the management practices of MDAs and LGs



2. Standardise the processes and procedures used to monitor and evaluate policy, planning, budgeting, projects and programmes across government
3. Guide the building of M&E capacities of the State's public servants and political leaders in the MDAs as well as programme managers to improve service delivery by encouraging them to plan in order to achieve objectives
4. Improve decision making at various levels by providing more objective information on achieving goals, improving effectiveness and efficiency of government programmes and spending by learning from what works and what does not work for effective decision making
5. Improve citizen's confidence in the capability of the government by systematically holding MDAs accountable for achieving programme results.

## 1.5 Administration of the Policy

### 1. Update Responsibilities

1.1. All amendments and new items shall be adequately documented and recorded. Furthermore, a physical "hard" copy shall be safely kept with the M&E department of the Ministry of Economic Planning and Budget.

1.2. As new policies are introduced or existing policies/ procedures amended, this document shall be updated. Amendments shall be evidenced by:

- 1.2.1. An additional section(s);
- 1.2.2. Additional parts to an existing section(s); and
- 1.2.3. An amendment to an existing section(s) (or part(s) thereof).

1.3. In the case of new sections (or new parts of existing sections), these shall simply be added to this policy document. However, in the case of amendments, the existing sections shall be replaced. The replaced sections shall be kept in a separate file, in original content order sequence, for Audit Trail purposes. In all cases, the table of contents of this document shall be updated as appropriate, to ensure correct cross referencing.

### 2. Policy Administration Responsibilities

2.1. All amendments to this policy shall require the approval of the Hon. Commissioner for Economic Planning and Budget

### 3. Register of Amendments

3.1. Where amendments are required, the respective MDA shall submit amendments to the Commissioner for Economic Planning and Budget through the appropriate channels for approval.

3.2. The Director of M&E, Ministry of Economic Planning and Budget (MEP&B) shall hold the Master Register of Amendments, as under:

Amendment#	Date		Section	Description	Approved by
	Approval	Effective			

3.3. The Director of M&E at the Ministry of Economic Planning and Budget shall periodically update the Policy with all approved amendments.

#### 4. Update Log

4.1. Changes to the Policy shall be consecutively numbered so that any missing update may be easily detected.

4.2. If a change to the Policy is made, the date of the update shall be recorded next to the update number.

4.3. If an update is missing, the Director of M&E, MEP&B shall be notified immediately.

4.4. The update log of this Policy shall be held by the Director of M&E, MEP&B as per the following format:

Section Updated	Update Number	Update Date	Name

## 1.6 Target Audience and Applicability

This policy is the principal document to guide all the policies of M&E in Ondo State. Its intended primary users include senior government officials such as commissioners and permanent secretaries, managers and staff, development partners, research and other training institutions, Civil Society Organizations (CSOs), and opinion leaders as well as the general populace in Ondo State and indeed Nigeria.

## 1.7 Focus

The emphasis of this policy document is to provide a mutual understanding of the State's M&E system to all stakeholders who could use the M&E outcomes for more informed government policy formulation and decision making. The policy shall also be a useful reference during the implementation of M&E plans, in the conduct of evaluations and the writing of reports as well as communication of M&E results. Development partners for instance can use this document to understand the State's M&E system and assist the local government and agencies to build capacities and develop efficient information and reporting systems. CSOs and opinion leaders could also use the policy to enhance their understanding of the State M&E system and strengthen their advocacy work on transparency, accountability and delivery of public goods and services.

## 1.8 Methodology

The Ondo State M&E Policy was developed based on information gleaned during the diagnostic review of the M&E systems in the State. It borrowed applicable policy statements from the National M&E Policy as the State Policy must reflect the national requirements. Additional policy statements were then added based on industry knowledge and practice, taking into consideration the current and desired future state for Ondo State M&E. The draft policy was shared with key stakeholders for validation during a 2 day working session and updated based on feedback before it was finalized.

## 2

# The M&E Cycle

The basis of every monitoring and evaluation activity is a strategic or development plan. Hence each MDA shall develop a strategic plan as well as medium term plan consistent with the State Development Plan which shall guide their activities in the State.

## 2.1 What is M&E?

Monitoring and evaluation are at the centre of sound governance and arrangements. They are necessary for the achievement of evidence-based policy making, budget decisions, management, and accountability. M&E is a powerful public management tool that can be used to improve the way governments achieve results. Just as governments need financial, human resource, and accountability systems, governments also need good performance feedback systems.

M&E is the continuous monitoring and periodic assessments of the execution of an intervention through projects or programmes. It also involves the processes that transform inputs into outputs and outcomes.

Monitoring and evaluation play complementary roles as shown below:

Monitoring	Evaluation
Clarifies program objectives (	Analyzes why intended results were or were not achieved(
Links activities and their resources to objectives (	Assesses specific causal contributions of activities to results (
Translates objectives into performance indicators and set targets (	Examines implementation process (
Routinely collects data on these indicators, compares actual results with targets (	Explores unintended results (
Reports progress to managers and alerts them to problems(	Provides lessons, highlights significant accomplishment or program potential, and offers recommendations for improvement (

Source: Ten Steps to a Results-Based Monitoring and Evaluation System (The World Bank, 2004)

## 2.2 Coordination of M&E Activities

Coordination of M&E activities shall be undertaken by persons who are charged with the responsibilities of coordination at different levels. The detail policy direction on coordination is presented in section 5.

## 2.3 Key Definitions of M&E Functions

The definitions of key assessment functions in the policy are as follows:

### 1. Monitoring

Monitoring is a continuous process of systematic data collection to inform managers and key stakeholders on progress in relation to planned inputs, activities and results, as well as the use of allocated resources. Monitoring is structured around indicators, which are the measures of performance of the input, activity or results (output or outcome). Indicator targets provide the benchmarks against which progress is monitored.

Monitoring takes places at project, Local Government, Ministry and Sector levels, to enable managers to rapidly identify problems and make necessary corrections to ensure proper implementation. Information from systematic monitoring serves as a critical input to evaluation.

There are three types of monitoring which address different stages in the results chain, namely; 6

1.1. Financial implementation monitoring addresses whether or not budgets have been released and spent in line with allocations;

1.2. Physical implementation monitoring addresses whether activities have taken place in line with targets; and

1.3. Outcome and impact monitoring trace whether or not results are occurring amongst the target population.

### 2. Evaluation

Evaluation is an assessment, as systematic and impartial as possible, of a policy, programme or project and its contribution to global objectives. It focuses on expected and achieved accomplishments, examining the results chain, processes, contextual factors and causality, in order to understand achievements or the lack thereof. It aims at determining the relevance, impact, effectiveness, efficiency and sustainability of the interventions and the contributions of the implementing bodies. An evaluation should provide evidence-based information that is credible, reliable and useful, enabling the timely incorporation of findings, recommendations and lessons into the decision-making processes of the implementing agencies. Evaluation should feed into management and decision making processes, and make an essential contribution to managing for results.

Evaluation includes *ex-ante* evaluations, baselines, mid-term, final, and impact evaluations, as well as other types of evaluations such as value-for-money (VFM) audits. Evaluations can be internal or external (to the organization, programme or project) depending on its objectives.

This Policy does not cover control functions (e.g. procurement oversight), financial audit and inspection, which are to be

addressed under public financial management reforms. However, linkages with these functions are made where relevant.

## 2.4 Purpose of M&E

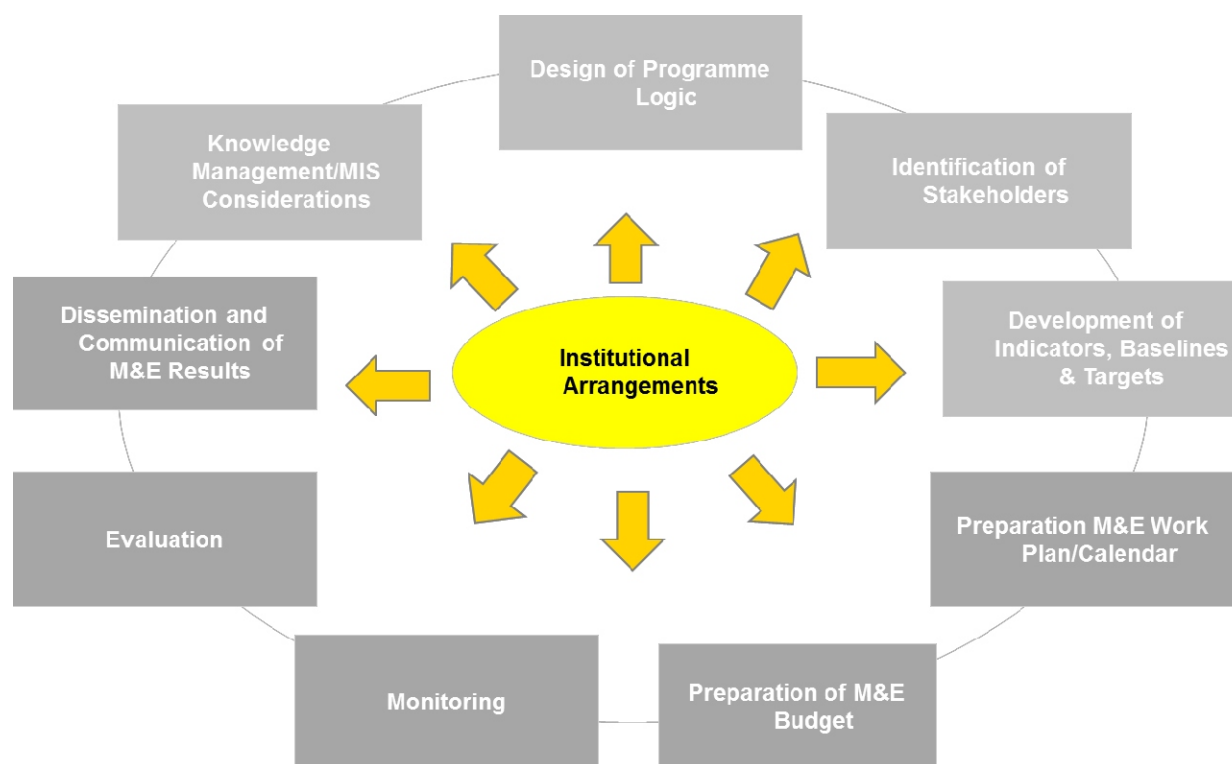
The objectives of M&E are as follows:

- 1.4. Serve as a tool for the management, monitoring and evaluation of activities to determine whether they are achieving intended results
- 1.5. Establish a process to alert the State of any problems in implementation and provide a basis for making any needed adjustments
- 1.6. Gather performance data through M&E in a systematic fashion which ensures data quality
- 1.7. Effectively communicate programme results to key stakeholders for decision making

## 2.5 The Ondo State M&E Elements

The elements within the Ondo State's M&E system follows M&E leading practice as shown in the diagram below.

Figure 1: Ondo State M&E Elements



Section 4 explains each of these concepts and provides the policy requirements for each phase.

## 3

# General Principles and Policy Requirements

## 3.1 Principles Guiding the Development of the M&E Policy

The Ondo State M&E policy in line with the national policy on public sector monitoring and evaluation is built on the guiding principles described below:

- **Managing for results:** Results imply improvements to peoples' lives or welfare, which is the expected outcome of a public policy or programme. Monitoring and evaluation should focus on measuring the results of public policies and programmes for target groups. It should address compliance with norms and procedures, and physical and financial implementation, and generate lessons for improving future performance.
- **Value for money:** Monitoring and evaluation of public sector policies and programmes should seek to determine whether or not the results (outputs and outcomes) are commensurate to the investment in terms of financial, physical and human resources, based on market prices for these inputs.
- **Accountability:** Institutions will be held accountable based on agreed outputs and expectations and assessed through the control, monitoring and evaluation systems.

- **Demand-driven:** M&E should start with a clear identification of users and their information needs at all levels (strategic, management and implementation) using a participatory approach.
- **Responsive supply:** The quality and timeliness of quantitative and qualitative information must respond to the demand. Data producers should ensure that the production cycle is synchronized with the policy and budget cycle and, hence, inform the planning and budget cycle.
- **Ownership:** M&E should be guided by State priorities. M&E activities should be properly planned, coordinated and managed within State systems.
- **Partnership:** Joint evaluations associating MDAs and external evaluators are encouraged to ensure transparency, ownership and implementation of evaluation recommendations, while not compromising the integrity of the evaluations. Joint government-donors assessments will also contribute to minimize duplication and facilitate economies of scale and synergies.
- **Learning:** M&E should be guided by the information needs of the users, including policy makers, implementers and the public. The information generated from M&E products should be timely, accessible and usable to guide policy and programmatic decisions.
- **Ethics and integrity:** To ensure the credibility and usefulness of M&E, impartiality, compliance with international standards in data collection, analysis and reporting and independence of evaluators should be respected. The behaviour of evaluators should conform to the code of conduct when conducting evaluations. Proper oversight of the M&E system should also be enforced.

## 3.2 General M&E Policy Requirements

M&E in the public sector shall be guided by the State Development Plan, and aligned to the National M&E framework. Hence Ondo State M&E policy was developed in line with the State Development Plan and the National Monitoring and Evaluation Policy.

M&E in the public sector shall be simple, but effective and implemented, so that it is understood by everybody, produced in a consistent way to allow for aggregation and benchmarking, and used for decision-making and accountability across the State.

To ensure the efficient allocation of roles, each MDA in the state shall be required to take responsibility for the development, management and oversight of monitoring and evaluation activities within. However, such responsibility shall be subject to supervision of the M&E 9



coordinating department. This will promote adequate coordination of M&E activities across the state MDAs. MDAs are expected to draw up their strategic plans which should be consistent with the State Development Plan. The strategic plan will focus on:

- 1.1. Identification of baseline and benchmarks, goals objectives, outcomes, and strategies;
- 1.2. The strategic plan should cover a period not less than five years forward from fiscal year in which it is submitted, and should be updated and revised at least every three years; and
- 1.3. The functions and activities of the strategic plan should be inherently government functions and should be done only by government functionaries except where the know-how is lacking and may require the technical support of experts outside the MDAs.

The strategic plan should contain:

- 1.3.1. A comprehensive mission statement covering the major functions and operations of the respective MDA;
- 1.3.2. A vision statement indicating the direction in which the MDA intend to move and the major achievements that it aims at;
- 1.3.3. Goals and objectives including outcome-related goals and objectives for the major functions and operations of the MDA;
- 1.3.4. A description of how the goals and objectives are to be achieved, including the description of the operational processes, skills and technology, and the human, capital, information, and other resources required to meet those goals and objectives;
- 1.3.5. A description of how the performance goals included in the strategic plan shall be related to the departmental goals;
- 1.3.6. A description of various levels of accountability i.e. measurable goals;
- 1.3.7. An identification of those key factors external to the MDA and beyond the control that could significantly affect the achievement of the goals and objectives; and
- 1.3.8. A description of the programme evaluation used in establishing or revising goals and objectives with a schedule for future programme evaluation.

To ensure timely, coordinated, quality and representative data production based on performance indicators and sound methodologies, the following shall be required from all MDAs:

- A *monitoring strategy*, based on a matrix of performance indicators, indicating the source, timing, location and method of data collection for each indicator. This strategy shall be planned and budgeted for under the new vote in the budget termed 'Monitoring and Evaluation'.
- A *management information system requirement* to facilitate the capture, processing, analysis and use of monitoring data within each MDA. The MIS requirements shall include needs assessment; technical and functional requirements; software development; training plan and costs; hardware and software costs. These shall be use as basis for setting up the statewide MIS
- *Staffing for monitoring and evaluation* shall be commensurate to the MDA requirements. However all MDAs shall have at



least one staff assigned the responsibilities of M&E.

□ *An annual performance plan* Each MDA would be expected to prepare annual performance plan that will be consistent with its Strategic plan and the priorities agreed at the annual agenda-setting and prioritization exercise of the government. The performance plan would cover each programme activity that is contained in the annual budget of the MDAs. Such an annual plan should:

1. Establish performance targets to define the level of performance to be achieved by a programme activity
2. Express such targets in an objective, quantifiable, and measurable form unless otherwise agreed.
3. Establish performance indicators to be used in measuring or assessing the relevant outputs, service levels, and outcomes of each programme activity
4. Provide the basis for comparing actual programme results with the established performance targets by setting up the baseline and target values to determine actuals.
5. Describe the means to be used to verify and validate measured values.

□ *Programme Performance Report:* The MDAs shall prepare a report on programme performance in the format that will be prescribed by MEP&B, which will be included in the comprehensive state annual monitoring performance report. The programme performance should contain:

1. The performance indicators established in the performance plan, along with the actual programme performance achieved compared with the performance target expressed in the plan for that fiscal year.
2. Review the success of achieving the performance targets of the fiscal year.
3. Explain and describe where a performance target has not been met, why the target was not met, plans and schedules for achieving the established performance target, and if the performance target is impractical or unattainable, why that is the case and what action is recommended.
4. The summary findings of those programme evaluations completed during the fiscal year covered by the report.
5. As the objective of this policy framework is how to effectively monitor government performance at the outcome level of the results-chain annually and evaluate outcome and impact periodically in line with international good practices, common terms used in this section include: output measure, performance target, performance indicator, programme activity, and programme evaluation.

## 4

# Ondo State M&E Policy Requirements

## 4.1 Design of Programme Logic

### 1. Concept

This is a management tool used to improve the design of interventions. It involves identifying strategic elements (inputs, outputs, outcomes, impact) and their causal relationships. It allows a step-by-step conceptualisation of important project elements and facilitates planning, execution and evaluation of a development intervention.

The purpose of the programme logic is to provide Ondo state planners, implementers and decision makers with a road map working backwards from the intended results to determine what needs to be done, and what resources are required to do it.

The programme logic breaks a project down into four separate and distinct levels of objectives.

1.1. Inputs: These are at the lowest level and entails activities to be undertaken that will in turn result in the subsequent level of objectives, namely, outputs. It includes human, financial and material resources as well as time available to conduct a specific planned task or process

1.2. Activities: The things which have to be done by the project to produce the outputs

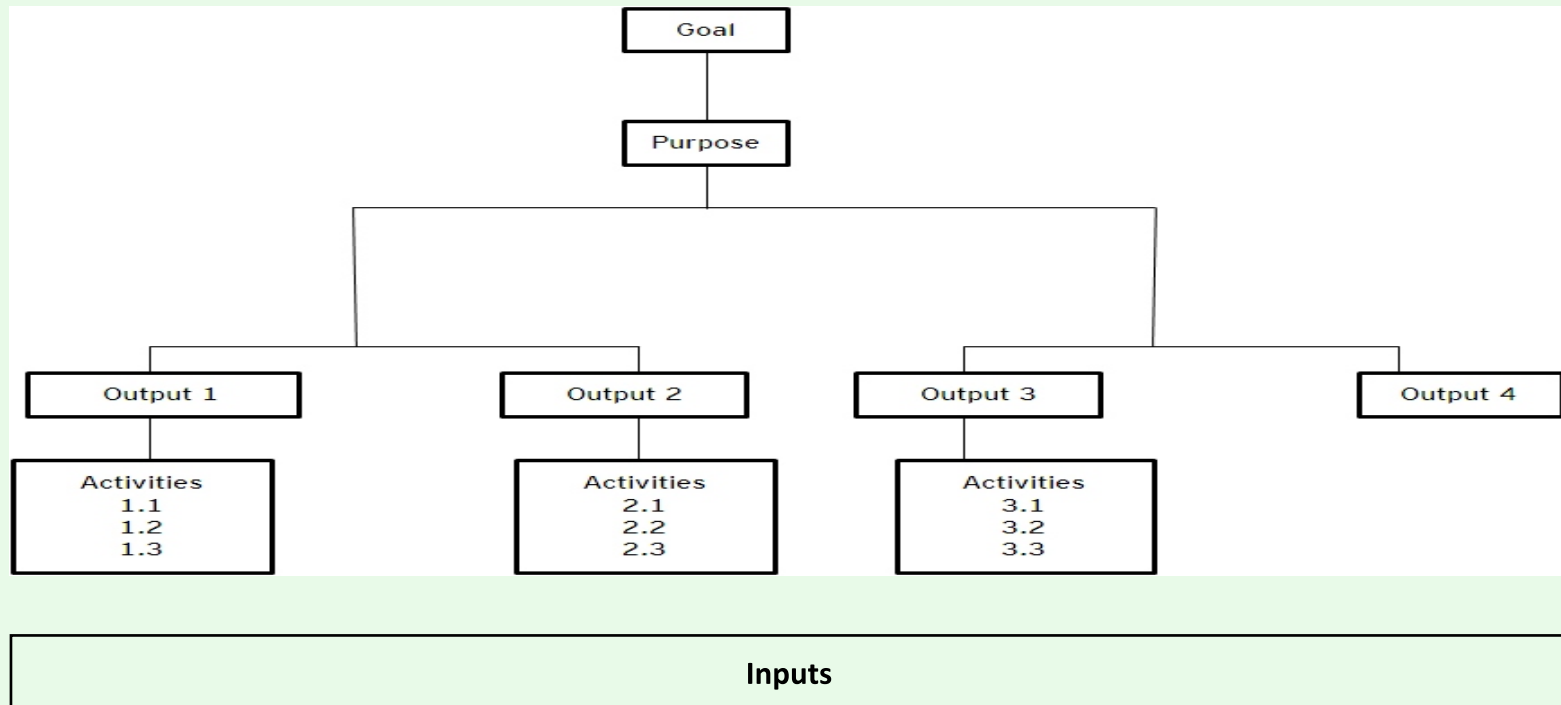
1.3. Outputs: These are a set of interrelated objectives that, combined, are aimed at achieving the project purpose. These are the results that are directly accomplished by management of the inputs and are within the control of the project management

1.4. Purpose (objectives): This is what is expected from having achieved outlined outputs. It is the new situation which the project is aiming to bring about

1.5. Goal: The overall aim to which the project is expected to contribute

The diagrams below depicts the above-described arrangements

Figure 2: Programme Logic



## 2. Policy Requirements

2.1. Every state programme/project/intervention shall have a clearly defined programme logic that shows the activities that will be undertaken to achieve the expected outputs, purpose and goals.

2.2. All MDAs shall draw up their medium term and strategic plans which shall be consistent with the State Development Plan and focus on the identification of baseline and benchmarks.

## 4.3 Development of Indicators, Baseline & Targets

### 1. Concept

Indicator development is a core activity in building an M&E system. Indicators are needed to monitor progress with respect to inputs, activities, outputs, purpose and goal. It determines all subsequent data collection, analysis and findings.

### 2. Timing for Baseline Data Collection

Baseline data shall be collected for all defined indicators prior to actual implementation programmes and projects. The timing for the data collection is important if it will serve the purpose.

### 3. Data Collection Tools/Instruments

There are a wide range of tools or instruments that can be used in collecting M&E data in Ondo State. Typically more than one way of collecting data shall be used. The choice of which data collection tool/instrument is appropriate for any given context will depend on a range of considerations. These include the uses for which M&E is intended, the main stakeholders who have an interest in the M&E findings, the speed with which the information is needed and the cost.

### 4. Data Quality Assessments and Reviews

Each MDA tasked with data collection responsibilities shall conduct internal data quality reviews to regularly assess the quality of performance indicators by selecting MDAs and localities whose data are found to be inconsistent, and visiting them periodically to ensure the veracity of the data provided. For instance before the MDAs submit data collected on various projects to the MEP&B for collation, they must ensure that the data is reviewed for consistency. Where inconsistencies are detected the head of M&E must reach out and address the inconsistencies.

The data quality assessments should be done according to the following dimensions:

**Reliability:** The data collected on any indicator should be the same regardless of who is collecting them and when or how often they are collected.

**Accuracy (validity):** The accuracy dimension refers to how well information collected reflects the reality it was designated to measure. It should reflect exactly what pertains with the IA.

**Completeness:** Completeness of the data means that the information collected on indicators from which analysis and judgements will be derived should be appropriately inclusive.

**Integrity:** Integrity refers to when the data generated on indicators is protected from deliberate bias and/or manipulation for any political or personal reasons.

**Timeliness:** Refers to the frequency and currency of the data being collected. Are data collected and reported as regularly as relevant? Is reported data the most recent? Is the date of data collection/reporting clearly identified? In order to ensure that the timeliness of the data is not compromised, the M&E team must make it a point to adhere to the frequency of data collection for each indicator in the indicator database.

### 5. Target Development

Performance targets shall be developed for all the indicators once baseline data have been collected. The targets should be optimistic but realistic because setting a target too high without allowance for human error, demoralizes and makes

targets appear unattainable. In setting the targets for the indicators, the MDAs as well as key stakeholders must be consulted so that key operatives take ownership of the process.

In view of the above, target setting meeting involving key stakeholders shall be conducted to identify potential performance targets. Target would be set for all the levels of indicators. The following principles shall be applied when setting the targets:

- 5.1. Consideration of past trend of the given indicator
- 5.2. Targets based on baseline data
- 5.3. Consideration of parallel experience from other countries
- 5.4. Disaggregated indicators should have disaggregated targets
- 5.5. Consideration of external conditions which may affect indicator values over time
- 5.6. Same unit of measure for baselines and targets
- 5.7. Considerations of resource requirements

## 6. Policy Requirements

6.1. Performance indicators for inputs and outputs that are specific, measurable, achievable, relevant and time-bound (SMART) should be sought.

6.2. Medium-term and annual targets for performance indicators that are demonstrably based on available resources should be set.

6.3. Baseline data shall be collected on all indicators agreed

6.4. Realistic performance targets shall be set for all the agreed indicators

## 4.4 Development of M&E Work Plan/Calendar

### 1. Concept

This is a budgeted action plan to guide the implementation of an M&E. It comprises all the activities envisaged for the life cycle of an intervention. It shows processes, activities, responsibilities, timelines, and resources assigned to an intervention. Some of the key M&E activities to be considered during the development of the plan include:

- 1.1. Implementation monitoring involving inspection and site visits
- 1.2. Data collection (preparation of data collection instruments and conduct of surveys)
- 1.3. Data processing including data validation and analysis
- 1.4. Evaluations
- 1.5. Participatory M&E: to conduct focus group discussions
- 1.6. M&E meetings
- 1.7. Preparation of M&E reports

### 2. Policy Requirements

2.1. Each MDA shall prepare an M&E workplan/calendar for all its projects and interventions before the beginning of the calendar year.

2.2. The M&E department of the MEP&B shall collate the M&E workplans of all the MDAs and develop a consolidated M&E calendar for the State by the end of the first month of the calendar year

2.3. The MEP&B shall disseminate the consolidated M&E workplan to the MDAs and other key stakeholders

## 4.5 Preparation of M&E Budget

### 1. Concept

The M&E budget refers to the cost estimates for creating the necessary conditions and implementing the activities required for a functional M&E system. Generally, budgeting involves a projection of costs of items, personnel and activities for the planned covering a specific period. Through budgeting, planned activities are translated into actions to produce the desired outputs. Thus, the M&E Work plan and the M&E budget are complementary and mutually reinforcing.

The budget component of an M&E Plan is a key requirement for effective M&E system. International leading practice requires that 2-5% of the total budget of a proposed project or plan should be reserved for M&E activities.

### 2. Policy Requirements

2.1. Budgeting for monitoring at public investment Project level shall be a minimum percentage of the Project budget to be agreed by the budget office when reviewing and approving each Project budget. The budget shall be used for costs of generating and updating data collection protocols; transport and operational costs of data collection and validating and reporting monitoring data.

2.2. Budgeting for monitoring at Ministry and Local Government (vote) levels shall be at a minimum percentage of the recurrent non-wage budget for Sector votes, agreed upon each year during the State Budget process. This budget shall be provided for as a ceiling under Monitoring and Evaluation fund in the Chart of Accounts. The budget shall be used for: costs of generating and updating data collection protocols for non-project activities; operational costs of data collection; running costs of management information system (MIS); validating and reporting monitoring data. Set-up costs for the sector-wide MIS (incorporating all relevant MDAs and LG components) shall be financed by the relevant Vote development budgets. The central M&E coordinating department shall track the use of these funds.

2.3. Budgeting for monitoring at central level shall be at a minimum percentage, of the M&E operational budget, derived from the Monitoring and Evaluation budget of the Ministry of Economic Planning and Budget. The budget for monitoring at central level shall include collating and validating monitoring data from Ministries; analyzing and producing bi-annual performance reports and financing annual sector reviews.

2.4. The Ministry of Economic and Planning and Budget shall ensure that adequate finances are allocated to each MDA to conduct statistics, monitoring and evaluation in line with the requirements stipulated in this Policy. These finances shall be allocated under the newly created Vote entitled "Monitoring and Evaluation" in the Chart of Accounts.



## 4.6 Monitoring

### 1. Concept

Generally, monitoring is the tracking of the activities, execution and results of the State's interventions on a continuous basis. Monitoring activities focuses on the day to day activities of the intervention and monitors the operational and management activities of the State at all levels. Monitoring execution focuses on monitoring program management aspects of the implementation: who does what, when and how, competence of the staff undertaking the work, staffing issues, the timeliness of the completion of activities, the relationship with other stakeholders, and management of resources. Monitoring results are used to track the results of the programme and involves the analyses of monitoring reports, and data collection on result indicators from key implementing agencies.

Monitoring provides government officials, development managers and CSOs with better justification for allocating resources, improving service delivery and demonstrating results as part of accountability to stakeholders. Monitoring therefore supports management decisions by providing data for regular comparison of actual performance of policy, programme and project with their original design and intentions. In addition, monitoring:

- 1.1. Enables managers and staff to identify and reinforce initial positive results, strengths and successes
- 1.2. Provides managers with the opportunity to make timely adjustments and corrective actions to improve the project and programme design, work plan and implementation strategies
- 1.3. Checks on conditions or situations of a target group and changes brought about by project activities as well as the continued relevance of the project.

### 2. Steps to Monitoring

2.1. For implementation (inputs, activities, outputs) monitoring, a unique set of indicators collected through administrative data (not field visits) should be monitored at the State level and reported in a timely manner. Field visits may be undertaken by the MEP&B for validation purpose.

2.2. For results (outcome) monitoring, the set of indicators should be aligned to measure progress towards targets reflecting State priorities.

2.3. An early warning system should be established and identified gaps should be rapidly investigated further through field visits.

2.4. An incentive system needs to be designed to enhance comprehensive and timely reporting

2.5. At an appropriate time, there is need to articulate and integrate an M&E Information systems and development of Knowledge Management systems gradually and progressively.

### 3. Data Collection

Data collection is the systematic process of obtaining useful information on policy, programme or project. Data collection is an integral part of M&E. Different tools can be used for different purposes to address specific questions, to obtain data on

certain indicators and to include particular stakeholder groups. Collecting data on the indicators provides an empirical rather than an anecdotal evidence of progress or lack of progress.

#### **4. Reporting**

Reporting is the act of putting all views and information captured during the monitoring and data collection period together. It involves the transformation from data to information with explanations, lessons and recommendations. The primary purpose of reporting is to ensure that all stakeholders are formally informed with the status of implementation of an intervention to take the necessary decisions or actions.

#### **5. Policy Requirements**

5.1. Monitoring shall be undertaken jointly and/or collaboratively with other development partners and key stakeholders using processes that are sufficiently robust to manage any potential bias or conflict of interest

5.2. The approach to monitoring shall include site visits, physical inspection and verification exercises, more importantly, the MDA concerned shall analyse findings against a predetermined goal and objectives to learn what works and what does not.

5.3. Monitoring shall be done only on agreed indicators and at agreed times. This is to avoid the collection of too much information, which often comes at a high cost and provides limited use for accountability and decision making

5.4. Monitoring shall be properly coordinated at the MDAs level to avoid duplication of effort and report. An annual call circular shall be issued to MDAs for submission of data and information on the indicators

5.5. Monitoring information shall be stored in a single registry and management information system that is consistent across the MDAs

5.6. Selected staff and personnel shall be adequately trained to ensure consistency in data collected across MDAs

5.7. Data collection shall address any ethical concerns and follow consistent guidelines across MDAs

5.8. All essential data shall be collected in a uniform template. Prior agreement of this template by all stakeholders shall be sought; and shall satisfy the quality standard of the State Bureau of Statistics (SBS), especially regarding relevance, accuracy, timeliness, and interpretability

5.9. All institutions in the M&E system are expected to have summarised information on their KPIs, already developed and subject to further refinement, to use for progress report.

5.10. Individual MDAs shall administratively source their data. However, additional or other quantitative and qualitative data concerning KPIs shall be collected using the templates developed by the State Bureau of Statistics (SBS)

5.11. For external perspectives on how the State is performing compared to its peers, state sources of data may be complemented with national and international sources, including international organisations include the World Bank, IMF, World Economic Forum, Governance Matters, and Transparency International, for some particular indicators

5.12. Data quality reviews shall be undertaken to verify the quality and consistency of performance data over time, across the MDAs, by analysing the accuracy, reliability, timeliness and the objectivity of the data

5.13. A statutory body at the State level shall be responsible for preparing State Performance Report with inputs from the



local governments. The Key Performance Indicators (KPIs) tracked at the MDAs will be linked to the KPIs tracked at the State level, which in turn will be linked to state strategic outcomes

5.14. MDAs shall prepare a report in the prescribed format, which should be consistent. This shall feed into the comprehensive state annual monitoring performance report

5.15. All targeted institutions shall provide a response to the recommendation(s) within a stipulated timeframe

5.16. All institutions shall be required to maintain a Recommendations Implementation Tracking Plan which will keep track of recommendations, agreed follow-up actions and the status of these actions.

## 4.7 Evaluation

### 1. Concept

Evaluation is a systematic and objective periodic assessment of an on-going or completed intervention. The assessment may cover design, implementation and results separately or collectively. It seeks to provide credible and evidence-based information, making it possible to integrate lessons identified from experience into decision-making process. Evaluation may assess all or some of the following: relevance, efficiency, effectiveness, impact, and sustainability. An important outcome of evaluation is a set of recommendations to address issues relating to the plan and implementation as well as lessons learnt to guide future policy making, planning and budgeting.

### 2. Importance of Evaluation

Some of the potential benefits, which can be obtained from evaluations include:

- 2.1. Learning and feedback into policy and implementation;
- 2.2. Ensuring policy and management decisions are based on evidence;
- 2.3. Better understanding of which programmes are cost-effective;
- 2.4. Supporting substantive accountability to government and other stakeholders;
- 2.5. Provide information for prompt corrective action for improvement;
- 2.6. Shared learning from experience of what works and does not work;
- 2.7. Provide information for replication of intervention where necessary;
- 2.8. Saving cost and ensuring value for money; and
- 2.9. Improving understanding and so being better able to overcome institutional bottlenecks to improved impact (adapting policies and programmes).

### 3. Purpose of Evaluation

Evaluation asks questions against pre-determined strategic goals and objectives relating to a policy, plan or programme. It seeks to determine whether the plans are achieving their intended impacts, and to assess the causal links between activities carried out under the interventions and observed results. However, if interventions are not clear, then it is difficult to evaluate. The three primary purposes of evaluation are:

3.1. Improving performance (evaluation for learning): this aims to provide feedback to programme managers. Questions could be: was this the right intervention for the stated objective (relevance, fit for purpose), was it the right mix of inputs, outputs, and was it the most efficient and effective way to achieve the objective?

3.2. Evaluation for improving accountability: where is public spending going? Is this spending making a difference? Is it providing value for money?

3.3. Decision-making: policy-makers, planners and Finance ministry need to be able to judge the merit or worth of an intervention. Is the intervention (be it a policy, plan, programme, or project) successful - is it meeting its goals and objectives? Is it impacting on the lives of the intended beneficiaries? Is the intervention impacting differentially on different sectors of the population? Are there unintended consequences? Is it worth scaling-up or replicating?

#### **4. Planning for Evaluation**

The following are important issues that shall be addressed when planning for an evaluation.

4.1. The Unit of Analysis or Object of Evaluation: The unit of analysis that can be evaluated range from policies, plans, programmes, projects, to organisations or institutions. However, the main focus of evaluation in this policy framework shall be policies, plans, programmes and projects, which will be periodic and guided by appropriate legislation or executive decision.

4.2. Primary Intended Users: In utilisation-focused evaluation, the focus is on the primary intended user, and working with them to learn and take forward the results of the evaluation. In this framework, the users will mostly be policy and decision- makers in the executive and legislative arms of the government. They need to understand the outcomes and impact of interventions and reasons why. All evaluation activities should state clearly the intended users and the purpose of the evaluation.

4.3. Approach and Methodology: A range of methodologies may be appropriate, and the methodology must serve the purpose of the evaluation. A wide range of research techniques and data sources can be used, depending on the evaluation object and the evaluation questions at hand. However, evaluations must be systematic, structured and objective and must use defensible techniques for data collection and reliable data sources. They must also be available for use by policy-makers and not kept secret because the findings are uncomfortable. Typical evaluative questions should include:

4.3.1. Do policies or programmes have clear objectives and theory of change? (Usually referred to as a design evaluation question).

4.3.2. Are the steps involved in delivering a service efficient? (Often referred to as an implementation evaluation question).

4.3.3. How have beneficiaries' lives changed as a result of a programme or policy? (Impact evaluation question).

4.3.4. Is this programme providing value for money? (Cost-effectiveness question)

The type of evaluation to be conducted will determine the type of questions to be asked. Furthermore, the OECD/ DAC Evaluation Committee internationally agreed criteria will apply in the conduct of evaluation in Nigeria as will be applicable

to the State. The criteria are:

- **Relevance:** to what extent are the policies, programmes or projects' objectives pertinent in relation to the evolving needs and priorities of government?
- **Efficiency:** how economically have the various resource inputs been converted into tangible goods and services (outputs) and results?
- **Effectiveness:** to what extent have the outcomes been achieved and have the outputs of the policy, programme or project contributed to achieving its intended outcomes?
- **Impact:** this examines the positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended on the broader socio-economic, environmental and other development indicators.
- **Sustainability:** to what extent can the positive changes be expected to last after the programme has been terminated?

## 5. Features of Good Evaluations

The results of evaluations must be used to make the system work:

5.1. Evaluations must be relevant and timely for decisions. Evaluation becomes salient by seeking answers to questions of importance in programmes and policies in time for decision processes.

5.2. Evaluations must be legitimate by being unbiased, inclusive and participatory. Strengthening legitimacy can be attained through the involvement of the stakeholders who should use the evaluation results. Using peer review and synthesis of existing knowledge can help to assure users of evaluation that the analysis is unbiased.

5.3. Evaluations must be credible when they pass the tests of research validation appropriate to the situation. There are varying degrees of validation that can be conducted on an evaluation. To a large extent the tests conducted depend on the questions and the required timelines for answers. In some instances like design evaluation, interviews alone are sufficient. For impact evaluation a range of statistical validation approaches may be required.

## 6. Pre-design and Design

This phase is very important to ensure that the evaluation is properly understood by the evaluation client, evaluator and the evaluation object (e.g. a programme), that it is properly focused, appropriately designed and undertaken, and will deliver credible, reliable, valid information in a way which promotes learning. At this stage, a concept note must be developed to seek clarification on various issues. Only when the key issues like purpose of evaluation, use of evaluation, scope of evaluation, unit of analysis and resource availability are agreed by the evaluation client should the evaluation move to the preparation stage.

## 7. Preparation/ Terms of Reference

Preparation for any evaluation requires investment in time and thought. The organisation needs to decide precisely why and when to conduct an evaluation. This needs to begin early in the programming cycle, especially for new programmes. In many cases a literature review or research synthesis exercise should be undertaken to identify what research exists and to

define the key questions to address. The evaluation manager must determine and clarify the object of the evaluation, draft the terms of reference and decide whether to undertake the evaluation internally or externally. They will need to go through an appropriate process to select an evaluation team and team leader. In addition, more often than not evaluation of results requires the involvement of other partners or stakeholders beyond the line function that manages the programme. It is therefore advisable that key partners are involved in each step of the evaluation process. At the minimum, it is expected that terms of reference for all evaluations shall contain the objectives, scope, products/deliverables, methodology or evaluation approach, evaluation team and implementation arrangements. The terms of reference should retain enough flexibility for the evaluation team to determine the best approach to collecting and analysing data. Since the terms of reference involve strategic choices about what to focus on, they should be reviewed by key stakeholders.

### **8. Follow-up on Implementation of Evaluation Findings and Recommendations**

Evaluations are a positive tool for the improvement of institutional performance, policies, programmes and projects. Following up on evaluation findings and recommendations is therefore a crucial stage in the evaluation process, and the focus of the evaluation process must be on promoting utilisation. Following the production of the report and the management response, the leadership of the relevant MDAs must:

8.1. Prepare an improvement plan in response to the evaluation following a standard format. This improvement plan must be lodged with the MBE&P

8.2. Undertake the necessary actions (such as changes in state policy process, planning process or programme review, amendments to implementation strategies, changes in the budgeting process etc) to improve the functioning of an institution or the delivery of a programme or project.

8.3. Monitor implementation of the improvement plan and report to MBEP & SD on a quarterly basis on progress on implementing the plan.

8.4. The MEP&B should report to the Governor at the State Executive Council and House of Assembly Committees on Planning on the progress with evaluations in the Development Plan and MDAs performance, including follow-up.

8.5. Ministry of Finance, Budget Office and the State Assembly Committees on Planning will utilise the findings and recommendations of the evaluation report as a source of evidence to support the planning and budget process.

### **9. Evaluation Plan and Strategies in Government**

As it has been noted earlier, evaluation of government programmes and projects hardly take place. Therefore, a deliberate effort must be made to ensure that evaluation takes place in government gradually and progressively. The MEP&B as the coordinating agency for M&E activities in the State should:

9.1. Develop a three year rolling evaluation and annual evaluation work plan that will be approved by relevant authorities, including large, strategic and innovative programmes, projects and policies suggested by MDAs;

9.2. Develop evaluation guidelines, including a description of the various categories of evaluation to be conducted (ex-ante, baseline, mid-term and final, impact evaluations), an outline of methodologies to be used, roles and responsibilities, a

dissemination and follow up strategy, a work plan and a budget, an implementation monitoring system of the evaluation plan;

9.3. Set up a facility to promote excellence in evaluation which would provide guidelines and technical support to MDAs and external evaluators, oversee evaluations' quality, contribute to training, assess and make recommendations on proposed evaluation plans, and set up and facilitate an M&E community of practices; and

9.4. Encourage as much as possible joint evaluations associating MDAs and external evaluators to favour transparency, ownership and implementation of evaluation recommendations while not compromising the integrity of the evaluations. Joint government-donors assessments should be encouraged as it would minimize duplication and facilitate economies of scale and synergies.

## **10. Collaboration among key M&E Stakeholders**

In order to ensure that evaluation takes place regularly in the State, the MEP&B shall work in collaboration with the following other key M&E stakeholders:

10.1. Ministry of Finance/ Accountant General's Office for processing of fund;

10.2. Auditor General's Office for post implementation audit of programmes/projects;

10.3. House of Assembly for oversight function;

10.4. Office of Establishment and training for training and capacity building;

10.5. Price and Project Monitoring Unit;

10.6. Ministry of Local Government & Chieftaincy Affairs for coordinating LGAs programmes/projects.

The framework will recommend a joint monitoring exercise either bi-annually or quarterly by representatives of the above stakeholders to make it more credible.

## **11. Development of Evaluation Capacity**

There is limited evaluation capacity in government and externally. In order to address this:

11.1. Sufficient evaluation skills and knowledge shall be built to provide technical support, coaching, and on-site training to MDAs on various aspects of evaluation;

11.2. Where necessary, evaluations shall be outsourced to external evaluators;

11.3. A community of practice on evaluation shall be developed by promoting evaluation associations and an M&E Learning Network.

## **12. Policy Requirements**

12.1. Evaluations shall be undertaken jointly and/or collaboratively with other development partners and key stakeholders using processes that are sufficiently robust to manage any potential bias or conflict of interest.

12.2. The regulations and policies governing procurement practices in the State shall be applied.

12.3. Evaluations shall be systematic, structured and objective; as well as use defensible techniques for data collection



and reliable data sources. They must also be available for use by policy-makers

12.4. For major evaluations there shall be an advisory and/or steering group. An advisory group provides technical support, advice and expertise while a steering group manages the evaluation process. It should be chaired by the person responsible for the evaluation team in the commissioning institution and include the evaluation team leader as well as other relevant stakeholders that could be affected by the evaluation results/findings, e.g. relevant MDAs, civil society organisations, donors, as well as international organisations or agencies like the UN

12.5. A peer review process shall be established for external (and some internal) evaluations to ensure they are credible. This could include peer MDAs, as well as a panel of evaluators, and should look at the process as well as the product, and how far the conditions for utilisation have been established. It is recommended that two appropriately qualified people shall be critical reviewers of each evaluation, which shall be budgeted as part of the evaluation budget. They should give feedback in a session with the MDAs. It is also valuable to undertake a validation process where the findings of the draft report are presented to a workshop of stakeholders

12.6. Evaluation costs shall be set at 0.1%-5% of an intervention's budget depending on size (large programmes need proportionally less). This need to be factored into annual budgets.

12.7. Constructive partnership shall be established among stakeholders for the generation of evaluation recommendations and ensuring uptake and ownership

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## 4.8 Dissemination and Communication of M&E Activities and Results

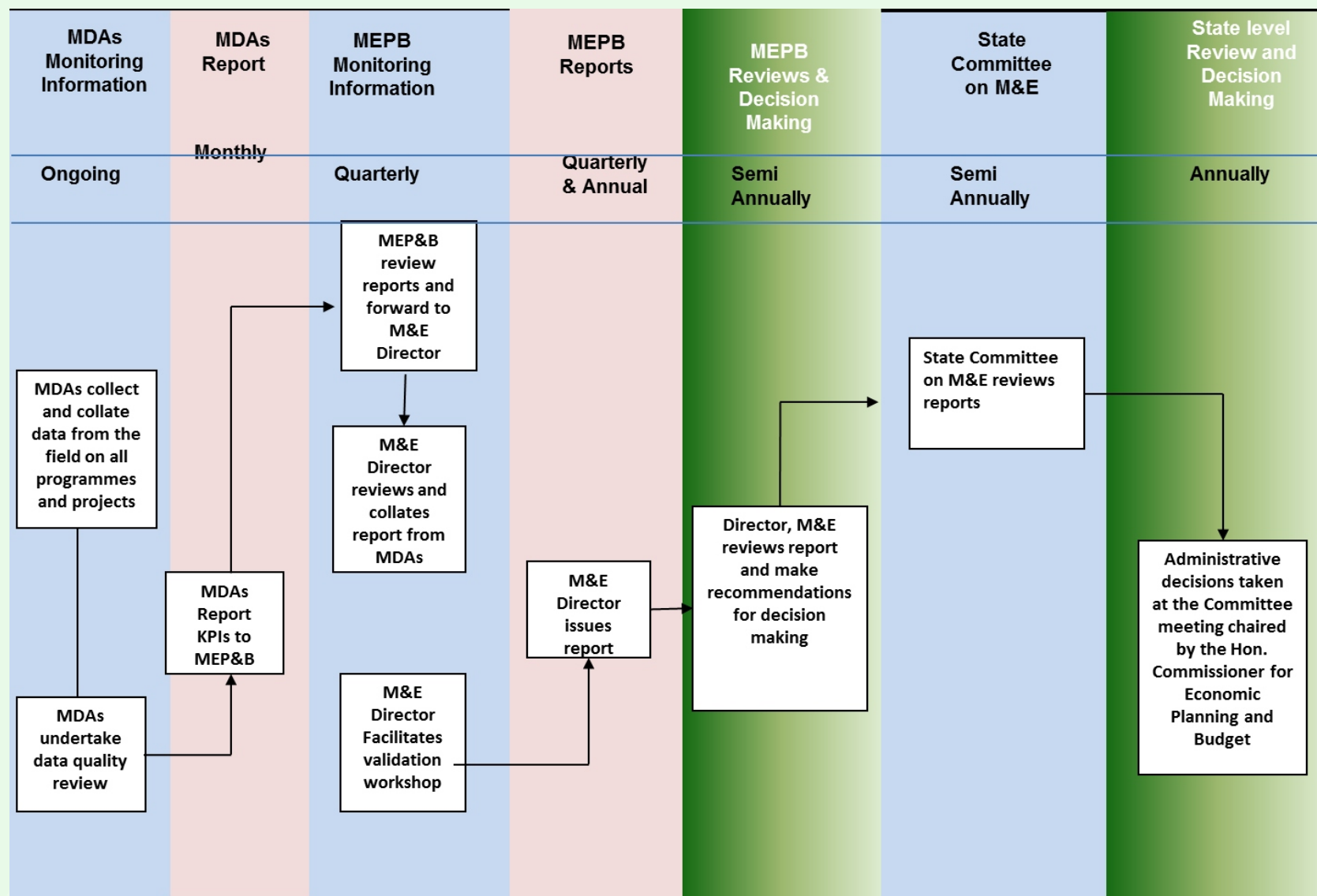
### 1. Concept

The M&E results should be shared with key stakeholders in a timely manner and in the right format. The purposes of this are to ensure accountability and create a feedback mechanism that improves the interventions. Different stakeholders, require different details of information, hence several dissemination workshops may need to be held. Since the evaluation will have different messages for various stakeholders and audiences, it is imperative that these messages are drawn out potentially in a range of documents for different audiences political (short and to the point), different technical audiences, beneficiaries etc. The messages for political principals and the executives should be very concise and highlight key evaluation questions, findings and recommendations.

### 2. Decision Making

Monitoring and evaluation decision making should be done in a structured and systematic manner. Thus decision making shall be undertaken at MDA as well as the state level. The figure below shall guide M&E decision making in the State.

Figure 3: Ondo State M&amp;E Decision making framework



### 3. Policy Requirements

- 3.1. A proportion of the M&E budget should be retained for dissemination and communication
- 3.2. A dissemination strategy that clearly outlines the targeted stakeholders, key messages and dissemination tools shall be developed.
- 3.3. The MEP&B shall be the State Coordinator of M&E activities across the State
- 3.4. MDAs shall coordinate the M&E activities in their respective MDAs by collating reports on all programme, projects and intervention and making same available to the MEP&B
- 3.5. Each MDA shall prepare a communication plan that will guide its communication of M&E results to all relevant stakeholders.
- 3.6. Develop a strategy for the dissemination of evaluation report, including publishing evaluation reports on relevant websites, developing communication materials on evaluation, sharing findings with key stakeholders as well as the media.

## 4.9 Knowledge Management

### 1. Concept

Knowledge Management (KM) is a strategy that supports the M&E, communication and institutional strengthening of the State's M&E system. Specifically, the State's Knowledge Management strategy shall focus on:

- 1.1. Managing both physical and electronic databases of newsletters, policy briefs, articles, surveys, grantee report which entails documentation, of knowledge and learning opportunities
- 1.2. Utilising best practices generated and documented from quarterly and other periodic reports, analysis of monitoring and evaluation reports, donors and DPs' reviews, ensuring that lessons feed into policy formulation and implementation processes
- 1.3. Informing all the M&E actors of each other's lessons to improve on-going activities

### 2. Policy Requirements

- 2.1. Resources, time and budget shall be allocated to knowledge management
- 2.2. All reports prepared from monitoring and evaluation activities shall be stored in a manner that will facilitate easy reference
- 2.3. There shall be a technology enabled facility (MIS) to support storage and retrieval of information



## 5

# Coordination of Monitoring and Evaluation Activities

## 5.1 Introduction

In order for this policy framework to be implemented, the coordinating body (MEP&B) shall establish a Committee for managing process and procedure. This Committee shall be headed by Hon. Commissioner and representatives of MDAs and other key stakeholders to be determined by the MEP&B to improve the State M&E system. The Committee shall be responsible for the coordination of the joint monitoring exercise. The Committee will meet on regular basis to discuss issues emanating from the framework such as state evaluation plan, policy documents, technical guidelines and capacity building.

## 5.2 Levels of Coordination

Coordination of M&E activities in the State shall be undertaken at the levels the State and MDA.

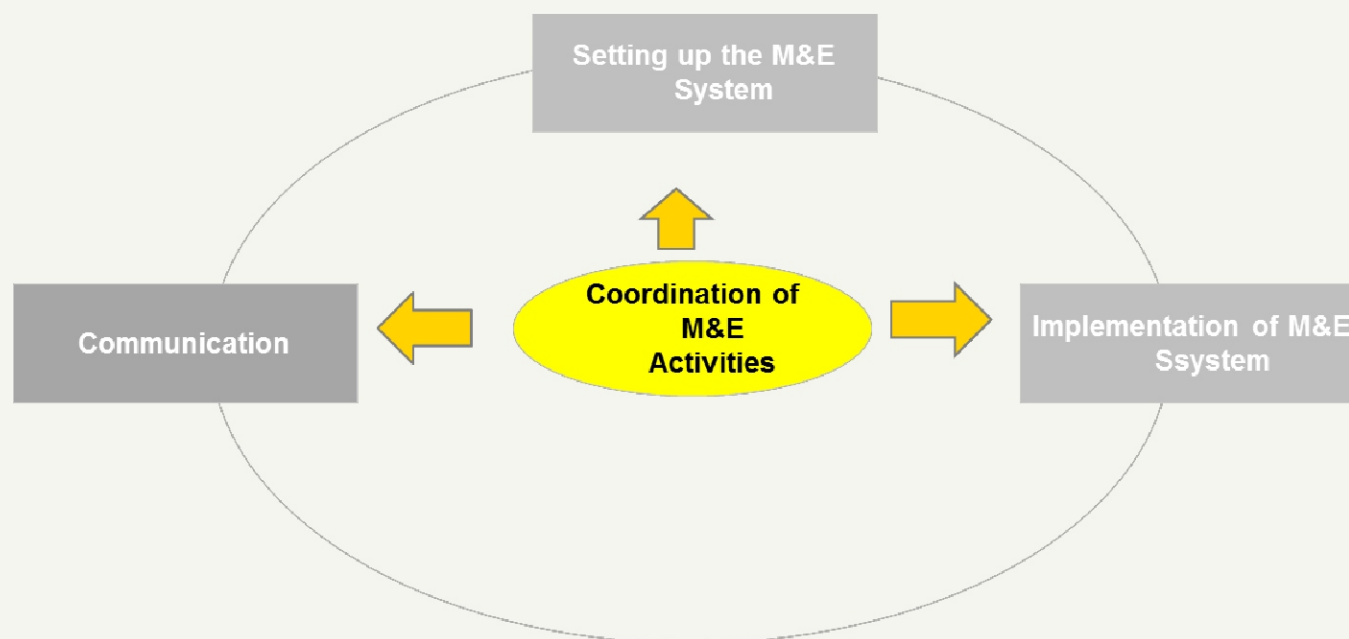
### 1. State Level Coordination

There shall be a state level coordinating body. Such an overarching coordinating body at the State level would create an opportunity for a consistent and better coordination of all M&E activities. Establishing a dedicated M&E department under such organisation would help guide the formulation of the State's development policies, plans and undertake all the State's M&E development efforts. It would also be the repository of all outputs of M&E activities by the MDAs and non-state agencies.

### 2. Ministries, Departments and Agencies Level Coordination

Coordination of monitoring and evaluation activities within the MDAs shall be undertaken by the departments of M&E within the Ministries involved. The role of the coordinating departments is to ensure that programmes and projects at the Ministry are planned and executed based on the plan.

Figure 4: Ondo State M&amp;E Coordination Elements



The sections below provide detail on each of the areas in the figure above

### 1. Setting up the M&E system:

The M&E coordinator shall be involved in setting up the M&E systems. The purpose of this is to ensure that there is adequate level of understanding in relation to the programmes and projects to be coordinated.

### 2. Implementation of the M&E System

The coordination role also involves ensuring that the M&E systems set up during the initial stages is implemented as planned. The programme/project coordinating department shall agree the key performance indicators and the data collection template with the programme/project managers before data collection is undertaken. Details of how to carry out these can be found in the Ondo State M&E systems and Practices document.

### 3. Communication

The M&E coordinator also has a role of communicating M&E results to the appropriate authorities in the appropriate formats. The reporting templates shall therefore be agreed prior to actual report being prepared.

## 6

# Institutional Arrangements

## 6.1 Composition, Roles and Responsibilities of the M&E Institutions

In order for this policy to be implemented, there is a need for well-resourced team at all levels of governance in the State. These State level actors would have to collaborate with others such as CSOs and Development Partners for a successful implementation of M&E. The Ondo State M&E institutional composition reflects those of the Federal Government, as required by the Nigeria National Policy (September, 2013). Hence, the proposed institutional composition, roles and responsibilities with regard to performance monitoring and evaluation are presented below.

### 1. A State Level Coordinating Body

An overarching coordinating body at the State level would create an opportunity for a consistent and better coordination of all M&E activities. Establishing a dedicated M&E department under such organisation would help guide the formulation of the State's development policies, plans and undertake all the State's M&E development efforts. It would also be the repository of all outputs of M&E activities by the MDAs and non-state agencies. The organisation's roles and responsibilities would be as follows:

- 1.1. Prepare a long term vision, and a comprehensive outcome-orientated and integrated medium and long-term development plans for the State
- 1.2. Coordinate and synchronise development planning in the State

- 1.3. Organise continuous dialogue with the Ministry of Finance, Office of the Accountant General, the Local Government, the State Bureau of Statistics, Development Partners as well as the Civil Society on all planning, and M&E objectives.
- 1.4. Promote lesson-learning focused monitoring and evaluation strategy to inform decision-making process across government levels.
- 1.5. Become a centre of excellence for the provision of advice, support, coaching and mentoring in pursuit of capacity building for M&E functions in the MDAs at the State and local government level.
- 1.6. Promote a strategic compact at State level in order to promote joint working and learning on M&E among MDAs with key roles in strengthening the State's M&E system
- 1.7. Involve relevant non-state actors into its networks and communities of practice in order to improve the quality of M&E work and the impact of its programmes
- 1.8. Provide technical support to MDAs in building their M&E capacity by providing M&E tools such as KPIs, guidelines and templates to standardize M&E functions.
- 1.9. Become a central repository for which all M&E outputs such as M&E reports across MDAs will be lodged and stored for ease of access. This will encourage its utilisation by all stakeholders.
- 1.10. Be prepared to follow-up on the implementation of findings and recommendations from M&E reports to ensure that M&E recommendations are feeding into Government decision-making process with documented evidence.
- 1.11. Facilitate the preparation of Annual State Performance Monitoring Report for key priority areas identified by the State Government prior to the start of the budgeting process.
- 1.12. Submit the Annual State Performance Monitoring Report to the office of the Governor and the State Assembly.
- 1.13. Publish an Executive Summary of the Annual State Performance Monitoring Report for the public through appropriate channels
- 1.14. Facilitate the establishment of M&E departments in all MDAs

## 2. Office of the Secretary to the State Government

The Office of the Secretary to State Government would have a mandate to serve as a frontline advisory institution of the State Government. The Office of the Secretary to the Governor of the State has the responsibility to ensure that:

- 2.1. Strategic policy priorities agreed annually at the annual agenda-setting and prioritization exercise are consistent with monitoring and evaluation parameters in this policy framework
- 2.2. That policy proposals put forward by MDAs for the consideration of the State Executive Council have clear M&E plans (with similar requirements for proposals to other constitutional councils that are served by the OSGS)
- 2.3. That approved policies and programmes are monitored and the results and learning feed back to the approving authorities as appropriate

### 3. Office of the Head of Service (HOS)

The Head of Service is the number one public servant in the State and he/she is the representative of public servants at State Executive meetings. The office is saddled with the responsibility of handling the career of all public servants in the state. It shall be responsible for the following functions:

- 3.1. Appoint and transfer staff into various M&E positions
- 3.2. Reward and sanction M&E staff

### 4. The State Assembly

The State Assembly would have broad oversight functions and empowered to establish committees of their members to scrutinize bills, assess the performance of government policies, programmes and projects, and monitor the conduct of government officials. The main responsibilities of the members of the Assembly should include:

- 4.1. Exercising consistent and informed oversight of the bodies accountable to them, using insight gained from M&E systems
- 4.2. Making it a priority to seek evidence –based information from the M&E system and demand for a regular annual monitoring performance reports
- 4.3. Where necessary, the Standing Committees on Planning should cause evaluation to be carried out on government programmes and projects on regular basis for informed debate and decision on planning and budget processes
- 4.4. Initiate legislation that will strengthen M&E systems to improve accountability and learning for improved decision making by the Executive
- 4.5. Compel through a legislative mechanism uptake of M&E findings and recommendations for improved governance

### 5. The State Bureau of Statistics (SBS)

This is another important building block in the M&E system. There is the need for clear guidelines about data collection, validation and processing, and the body assigned with this responsibility is the State Bureau for Statistics (SBS). Hence a corresponding body at the State level would aid coordination, and processing of collected data including data quality assurance, analysis, and any other issues that may arise regarding data gathering and dissemination for onward submission to NBS when necessary. All data that will be used in the M&E system should pass the standard test of SBS.

### 6. Fiduciary Agencies

At the heart of the Fiscal Responsibility Act passed in 2007 is monitoring of budget performance. In this respect, the State Ministry of Finance (SMF), Budget Office, Office of the Accountant-General, and Office of the Auditor-General are very important agencies in the State M&E system. These agencies produce specialized information on budget implementation performance. It is therefore important to identify the role of these agencies in M&E in order to synchronize its reporting mechanism with the statutory State Level Coordinating Body Annual Monitoring Performance Report that will focus mainly on programme and project performance. The very important agencies in the State M&E system include:

- 6.1. The State Ministry of Finance (SMF), Budget Office of the State (BoS) will utilize the findings and recommendations of monitoring and evaluation as a source of evidence to support and improve the budget process.
- 6.2. The SMF, BoS, OAuG, OAG, have to ensure value for money when they allocate budget. Due to this, they need to see that plans and budgets are informed by evidence, including evidence from evaluations.
- 6.3. Additionally, they would have to undertake cost-effectiveness and cost-benefit analysis to ensure interventions are providing value for money.

## **7. Ministries Departments and Agencies (MDAs)**

At the State level, all the MDAs shall be involved in the monitoring of the State government policies, programmes and projects. A coordinating department for monitoring and evaluation functions of the MDAs, Department of M&E shall be the key institutional coordinating department for monitoring and evaluation functions in the MDAs. The key responsibilities of the department include:

- 7.1. Creating the necessary supporting conditions for M&E in the
- 7.2. Preparing M&E plans and ensure that gender equality indicators and other cross cutting issues, such as HIV&AIDS, environment, vulnerability and exclusion are considered in the plans.
- 7.3. Coordinating M&E functions across departments and related agencies which include monitoring of progress such as percentage completion, site visits and analysing performance against pre-determined goals.
- 7.4. Preparing performance improvement plan based on the findings and recommendations of the monitoring report.
- 7.5. Preparing quarterly reports of the performance of the respective MDAs and submitting such reports to the M&E coordinating department of the MEP&B, focusing on pre-determined outcomes.
- 7.6. Before submitting their scorecards, the MDAs are to validate the accuracy of the data by leveraging on the institutions that form the State Statistical System of Ondo State such as the State Bureau of Statistics, etc. as well as civil society.
- 7.7. Commissioners and Accounting Officers are expected to sign the Scorecards before submission to the Minister of Economic Planning and Budget for validity and ownership.

## **8. The Local Government Area (LGA)**

The Local Government shall work directly with the M&E department of the Ministry of Local Government and Chieftaincy (MLG&C). Each LGA shall have the mandate to coordinate all M&E activities in its localities, eg. Wards. It should be able to nominate other sector agency heads, persons from the private sector and the civil society organisations to discuss and appraise projects/programmes in their Wards. The Local Government shall perform the following roles and responsibilities to fulfil its M&E functions:

- 8.1. The development and implementation of the local M&E plan
- 8.2. Convene quarterly performance review meetings with all stakeholders

- 8.3. Undertake periodic project site inspections
- 8.4. Liaise with Wards' representatives and other key stakeholders to agree on goals and targets
- 8.5. Collate feedback from sub-areas for preparation of Annual Progress Report for onward submission to the MLG&C.
- 8.6. Facilitate dissemination and public awareness of the report as well as all other relevant documents in its locality

### **9. The Non-State Actors: CSOs, NGOs, Faith-Based Organisations, Academia, Media and Traditional Authorities etc**

These play significant roles in the production and usage of M&E outcomes. Their participation in M&E activities can add value to the process itself as well as the policy outcomes. This is because they have contacts with locals and thus well situated to express the views and experiences of people whose needs the government aims to address. Additionally, these Non-State Actors have the clout to hold MDAs and other government officials more accountable and responsible for delivering the necessary services. They can expose malpractices, corruption and choices that do not benefit the populace. Specifically, the non-state actors play roles in the M&E set-up such as:

- 9.1. Providing an independent view on policy formulation and implementation of the States' programmes and projects
- 9.2. Serving on various planning groups, especially during the preparation of the Annual Progress Report
- 9.3. Collaborating with MDAs and other officials to undertake policy, programme and project reviews and performance assessments
- 9.4. Undertaking social audits of budget releases as well as funds from Development Partners
- 9.5. Assist the MEP&B, Sectors and Local Governments to disseminate the State APRs

### **10. Development Partners' M&E Roles**

Development Partners (DPs) play an important role in shaping and enhancing M&E at the State, Sector and Local Government levels. Development Partners usually:

- 10.1. Strengthen Sector and Local Government level institutional framework for evidence based policy formulation, planning, monitoring and evaluation
- 10.2. Provide support to enhance capacity building in M&E for the preparation and implementation of the Sector and Local Government M&E Plans and APRs.
- 10.3. Assist government agencies to develop efficient information and reporting systems and reduce the support for separate, additional monitoring and reporting procedures

## **6.2 Implementing the M&E Outline**

There is the need to build the M&E capacities of all the key actors/institutions mentioned for proper functioning and



sustainability of Ondo State's M&E system. The following strategies will help strengthen the institutional arrangements for an effective State M&E system:

- 1.1. Conduct a training needs assessment of said actors and identify suitable training institutions to deliver these needs
- 1.2. Reinforce the institutional arrangements with adequate staff to support and sustain effective M&E at all levels
- 1.3. Coordinate and strengthen the existing mechanisms for measuring the performance of public servants at all levels
- 1.4. Develop an integrated M&E system for the assessment of capacities and management performance of MDAs
- 1.5. Evolve an efficient system for generating reliable and timely data on specific service delivery using the existing M&E structures and staff at all levels
- 1.6. Manage the existing M&E institutional structure to provide an effective feedback mechanism that makes information available to government, private sector and civil society at all times



