



# Ondo State Monitoring and Evaluation Terms of Reference

Ministry of Economic Planning and Budget (MEP&B)



**Ondo State Monitoring and Evaluation  
Terms of Reference for Ministry of Economic Planning  
and Budget (MEP&B)**

**June 2015**

**Ondo State Government  
NIGERIA**

# Foreword

**T**his document sets out the Terms of Reference, ToR, required to guide the coordination of monitoring and evaluation processes across Ministries, Departments and Agencies, MDAs, in Ondo State.

The Term of Reference (ToR) sets out the timings, as well as the roles and responsibilities of the Department of Monitoring and Evaluation of the Ministry of Economic Planning and Budget in the discharge of Monitoring and Evaluation, M & E, functions.

The document is divided into three units with subdivisions. The basic components of the document include the Background to the Document; Coordination of M and E Activities across the State and M & E Institutional Arrangement.

The ToR will ensure adequate coordination of M and E across MDAs, and strengthening of the implementation process of state strategies, policies, programmes, and projects.

I, therefore, recommend it to relevant stakeholders who will be involved in M and E activities of MDAs at the State and Local Government levels.

Pastor Emmanuel Igbasan,  
Honourable State Commissioner,  
Ministry of Economic Planning and Budget,  
Akure,  
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October, 2017

# Acknowledgement

**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

CSOs	Civil Society Organizations
KPLs	Key Performance Indicators
LG	Local Government
M&F	Monitoring and Evaluation
MDAs	Ministries, Departments, and Agencies
MEP&B	Ministry of Economic Planning and Budget
NGOs	Non-Governmental Organisations
NPC	National Planning Commission
PFM	Public Financial Management
RFP	Request for Proposal
SMART	Specific, Measurable, Achievable, Relevant, Time-bound
SWG	Sector Working Group

# 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. For instance, 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.

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.

Having developed the policy and system that will guide the implementation of M&E in Ondo State, it is imperative to draw the Terms of Reference for the coordinating ministry such that the function will be optimally executed to achieve performance accountability in the state.

The Ministry of Economic Planning and Budget has been identified as the coordinating ministry for the State because of its primary function as an agency of Government that facilitates efficient mobilization, planning, allocation and utilization of resources for socio-economic transformation across all the MDAs and local government areas of the State. Thus, to ensure all MDAs activities have a consistent M&E



process, a coordinated approach should be taken in the implementation of the policy and system at the MDAs. The central coordination of M&E activities is vested in the M&E department of the Ministry of Economic Planning and Budget. Terms of Reference in this context are the specific limits of responsibility that determine the activities of the M&E coordinating unit across the Ondo State MDAs.

### **1.2 Scope and Goal of the Terms of Reference (ToR)**

This Terms of Reference for Ministry of Economic Planning and Budget on coordination of Monitoring and Evaluation process across the MDAs in Ondo State will set out timings, as well as roles and responsibilities of the department of M & E of the Ministry of Economic Planning and Budget in the discharge of M&E functions.

The purpose of the ToR is to ensure adequate coordination of the M&E across the Ondo State government MDAs which will in turn aid 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 National Vision 20:2020 strategy.

The goal of this Terms of Reference for the Ministry of Economic Planning and Budget is to guide the ministry in discharging its roles and functions as the coordinating centre for M&E process across the state MDAs and local government areas. It is to serve as a complementing standard operating manual with the M&E policy and system documents for effective running of affairs by the head of the department as well as the departments' personnel.

### **1.3 Objectives of the ToR**

The objectives of developing the Terms of Reference document are to:

1. Ensure that M&E processes and practices are run throughout the Ondo State of MDAs and LGs
2. Articulate the M&E processes and practices in the state by serving as a secretariat
3. Guide in the monitoring of M&E officers across the Ondo State MDAs and LGs and facilitate communication among the officers
4. Ensure adequate budget provision for M&E across MDAs and LGs to safeguard its funding. Likewise, it will enable Ministry of Economic Planning and Budget to supervise adequate utilisation of the allocated fund for the M&E processes
5. Ensure there is a dedicated Ministry that promote integrity and impact of M&E process on all projects and programmes across Ondo State MDAs and Lgs

### **1.4 Scope of Work**

The specific tasks to be undertaken by the coordinating department are as follows:

1. Facilitate development of annual work plans by organizing annual work planning sessions to be attended by the MDAs
2. Develop M&E reporting templates for use by the MDAs
3. Facilitate periodic review of indicators and targets
4. Undertake periodic field visits of specific project site
5. Facilitate preparation of annual progress report for the state
6. Build capacity of M&E staff across the state by facilitating periodic M&E training for the relevant staff
7. Maintain an appropriate database system for storing and retrieving M&E information
8. Liaise with the State Bureau of Statistics to undertake surveys
9. Carry out periodic evaluation or outsource same to external consultants where internal expertise is not available to undertake such activity

## Coordination of M&E Activities Across the State

### 2.1 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.

### 2.2 Levels of Coordination

Coordination of M&E activities in the State shall be undertaken at the levels of 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. All the MDAs will have a reporting line to the state coordinating ministry, MEP&B on any M&E related matters.

### 2.3 Components or Elements of Coordination

Coordination of M&E activities shall involve setting up of the M&E systems, Implementation of the system and

Communication. The set up phase will involve planning and making arrangement for funding whereas the implementation can be broken down into two namely implementing the M&E plan and carrying out follow ups.



### **1. M&E Annual Work Plan and Funding**

Annual work plan will be prepared by the M&E department of the Ministry of Economic Planning and Budget. This involves articulating the yearly plans of activities and programmes from different MDAs taking into considerations their respective project and programmes in line with State developmental plan and vision

The procedures involve:

? Sending call circular to the M&E officers at the MDAs and LGs across the state requesting their respective annual M&E work plan and time table for the year

? Validate the plan with the M&E officers of the MDAs to have a better understanding of the plans and activities involved.

? Prepare a consolidated M&E work plan for the Ondo State globally

? Arrange a forum to discuss the Annual Work Plan and strategies to achieve it

? Seek the honorable commissioners approval and the executive approval

? Circularize the approved work plan to all the key stakeholders

The annual work plans should have SMART objectives:

? S-specific

? M-measurable

? A-accountable

? R-realistic

? T-time related

### **Funding**

An M&E work plan must be supported by adequate funding. The funding for the M&E activities on the project and programmes must be set aside during the budgeting stage of the project or programme. Certain percentage of the fund allocated for the project or programme must be set aside for the M&E activities on the project. These funds are captured in the budget vote and the amount is guided by the total amount

allocated for the project or programme.

The M&E coordinating department in the Ministry of Economic Planning and Budget will develop a work plan and budget, guided by the strategic vision of the Ondo State government.

The work plans and budgets figures / amount are approved by the honorable commissioner for Economic Planning and Budget and the State executive committee on budget and Planning.

### **2. Implementing the Annual Work Plan And Budget**

Once the work plan and the budget has been approved, the M&E department as the coordinating unit must ensure that M&E resources (both technical assistance and financial) are mobilized as planned and that activities are implemented as schedules.

In the course of the M&E implementation, the M&E coordinating department will undertake regular review of the budget and plan. This is to ensure that the M&E process is implemented as planned and to promptly address any changes identified in the course of implementation. Staffing for monitoring will be commensurate to the sector requirements. All sector working groups will establish and maintain a monitoring and evaluation function within the sector to coordinate MDA and local government monitoring as it pertains to sector results, and for upwards reporting to coordinating Ministries.

### **3. Follow - up on M&E Activities**

The M&E plan and work plan should be monitored and reviewed on a regular basis by the M&E coordinating unit at the Ministry of Economic Planning and Budget. This is to ensure that the amount invested in M&E has really benefited the system (projects and programmes). If M&E activities are not implemented and the systems do not function adequately, the credibility of data for performance assessment would be at

risk. Thus the periodic review of the M&E process is paramount to the credibility of its report that will be relied upon by the stakeholders.

#### **4. Communication Management and Reporting**

For effective running and coordination of M&E process in Ondo State, the M&E department in the State Ministry of Economic Planning and Budget will arrange and facilitate meetings with stakeholders on M&E process in the state. The meeting could be Ordinary meeting or Ad Hoc Meetings.

**Ordinary Meetings:** The Director of M&E will call for meetings supported by the Secretariat in line with the programme of work, and following informal consultation with the Stakeholders on the suitability of proposed meeting dates. A number of ordinary meetings will be organized and held at Ministry of Economic Planning and Budget.

**Ad Hoc Meetings:** Meetings on issues requiring the urgent review of the executives will be organized on an ad hoc basis if called for by the head of the department or Secretariat. The quorum of the M&E director for adopting recommendations will be 80% of the M&E officers. Any observer or non M&E related personnel present have no voting power.

The M&E Secretariat in the Ministry of Economic Planning and Budget (MEP&B) will draft the minutes on the proceedings of the meetings. The Director, and other selected members depending on the subject matter, will review these minutes within two weeks of a meeting. The Chairpersons circulate the meeting minutes no later than two weeks after the meeting to the M&E officers and other participants like the Executive Committee.

#### **2.4 M&E Secretariat**

The M&E department at the Ministry of Economic Planning and Budget will serve as the secretariat for the Ondo State M&E activities across the MDAs. All other M&E offices at the

MDAs liaise with the secretariat for any monitoring and evaluation related activities.

The secretariat will be headed by a senior officer in the department of M&E. The officer must have a good administrative skill and experience with knowledge of M&E process. The office as a unit in the department of M&E has a reporting line to the director of M&E

The roles and responsibility of the secretariat include:

1. Coordination and organization of M&E meetings with MDAs focal officers in collaboration with Permanent Secretary and the Honorable Commissioner for Economic Planning and Budget
2. Arrange the venue and ensure adequate provision of facilities for meetings (rooms, conference call facilities etc.)
3. Communication and correspondence as well as facilitating the preparation and dissemination of meeting minutes
4. Maintenance of M&E Information system and update of M&E data on the web system, upload meetings minutes and progress reports.
5. Upholding the legal requirements of governing documents, policy documents, state gazettes etc. (where relevant).
6. Provide other supporting functions as appropriate

#### **2.5 Other M&E Coordination**

Apart from coordinating main M&E functions across the state, the coordinating ministry or unit has other key coordinating roles in the areas of provision of infrastructure, skills development and tracking of M&E activities on state projects. Other key coordinating roles are as stated below:

##### **1. Coordination of M&E training Needs**

For effective performance of the M&E officers across the MDAs in the Ondo State, it is imperative to ensure that resource earmarked for the M&E functions are given adequate trainings in line with the trend of happenings in the economic

environment and latest discoveries on M&E process. This will guarantee that the report or work product from the M&E officers are reliable and will be able to stand the test of time. The coordinating unit has the responsibility to come up with the training needs of the M&E officers across the MDAs and draw up a training programme for the executive approval. The coordinating unit is to identify the training needs of each officer through the performance evaluation/ appraisal of the officers and direct request of his /her training needs. 9

Likewise, identification of appropriate training institutions and methods of delivering the training will be anchored by the coordinating ministry or unit. In view of this the MEP&B should liaise with the Head of Service in rolling out such trainings to the staff.

The training programme and time table will be shared with the MDAs and Local government to facilitate adequate approval of participation of concerned officers by the respective MDAs accounting officers.

## **2. Management Information System**

Adoption of a suitable Management Information System (MIS) is vital for M&E process to ensure the accurate and timely collation, storage, retrieval, analysis and reporting of data to support the Monitoring and Evaluation (M&E) systems. The management and maintenance of this MIS facilities and infrastructure must be centrally controlled. This will facilitate proper coordination and timely response to any challenges on MIS across MDAs.

The M&E IT unit should reside in the coordinating ministry and supervised by the M&E coordinating unit or department in the coordinating ministry. Matters relating to system upgrading and MIS infrastructural maintenance should be handled by the coordinating ministry. This will ensure that the MIS are built to specifications and M&E needs.

## **3. Coordination of Projects**

As part of effort to ensure that projects and programmes of government are effectively monitored and evaluated, it is important that all these various projects and intervention programmes are tracked by a central M&E coordinating unit. A listing of all the projects and interventions with the records of their respective supervising MDAs and sectors are recorded on the list. This list will be updated with information across the MDAs and central authority.

With this arrangement, the M&E coordinating department at the Ministry of Economic Planning and Budget will keep this record of projects and programmes and activities regarding Monitoring and Evaluation on it will be supervised and appraised. Feedback will be sought from M&E officers at the executing MDAs and report therein compiled and make available for the Accounting Officer and the Honorable Commissioner.

## **4. Ministry Department and Agencies**

The department of Monitoring and Evaluation of the Ministry of Economic Planning and Budget will act as the supervising department for all the Monitoring and Evaluation unit or departments all the MDAs across the Ondo State. M&E department in the MDAs will have a reporting line to the central coordinating department at MEP&B. The MDAs M&E officers are to liaise with the M&E department of MEP&B for all technical related issues on M&E. The department of M&E at Ministry of Economic Planning and Budget should be the point of call for anything relating to trainings, MIS and other relevant technical needs of the MDAs monitoring and evaluation process.

## M&E Institutional Arrangement

### 3.1

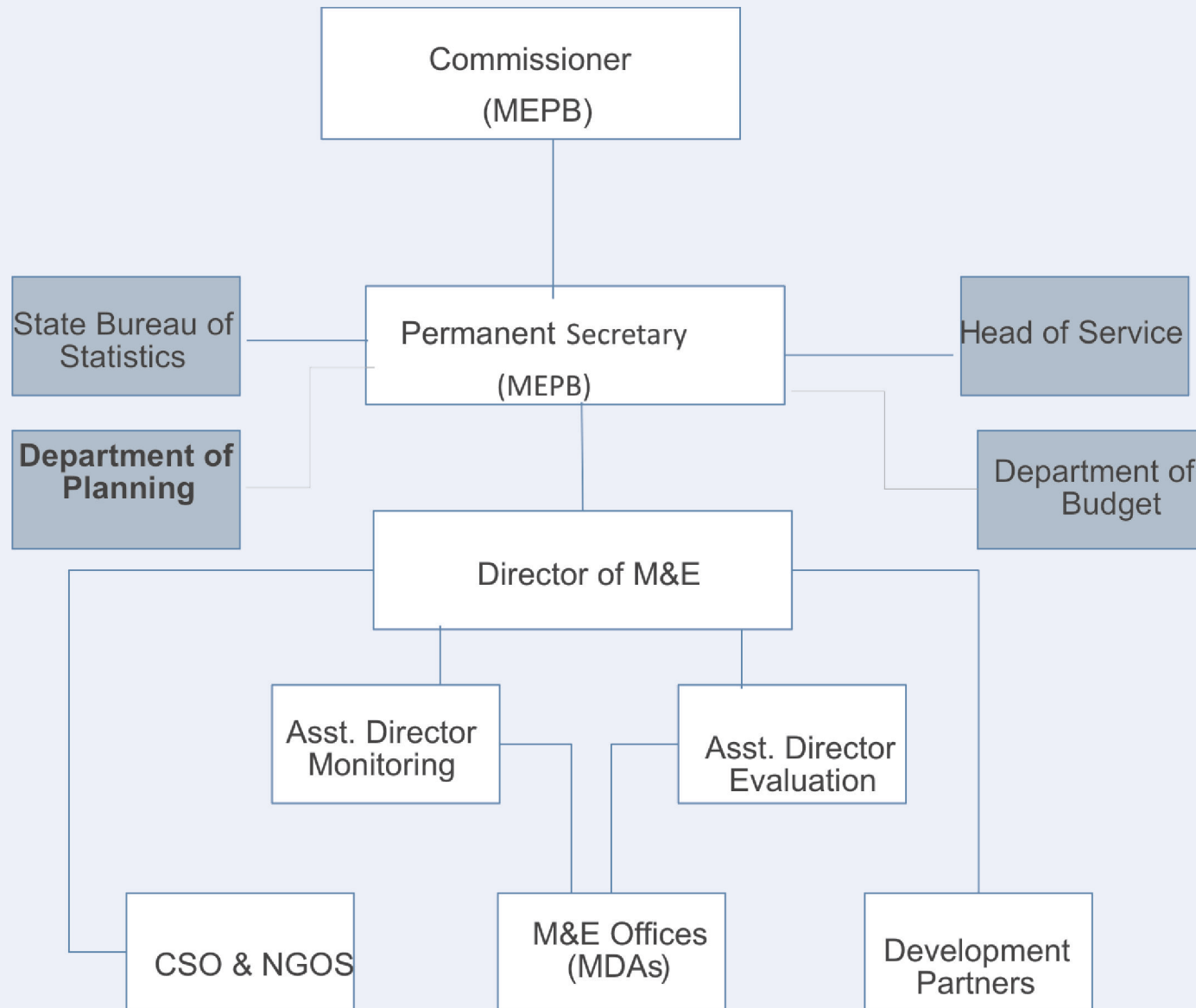
### M&E Organogram

The adequate implementation of M&E at any level requires that there is a unit whose main purpose is to coordinate all the M&E functions at its level. The Ondo State memo that set up the M&E office defines that coordinating unit resides in the Ministry of Economic Planning and Budget.

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 is represented in the Organogram below:



## Organogram of M&E Department in MEPB





The honourable commissioner of Economic Planning and Budget is deemed to be the chief M&E officer of the state since the ministry is vested with role of M&E central coordination for the state. He liaises with the executive arm of government on M&E affairs of the state and is responsible for overall coordination of the M&E process across the MDAs in the state. The permanent secretary is the accounting officer of the department hence all the activities relating to M&E process requires his approvals. Monitoring and Evaluation correspondences are routed through him either to or from other MDAs. All report and data on M&E must have his approval as an evidence of review and acceptance before it becomes public documents.

The directors of M&E department, Planning department, Bureau of Statistics and Budget departments reports directly to Permanent Secretary any issue relating to Monitoring and Evaluation within and outside the ministry.

The department is to be headed by a civil servant of director grade level to give it a cognate recognition and measure with the functional requirement of the process. He is seen as the main technical leader of Monitoring and evaluation in the state. He is saddled with the responsibilities of ensuring that technical and operational activities pertaining to monitoring and evaluation across the state are effectively and efficiently to merit the recognition of all the stakeholders. The M&E activities is divided into monitoring and evaluation processes. To this end the department is divided into two units namely:

- a. Monitoring unit
- b. Evaluation unit

### **Monitoring unit**

The Monitoring Unit is to be headed by a Deputy Director with not less than two (2) or more staff for discharge of the following specific roles:

- I. Coordinates all monitoring activities in MDAs
- II. Collection, collation analyses and reporting of monitoring

data;

III. Liaise with MDAs monitoring milestones/performance indicators;

IV. Develop and present quarterly monitoring report

V. Organize trainings for M & E Staff through Government funding and or other development partners sources;

VI. Ensure data control and quality assurance

VII. Conduct sensitization/briefing sessions with various segments of the civil service, to discuss Public Sector reform programmes in collaboration with Development Partners on M&E and due process.

VIII. Coordinate the M&E activities under DPRS in all 18 LGAs and MDAs

IX. Promote partnership between governments, communities, donors and other stakeholders;

X. Any other responsibility as may be assigned.

### **Evaluation Unit**

The Department is to be headed by a Deputy Director, or an Assistant Director and not less than two (2) or more staff for discharge of the following specific roles:

I. To coordinate Evaluation activities of the MDAs

II. Develop Evaluation criteria in line with best practices,

III. To collect, collate and analyze data of evaluation and prepare report

IV. Facilitate mid-term and end of program/impact evaluations of selected key/major programs, projects, and services

V. To engage technical consultant for Evaluation exercise.

VI. Ensure Data control and quality assurance

VII. Any other role as may be assigned by the Permanent Secretary

There should also be a Research and Analysis unit under the Evaluation unit. This unit serves as the information provider for the evaluation unit of M&E department. The roles of the unit are to:

- I. support the evolution and implementation of M&E policy,

- II. periodically identify and analyze M&E best practices and draw lessons for policy making,
- III. liaise closely with the State Bureau of Statistics in the design and conduct of surveys,
- IV. develop in liaison with MDAs and relevant stakeholders KPIs and baselines

This Monitoring and Evaluation units is directly under the supervision of the director of M&E department hence the head of the unit reports directly to the director. All correspondences from other MDAs are routed to the director through the Permanent Secretary.

The director reports directly to the Permanent Secretary in the ministry. The department should also have a senior clerical officer to cater for all the day to day administration of the department.

The M&E officers in the MDAs and local government have a reporting line to the director of M&E at the Ministry of Economic Planning and Budget.

### 3.2 Reporting and Performance Review

The M&E department of the Ministry of Economic Planning and Budget (the coordinating unit) prepares two types of reports for the Commissioner and other executives (or appointed Performance Committee): a monthly progress report that is circulated to the commissioner and executive committee for its monthly meetings and a semi-annual report that is prepared for the semi-annual Board meeting.

**Monthly reporting:** The M&E Secretariat prepares a monthly report for the Commissioner for Economic Planning and Budget on progress in achieving the work plan objectives, including a financial report. The M&E director reviews this report.

**Semi-annual reporting:** Reports immediately preceding the Executive Council meetings should summarize progress of the previous six months.

**Annual progress report:** This is the report to be produced after the annual progress report workshop organized by the MEP&B.



