

DRAFT

**NATIONAL MONITORING AND EVALUATION  
POLICY**

**20 February 2019**

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**LIST OF ABBREVIATIONS**

APR	Annual Progress Report
CLA	Collaborating Learning and Adapting
CMA	Central Management Agencies
CSO	Civil Society Organization
CSPGs	Cross-Sectoral Planning Groups
CISPIP	Civil Service Performance Improvement Programme
DERs	District Evaluation Reports
DPs	Development Partners
DPAT	District Assemblies Performance Assessment Tool
DPCU	District Planning Coordinating Unit
DMTDP	District Medium-Term Development Plans
ECOWAS	Economic Community of West Africa States
EI	Executive Instrument
EIDM	Evidence-Informed Decision-Making
FSDM	Frontline Service Delivery Monitoring
GAS	Ghana Audit Service
GMEF	Ghana Monitoring and Evaluation Forum
GIMPA	Ghana Institute of Management and Public Administration
GPRS	Ghana Poverty Reduction Strategy
GSS	Ghana Statistical Service
IAA	Internal Audit Agency
KM	Knowledge Management
LKM	Learning and Knowledge Management
M&E	Monitoring and Evaluation
MEL	Monitoring, Evaluation and Learning
MDAs	Ministries Department and Agencies
MMDAs	Metropolitan Municipal and District Assemblies
MoF	Ministry of Finance
MoI	Ministry of Information
MoP	Ministry of Planning
MPs	Members of Parliament
NaMEIS	National Monitoring and Evaluation Information System
NDPC	National Development Planning Commission
NDPF	National Development Planning Framework
NERs	National Evaluation Reports
NGOs	Non-Governmental Organization

NIMC	National Integrated Monitoring Committee
NIMRC	National Integrated Monitoring Reporting Cycle
NIMP	National Integrated Monitoring Plan
NIMS	National Integrated Monitoring System
NIRP	National Institutional Renewal Programme
NMEP	National Monitoring and Evaluation Policy
NMES	National Monitoring and Evaluation System
NMTDF	National Medium-Term Development Framework
OHCS	Office of the Head of Civil Service
PPME	Policy Planning Monitoring and Evaluation
PARDIC	Public Administration Restructuring and Development Implementation Committee
PFM	Public Financial Management
PSC	Public Services Commission
PSIA	Poverty and Social Impact Analysis
RAPERs	Regional Annual Progress and Evaluation Reports
RBMS	Results-Based Management System
RCC	Regional Coordinating Council
RERs	Regional Evaluation Reports
RFG	Responsive Factor Grant
RPCU	Regional Planning Coordinating Council
RSIM	Research, Statistics and Information Management
SDGs	Sustainable Development Goals
SMTDP	Sector Medium-Term Development Plans
SOE	State-Owned Enterprises
UNICEF	United Nations International Children Emergency Fund



## **CHAPTER ONE: INTRODUCTION**

### **1. Background**

Monitoring and Evaluation has long been practised in the governance of Ghana. Public programmes funded directly through taxes and donor supports have adopted various approaches, methods and tools over the years. These include the use of project appraisals, special audits, project-specific matrices for measuring of outputs and outcomes, commissioned evaluations for mid-term and end-of-project. In the context of the disparate approaches and practices, neither was there a harmonized framework nor standardised approach used for determining value for money for public investments and the developmental outcomes of national policies and programmes. Evaluation practice in Ghana has been driven mainly by development partners. Implementation of development programmes are rarely evaluated for decision making and programme improvement

Realizing this challenge, various administrations, through review processes and programme documents including the Public Administration Restructuring and Development Implementation Committee (PARDIC) in the early 1980s, Civil Service Performance Improvement Programme (CISPIP) and the National Institutional Renewal Programme (NIRP) of the 1990s contributed to M&E practice through capacity building. Introduction of a formal monitoring and evaluation framework to track the Ghana Poverty Reduction Strategy 1 (GPRS 1) of 2003 by the NDPC and a Manual for M&E practice further contributed to the practice. In 2017 institutionalization of M&E was further deepened by the creation of the Ministry of Monitoring and Evaluation. The drive to deepen the use of M&E as a tool for improving governance and development through evidence-based decision making in Ghana has necessitated the development of this policy

This document begins with a situational analysis of M&E practice in Ghana and sets the stage for the need for the policy. The framework for the policy is discussed thoroughly followed by a description of monitoring and evaluation systems. Implementation of the policy is also discussed and ends with how communication, knowledge management and learning are to be undertaken.

### **2. Situation analysis**

Monitoring and Evaluation has a strong relationship with policy formulation, planning and budgeting. Effective M&E systems are to provide valuable feedbacks and lessons for continuous improvement of development policies, plans and budgets. Budget allocations must be aligned with the results and feedbacks from an M&E system which must in turn inform evidence-based policy decisions. M&E must be used to determine performance towards achievement of policy objectives and guide decision-makers by providing evidence on how models and assumptions underlining policy formulation, planning and implementation of programmes are valid, what works and what doesn't work and why. Currently in Ghana, the development planning cycle begins with policy formulation for most government interventions. The realization of policy objectives is hinged mainly on how well

sector and district development plans and programme implementation are anchored to the national policy framework and the national budget.

The National Development Planning Commission (NDPC) is mandated by the 1992 Constitution of the Republic of Ghana to oversee monitoring and evaluation practice. According to the Constitution, a President of the Republic of Ghana is required to submit coordinated programmes for socio-economic development to Parliament within two years in office. The NDPC develops the vision of the government for the country and carves out the Medium-Term Development Framework to suit the needs of the sectors and the assemblies. It then organizes workshops to provide orientation for the sectors and assemblies to share the vision of the President. Guidelines and templates are issued for the sectors and assemblies to develop their M&E frameworks in accordance with the Medium-Term Development Plans. The assemblies and the sectors implement the plans, undertake M&E activities and submit quarterly reports to the NDPC for collation and production of the Annual Progress Reports. The NDPC also works in collaboration with the Ghana Statistical Service (GSS) for data on some key indicators.

Within the current M&E architecture are pockets of many disjointed M&E systems in the various sectors where development programmes are implemented. In 2010, the Ministry of Finance introduced the Programme-Based Budgeting to allow MDAs to adopt a more strategic approach in the management of their budget within the Medium-Term Expenditure Framework. At the Local Government level, there is a Web-Based Monitoring and Evaluation System to track implementation of development programmes. Development Partners, NGOs and other Civil Society Organisations (CSOs) also undertake M&E for programmes they implement in Ghana. The result of this is many uncoordinated systems which are not integrated into a larger government-wide framework for monitoring and evaluation. Harmonization of M&E activities are poorly done, and often institutional M&E reports are not effectively shared to enhance learning and evidence for decision making. There is weak link between policy formulation, National Development Plans, M&E and budgeting.

There is limited capacity for monitoring and evaluation practice in Ghana, compromising the quality of reports produced. In most cases, the sectors and the assemblies receive far less than budgeted for M&E activities and in the event of financial constraints, M&E is the first item to be scrapped. Ghana's M&E system is not backed by a strong Information system for data management. M&E works best with an efficient data science (data collection, data quality assessment, storage, retrieval and analysis). In practice data gathered for monitoring and evaluation in Ghana is not thoroughly assessed for quality prior to analysis and often reports are delayed causing damages to the usefulness of findings.

As part of the agenda to realize government's vision, the Ministry of Monitoring and Evaluation was formed in 2017 with the mandate to ensure that the policies of the government and the government priority programmes are clearly understood and implemented in the various ministries and assemblies. The Ministry of M&E has jointly established a Government Results Framework together with all the other ministries based on clearly defined government priorities. Milestones, outcomes, outputs, targets and indicators required to achieve the priority programmes were jointly developed to monitor the various deliverables. The framework also covers the budget, risk and assumptions that allows for information flow between the other ministries and the Ministry of M&E. By this, all ministries are required to submit priority programmes to the Ministry of M&E for real-time monitoring as



well as quarterly and annual reporting. Thorough evaluations of these programmes are however yet to commence.

### **3. Problem statement**

In spite of the institutional arrangement Ghana has in place, there is no clear standardized regulation that gives direction and harmony on how Government-Wide Monitoring and Evaluation activities are to be conducted. This has resulted in fragmentation of M&E systems with many inadequate reports which only comply with requirements but are rarely used for decision-making and improvement of government policy implementations. Most evaluations conducted are donor-driven and the culture of using evaluations to assess the relevance, effectiveness, efficiency, impact and sustainability of government programmes and projects is non-existing.

The main challenges with the current M&E system are:

- Weak institutional arrangement for M&E
- Lack of integration and harmonization of national M&E system
- Limited capacity for M&E
- Low utilization of evidence for decision making.

### **4. Overarching purpose the Policy**

The overarching purpose of the National Monitoring and Evaluation Policy is to strengthen M&E to improve government performance and accountability.

### **5. Scope of the Policy**

This policy is dedicated to setting out M&E as a national requirement for all development programmes, projects and public investments, emphasizing it as mandatory for ascertaining good governance and value for money. Apart from bringing Ghanaian practice up to date, it serves to encode, draw from international best practices and establish a unique framework to guide the practice of M&E in the country, at both national and local levels of governance.

### **6. Legal bases for the Policy**

The 1992 Constitution mandates the National Development Planning Commission to advise the President on development planning policies and strategies. Article 87(1) list NDPC's functions to include monitoring, evaluating and coordinating development policies, programmes and projects. The National Development Planning Commission Acts, 1994, (Act 479) established the Commission and the National Development Planning (System) Act, 1994 (Acts 480) specifies the planning, coordination, monitoring and evaluation functions of the commission. Section 12(1)(b) of the Civil Service Act of 1993 requires all ministries to establish a Policy Planning Monitoring and Evaluation Division to coordinate and monitor programmes of the government at the sector level. The National Development

Planning Systems Act of 1994, Act 480 requires all ministries to monitor the implementation of sector Medium-Term Development Plans and submit quarterly reports to the NDPC as prescribed. The Local Government Act, 1993, (Act 462) establishes the Metro, Municipal and District Planning Coordinating Units with many M&E functions. The President by an Executive Instrument established a Ministry for Monitoring and Evaluation. The PFM Act 921 and LI 22(32) of the National Development Planning system regulations provides guidelines for developing monitoring and evaluation plans, implementation and reporting.

## **7. Treaties and conventions**

Ghana has signed on many international agreements and is required to report on progress of implementation. At the United Nations Sustainable Development Summit on September 2015, Ghana joined 192 other countries to ratify the sustainable development goals (SDGs) and report on achievement. The SDGs reaffirm Ghana's commitment to end poverty and to build a more sustainable, safer and more prosperous planet for its citizenry. The SDGs have sets of universal indicators and targets which must be routinely reported on. On March 2005, ministers of developed and developing countries and heads of multilateral and bilateral development institutions ratified the Paris Declaration to promote aid effectiveness. All countries including Ghana who signed this declaration are required to routinely report on the use of donor funds. Ghana is a signatory to Agenda 2063 – a strategic framework for the socio-economic transformation of the African continent. Again, the country has also signed on to the ECOWAS Protocols on Regional Reintegration which requires reporting on how member states are working towards meeting the targets. Ghana is also a member of the African Peer Review Mechanism, a specialized tool for promoting good governance in Africa.

## **8. The process of developing the NMEP**

The development of the National Monitoring and Evaluation Policy was initiated in 2016 after the 2015 Global Year of Evaluation held in Ghana. It began with a desk review of experiences in the development of national evaluation policies in selected countries across the world. In 2016, a national policy dialogue was held to share the output of the desk review, brainstorm key components of the policy and develop a road map. The dialogue was attended by a broad spectrum of professionals from national and international NGOs, Development Partners (DPs), Ghana Monitoring and Evaluation Forum (GMEF) members, the private sector and resource personnel drawn from the CSOs and the media. The GMEF in collaboration with NDPC, GIMPA and UNICEF led the process of reviewing the roadmap and formed the technical committee to develop the Policy. The process however was truncated along the way.

The establishment of the Ministry of M&E in 2017 gave a renewed impetus for completing the policy. A two-day workshop in July 2018 was held to assess the initial desk review in 2016 and design the structure for the policy. The Steering and the Review Committees for the policy were inaugurated on the 30th July 2018. A three-day workshop chaired by the Minister for Monitoring and Evaluation and supported by the Steering Committee and two advisors from South Africa and Kenya was held to develop the draft Policy. A two-day review workshop was organized to incorporate feedbacks from the Review Committee Members

after which stakeholder forums and validation workshops were conducted in three Zones – Accra, Kumasi and Tamale to solicit citizens’ views into the policy. The document received Cabinet approval and was launched on.....

## 9. Expected policy impact

The policy is expected to have impacts on the following areas:

- Fiscal/financial prudence
- Evidence-based decision-making
- Enhanced accountability and transparency
- Promote efficient and effective design and implementation development programme
- Enhanced collaboration with Development Partners, Civil Society Organizations and Non-governmental Organizations
- Enhance compliance with regulatory systems
- Effective programme/policy targeting
- Strengthening of Central Management Agencies (CMAs)

## CHAPTER TWO - POLICY FRAMEWORK

### 2.1. Policy statements

**Statement 1:** The M&E policy shall be used to ensure transparency, accountability and effectiveness of projects, programs and policies across the entire public sector.

**Statement 2:** The policy requires effective management and strengthening of the M&E function at all organizational levels.

**Statement 3:** Government shall commit to allocating necessary human and financial resources required for the proper functioning of M&E activities at all levels.

**Statement 4:** All development programmes shall be guided by the M&E principles and adhere to it as established in this policy document.

### 2.2. Core values

The following core values shall underpin the practice and development of M&E as required by this policy, which relate particularly to policy statements 1 and 2:

- i. **Integrity:** All stakeholders shall apply and uphold strong moral principles in decision-making at all levels in the practice and development of M&E.

- ii. **Transparency:** All processes in connection with the practice and development of M&E shall be made easily accessible and understandable by the public. To effect this, monitoring and evaluation reports shall be made public.
- iii. **Accountability:** The practice and development of M&E shall be carried out in a manner that is responsible to the public in order to preserve public resources, trust and interest.
- iv. **Timeliness:** Reports and information from M&E shall be made available in real-time and as when needed for use by stakeholders.
- v. **Professionalism:** The practice of M&E shall uphold high standards of job performance and balance diverse public interests.
- vi. **Value for money:** Economy, efficiency and effectiveness shall drive the performance of M&E function throughout an intervention's life cycle.
- vii. **Learning:** M&E shall be used for continuous improvement and more effective and efficient ways of achieving development results.
- viii. **Utilization:** Utilization of M&E findings shall drive all M&E activities for evidence-informed decision making. All monitoring and evaluation activities must be planned with intended use and user in mind. Use of the findings must be rigorously facilitated.
- ix. **Participatory:** Citizens are required to play an active role in all M&E activities including systematic recording, sharing, periodic analysis and use of information.

### 2.3. Goals of the policy

The goals of the policy are to:

- a. Institutionalize the generation and use of evidence in decision making at all levels
- b. Provide a harmonized framework, including institutional arrangements, for undertaking monitoring and evaluation

### 2.4. Objective of the policy

The specific objective of the policy is to improve public service delivery and accountability by:

- i. Deepening monitoring and evaluation knowledge in Ghana and ensure ownership, learning, and feedback for improving the national M&E system.
- ii. Enhancing the demand and utilization of M&E results in policy formulation and decision making at all levels in the country.
- iii. Promoting evaluation culture in Ghana, where stakeholders in the development landscape use evaluations as a tool for change.
- iv. Using evaluation as a tool to ensure prudence in the use of public funds for all development interventions.

- v. Strengthening implementation of public policies, programmes and projects by using monitoring and evaluation findings to promote knowledge management, learning, revision of implementation processes, and adaptation.
- vi. Providing a common language and standard for monitoring and evaluation in the public service and among development partners.
- vii. Facilitating engagement of the citizens with government.

## **2.5. Scope of the policy**

The policy will apply to all implementers of various public sector interventions, including:

- i. Office of the President
- ii. Ministries, Department and Agencies
- iii. Metropolitan, Municipals and District Assemblies
- iv. Civil Society Organizations
- v. Non-governmental Organizations
- vi. Development Partners
- vii. Private Organizations
- viii. Any other institution that uses public funds

## **CHAPTER THREE: MONITORING SYSTEM**

### **3.1 Introduction**

This chapter provides basic definitions of monitoring and monitoring systems and the various components of the system. It presents the results-based management model for addressing the gaps in the system and the changes required for an effective monitoring system.

**Monitoring** is a continuing function that uses systematic collection of data on specified indicators to provide management and the key stakeholders of an on-going development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds. It consists of operational and administrative activities that track resource allocation, utilization and delivery of goods and services as well as intermediate outcomes.

**Monitoring systems** are institutional mechanisms and arrangements that facilitate continuous collection of data to determine how well policies and programmes are functioning using specific indicators. The information derived from the process provides feedback to influence decision-making, learning and adaptation. Monitoring systems include plans, processes, resources and databases.

## **3.2 Monitoring Systems in Ghana**

The monitoring system in Ghana is made up of the National Monitoring System, the Sectoral Monitoring System and the Regional/District Monitoring System. Monitoring takes place at the national, sectoral, regional, district and organization levels.

### **3.2.1 National Monitoring System**

The current national monitoring system is based on core national indicators that form the basis of performance reporting at the sector and district levels. A key output of the national level monitoring system is the publication of the Annual Progress Report (APR), which is submitted to Parliament for review. The National Development Planning Commission (NDPC) is responsible for setting the framework for the national monitoring system. The Commission develops a result framework aligned with the National Medium-Term Development Plan and tracks performance of projects and programmes. In addition, the Ministry of M&E is responsible for real time monitoring and prepares an Annual Progress Reports on Governments' Priority programmes which are submitted to cabinet and Parliament.

### **3.2.2 Sectoral Monitoring System**

All Ministries, Departments and Agencies (MDAs) are required to prepare quarterly and annual progress reports with copies submitted to the National Development Planning Commission (NDPC) based on their Sector Medium Term Plans. The reports are used internally to inform management of progress on agreed objectives. The information is used within the sector to inform policy decisions and to resolve implementation bottlenecks. The sector reports are also submitted to NDPC. However, the use of these reports to improve decision-making need much strengthening.

The Ministry of Finance (MoF) also uses the programme-based budgeting system to prepare the national budget linked to the National Medium-Term Plan and Expenditure. MoF tracks expenditure and performance on a quarterly and annual basis in line with the provision of the Public Financial Management Act, 2016 (ACT 921).

The PPMEs are responsible for policy, planning, monitoring and evaluation at the sectoral level. They develop sector medium-term plans aligned with sectoral results framework. These sector plans form the basis for the programme-based budget. Tracking of expenditure and achievement of results needs to be streamlined and to be more systematic to provide information to improve performance.

Civil Service Annual Performance Report submitted to the President

### 3. Regional Level Monitoring

The Regional Planning Coordinating Unit Provides guidance to the districts in the development and implementation of their M&E Plans. They demand and collate data at the district level M&E for onward transmission to NDPC, Ministry of M&E and other stakeholders. The RPCU periodically visits key project sites and report on development progress in the districts. They verify the indicators submitted from the districts and facilitate the dissemination of NDPF and other M&E reports to all the districts and stakeholders.

#### 3.2.4 District Level Monitoring

The MMDAs monitor expenditure and programme performance through quarterly and annual reporting. They are required to report quarterly and annually to NDPC through the RPCU. The reports are primarily used as inputs for the Annual Progress Reports. However, there is little evidence of the use of the monitoring information for programme performance and improved service delivery. Another monitoring instrument introduced is the District Assemblies Performance Assessment Tool (DPAT), which is a diagnostic instrument for assessing the performance of MMDAs and for determining the allocation of the Responsive Factor Grant (RFG). At the district level, the Ministry of Local Government and Rural Development has deployed community participatory planning and monitoring tools to enhance citizens' participation in monitoring government policies and programmes.

The current monitoring systems are not well coordinated and harmonized. There are serious gaps in the systems. Monitoring is largely supply-driven with little evidence on the use of the monitoring information to improve policy formulation, management of interventions and enhanced service delivery. The monitoring systems also suffer from insufficient capacity at all levels of the monitoring chain. Monitoring activities are given low priority in budgeting and allocation of resources.

#### Figure 1: Results-Based Management Pyramid



There is a need to deepen a performance-driven culture that promotes the use of monitoring information for Evidence-Informed Decision-Making (EIDM), at the highest level of decision making to budgeting and programme management. This policy presents the Results-Based Monitoring System which goes beyond the monitoring of resources and activities contributing to the outputs of an intervention to the outcomes and impacts traceable to the intervention. The new monitoring systems shall be web-based, driven by information and technology that give preferences to data analysis and packaging of information for key policy makers, programme managers and stakeholders from the civil society.

### 3.3 Required changes in the monitoring system

Many changes are expected to positively affect the monitoring system through the implementation of the Policy. Key among these changes are:

#### 3.3.1 Integration of the Monitoring System

A major change required in the implementation of this policy is a National Integrated Monitoring System.

This Policy introduces the National Integrated Monitoring System (NIMS) which will effect the following key changes:

- Development of National Integrated Monitoring Plan (NIMP) by MDAs.
- National Integrated Monitoring Committee (NIMC).
- National Integrated Monitoring Reporting Cycle (NIMRC).

#### 3.3.2 Results-Based Management System (RBMS)



There is a need for such robust national integrated monitoring systems hinged on results-based management and performance driven culture, which would be anchored on the results chain modelling and theory of change mapping.

### **3.3.2 Frontline Service Delivery Monitoring (FSDM)**

The FSDM shall involve undertaking field visits to assess the quality of services and the perception of citizens and of front-line workers. It shall provide a live and real picture of what is happening at service points that citizens use such as clinics, municipal offices, schools and police stations. Many models are possible, and Ghana will test out a range of them and develop a suitable model to apply. Sectors are required to use this type of monitoring to track how services are being perceived. The MDAs and MMDAs shall apply this monitoring model.

### **3.3.3 Performance Monitoring System for chief directors and line directors**

The Office of the Head of Civil Service has deployed a Performance Management System for Chief Directors and Line Directors at the MDAs to facilitate accountability, delivery of services and results. Although these are based on performance for contracts for individuals, as these are heads of departments their performance largely reflects that of the organizations they lead. Henceforth the Results Agreements must be more targeted, focusing on the delivery and achievement of Government high priorities that are transformational life changing for citizens. KPIs of directors shall include implementation of M&E plans.

## **3.4 Reporting**

The monitoring information must facilitate learning and adaptive management while putting emphasis on what works, what does not work and why in an objective manner.

All sectors will adhere to the following monitoring reporting cycles:

- Quarterly
- Annual

The monitoring reports will be utilised by senior managers in MMDAs and MDAs for learning, programme improvement, improved programme implementation and decision-making. Monitoring reports on priority programmes must be shared with the relevant ministers, Cabinet and the President for information and action.

## CHAPTER FOUR - EVALUATION SYSTEM

### 4.1 Introduction

This chapter presents basic definitions of evaluations and evaluation systems. It makes a clear distinction between evaluations and other related works which lack the tenets of evaluation. It also draws the relationship between monitoring and evaluation and the types of evaluations available and the required changes for the evaluation system.

#### 4.1.1. Evaluation and evaluation system

**Evaluation:** Evaluation is defined as the systematic and objective assessment of an on-going or completed intervention or policy, its design, implementation and results in relation to specified evaluation criteria. The important outcome of evaluations is a set of recommendations that address issues relating to the design or plan (e.g., objectives), and implementation (including allocation of human and financial resource), and lessons learned to guide future policy making, planning, budgeting and implementation.

**Evaluation System:** An evaluation system refers to all the tools, resources and processes used to assess whether a policy or an intervention has been implemented according to plan, whether desired results are being achieved and the corresponding feedback mechanism, how it can be strengthened, and the required institutional framework to make this happen.

#### 4.1.2 What evaluation is not

The following concepts are all exercises carried out to support sound public sector management. They are similar and complementary to evaluation but cover different issues.

**Research:** This involves the testing of a hypothesis through the observation of reality. The main objective is learning and knowledge creation. Research is a diagnostic process that can be used to inform policy and is usually not focused on a specific intervention.

**Inspection:** This is a mechanism used to ascertain and verify information. The objective is to control and assess compliance with standards and regulations.

#### 4.1.3 Relationship between Monitoring and Evaluation

The concepts of monitoring and evaluation are both geared towards learning from the implementation of an intervention. Monitoring involves routine tracking of progress of implementation by systematically gathering and analyzing data around an intervention. Monitoring provides the basic information and building blocks for a more thorough

evaluation. Evaluation entails a more in-depth assessment of performance by conducting a thorough assessment of the fidelity of programme implementation, outcomes and intended and unintended effects of an intervention. Evaluations reveal how programme implementations are done according to what is planned, what outcomes are realized, how they are realized and why they are realized and draw lessons for improvement or replication. Both monitoring and evaluation answer questions about accountability and help inform management decisions.

## 4.2 Types of evaluations

Different types of evaluations are needed over the lifespan of an intervention; before, during and after to assess impact or to plan for a new phase. These will suggest the purpose of the evaluation, and the technical specification and scope. In addition, the 'evaluator' (the person or body conducting the evaluation) may also propose a different type to better address the purpose. Based on the stage and purpose, different types of evaluations will be guided by different sets of questions. Some key forms of evaluation include the following:

**Table 1:Key Types of Evaluation**

Timing	Purpose	Type	Descriptions
Prior to implementation of an intervention (Ex – ante)	Formative	Diagnostic study Evaluability assessment Clarificatory evaluation	Conducted prior to the implementation of an intervention. It identifies the problem and assesses how robust intervention design is to address the problem. Also measures feasibility of carrying out an evaluation.
During implementation of an intervention (Mid-term)	Formative	Process evaluation Outcome evaluation	Measures whether interventions are implemented as planned regarding the volumes, quantities or amounts and coverage of the given intervention. It works alongside an existing monitoring system and is done during implementation to improve the efficiency and effectiveness of interventions

After implementation of an intervention (Ex – post)	Summative	Outcome evaluation Impact evaluation Sustainability studies	Carried out at the end of an intervention to assess the extent to which objectives have been met. It measures the effect of an intervention intended or unintended and establish causality.
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### 4.3. Current National Evaluation System and changes required

There is growing recognition for the value of evaluation in Ghana. There is increasing demand by the executive, legislature and other governance institutions to inform policy. However, there are challenges with the current evaluation system. These include:

- Fragmented evaluation system;
- Donor funded and Donor led evaluations;
- Limited capacity for commissioning, conducting and managing evaluations;
- Low funding allocation for performing evaluations; and
- Low utilisation of evaluation findings as evidence for informing policy decisions

This policy is intended to strengthen the national evaluation system and improve the demand, supply and management of evaluations by working with national ministries, departments and agencies to deepen evidence informed decision making across government sectors including budgeting, policy, program design and implementation. It is aimed at institutionalizing evaluation practice and serve as an indicator of good governance and national accountability.

### 4.4. Changes required to strengthen the National Evaluation System

This policy sets out the need for a national evaluation system. The following is a set-up of some key issues that will impact evaluation practice in Ghana:

#### 4.4.1 Key elements of the National Evaluation System

- a) **National Evaluation Plan:** A 4-year National Evaluation Plan based on the NMTDF which includes strategic and innovative policies and programmes suggested by MMDAs/MDAs must be developed and approved by Parliament. MMDAs/MDAs should prepare M&E plans and conduct evaluations.
- b) **National Evaluation Reports (NERs):** In order to review performance and provide policy recommendations and options, all MMDAs/MDAs shall conduct and prepare evaluation of their interventions every year.

- c) **Regional Evaluation Reports (RERs):** The Regions shall conduct evaluation review workshops to prepare RERs that provides feedback on programme and project implementation. The preparation of the RERs must be based on guidance the region provides for districts and sector departments to develop and implement evaluation plans.
- d) **District Evaluation Reports (DERs):** The Districts are required to conduct evaluation of key priority programmes and projects and the findings used to improve future project design and implementation.
- e) **Poverty and Social Impact Analysis (PSIA):** To assess the consequences of some government policy reforms on the poor and vulnerable under the NMTDPFs, impact evaluations must be conducted on government priority programmes.
- f) **Participatory evaluation:** Exercises on selected national issues and production of Citizens Assessment Reports shall be conducted annually.
- g) **Leadership Buy-in programmes:** The capacity of policy and decision makers at all levels of governance must be developed to enable them to understand the national M&E system. They include Ministers, Members of Parliament (MPs), Chief Directors, District Chief Executives and Presiding Members of the District Assemblies

#### 4.4.2 Criteria for selecting an intervention for evaluation

The evaluand (object being evaluated) of evaluation will be government interventions, institutions, systems and special investments. Criteria for consideration when deciding whether to conduct an evaluation or not shall include the following in relation to the intervention to be evaluated:

- i. Financial thresholds (materiality): where the intervention is large. Example the approved budget falls over an agreed amount.
- ii. Coverage (size): another version of importance is that it covers a large section of the population or national in character
- iii. Innovative: whether it is a ground-breaking or pioneering initiative that calls for increased evidence collection, learning and replication
- iv. transformational: whether it is a top priority intervention of the government.
- v. Risk to value for money: where there is significant risk to value for money or there are concerns on the cost-effectiveness of the intervention.
- vi. High degree of public interest: where there is significant public interest in the intervention.

#### 4.5 Internal vs external evaluations

For evaluations to be reliable and useful they must be pertinent and timely for decision making, without bias, inclusive and able to pass the tests of validation. There are issues around the degree of ownership when an evaluation is conducted internally by MDA staff

and the degree of independence and external credibility when it is conducted by an external service provider to the organization and/or government. An ideal situation is for evaluations to be conducted jointly, by an external evaluator with an internal team. Internally, evaluations can also be conducted to improve programme implementation.

#### 4.6 Standards

This policy will adapt the standards set out in The African Evaluation Guidelines developed by the African Evaluation Association. The guidelines include 35 standards divided into 4 major principles which are: utility, feasibility for realism, precision and quality and Respect for ethics.

- i. **Utility:** The utility guidelines are intended to ensure that an evaluation will serve the information needs of intended users and be owned by stakeholders.
- ii. **Feasibility:** The feasibility principle is designed to ensure that evaluation is useful, participative, realistic and efficient.
- iii. **Precision and Quality:** this principle aims to ensure that evaluation has resulted in technically relevant data, demonstrating efficiency of project, program and policies to be evaluated. Data collection and analysis methods in evaluation must determine relevance, validity and reliability of information resulting from an evaluation.
- iv. **Respect and Ethics:** These principles safeguard the respect of legal and ethical rules as well as the well-being of stakeholders involved in the evaluation or affected by its findings.

#### 4.7 Evaluation reports, Management response and Improvement plans

Evaluation findings shall be used by management at all levels to improve the implementation of their programme and projects. This requires that management provides assurance on how the evidence will be utilised. This will involve a three-stage approach as follows:

- Generation of evaluation reports: evaluations must be conducted, and reports disseminated to relevant stakeholders. These reports must include findings on performance, understanding reasons for progress or lack of it and recommendations
- Submission of management response: Management must respond to the findings of the evaluation reports promptly in writing by either accepting the findings or indicating with reasons where management disagrees.
- Improvement plan: Management must produce and submit improvement plan to relevant authorities, indicating how the recommendations of the evaluation will be implemented. The user institution shall submit quarterly reports on progress of implementation of the improvement plan.

Ministry of Finance shall utilize the findings and recommendations of the evaluation report as well as implementation of the improvement plans as evidence to support the budget process, including application of sanctions.

There will be annual audit of all evaluations conducted irrespective of the funding source to create a repository and lessons drawn across sectors.

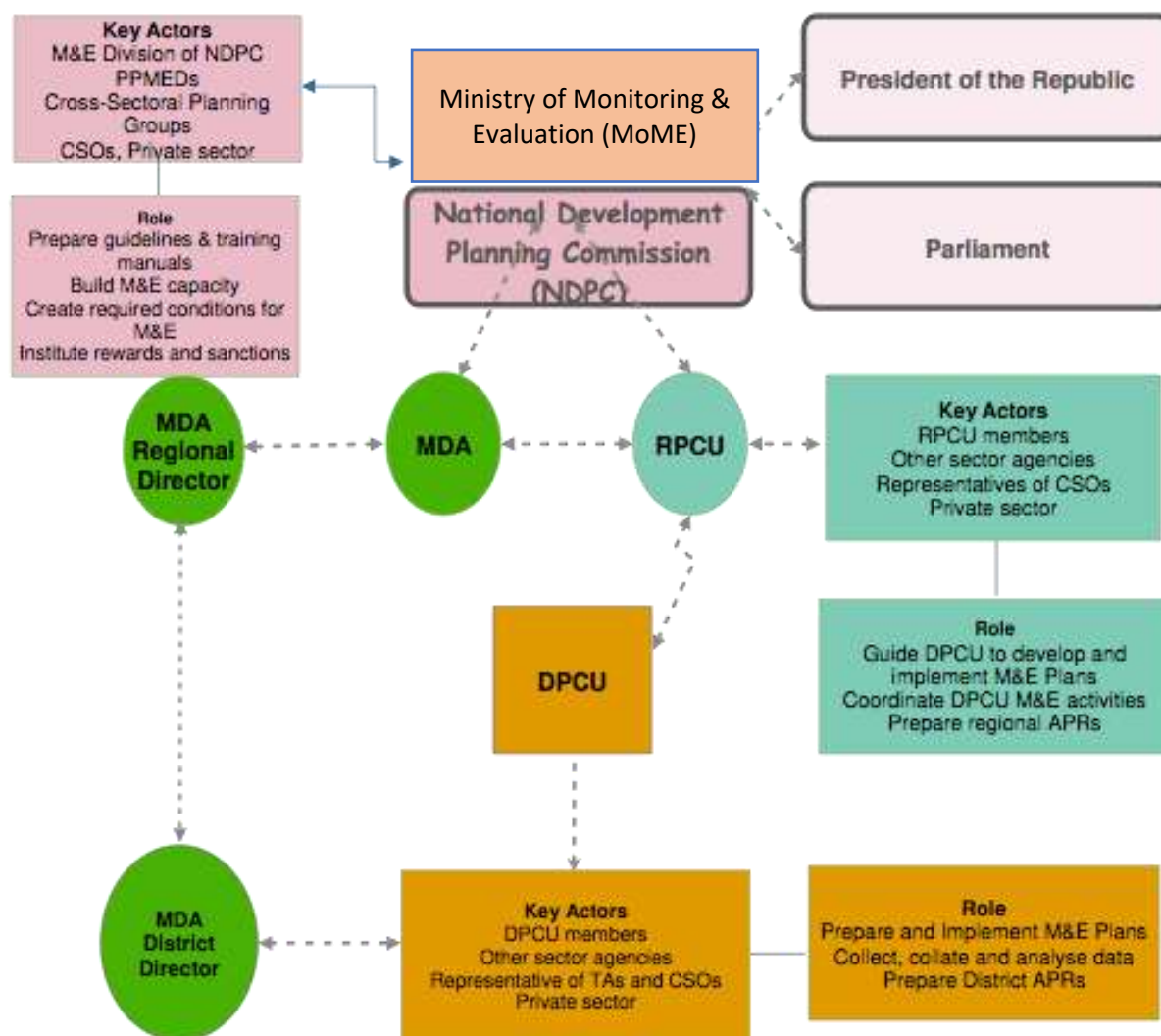
## **CHAPTER FIVE: IMPLEMENTATION FRAMEWORK**

### **5.1 Implementation coverage of the M&E Policy**

This policy mandates all institutions working on government intervention programmes to prepare M&E plans. The implementation framework guides institutionalisation of M&E culture and practice in Ghana, M&E institutional arrangements including the roles and expectations of key actors, the substructures for M&E implementation, M&E policy implementation matrix (see appendix), data management and information technology.

Political leaders and institutional heads shall support M&E processes by championing the establishment and operationalisation of the national M&E system. The interrelationships within the implementation framework should be clearly identified in accordance with these levels of planning, monitoring & evaluation:

- a) National level – NDPC and Ministry of Monitoring and Evaluation
- b) Sector level – MDAs
- c) Regional level – RCCs



d) District level – MMDAs

The institutional arrangement for operationalisation the national M&E system is shown below:

## 5.2 Roles and responsibilities for the National M&E system

### 5.2.1 National level:

- a) **Cabinet:** Cabinet must demand monitoring and evaluation reports of key national programmes and policies and use findings to inform decision making.
- b) **Parliament:** Parliament shall demand and use monitoring and evaluation reports in the performance of their oversight function.
- c) **Ministry responsible for Monitoring and Evaluation:** This ministry shall be the apex body responsible for the operationalization of the policy.



- d) **National Development Planning Commission:** NDPC shall coordinate the development of national M&E plans, their implementation and use of findings to inform government policies, programmes and projects.
- e) **Ministry of Finance (MoF).** The Ministry shall use evidence from M&E to support the budget process.
- f) **Office of the Head of Civil Service (OHCS).** The OHCS shall ensure that M&E and RSIM positions are created at all levels and filled with qualified personnel. The OHCS shall also coordinate performance reporting of the Civil Service and submit to Cabinet.
- g) **Ghana Statistical Service (GSS).** GSS shall ensure that adequate and quality data are available to support the M&E processes

### 5.2.2 Collaborating Institutions

- a) **Public Service Commission (PSC):** The PSC shall ensure recruitment of personnel with the requisite qualification and skills for M&E functions in public service. The PSC shall conduct performance assessment of the public service
- b) **Cross-Sectoral Planning Groups (CSPGs).** The CSPGs shall assist NDPC to define national core indicators and review M&E reports.
- c) **Ministry of Planning:** The MoP shall ensure timely development of the coordinated programme for socioeconomic development, which forms the basis for the national M&E results framework
- d) **Ministry of Information (Mol):** The Mol shall collaborate with key institutions for the effective dissemination of M&E results
- e) **Ghana Audit Service (GAS).** The GAS play undertake value for money assessment of all government programmes and activities with due regard to economy, efficiency and effectiveness.
- f) **Internal Audit Agency (IAA).** The IAA shall undertake auditing of the M&E processes to enhance efficiency, accountability and transparency in the management of resources in the public sector.
- g) **Civil Society Organization (CSOs).** CSOs shall provide advocacy, capacity building/professionalization and networking on M&E among various stakeholders.
- h) **Development Partners (DPs).** DPs shall provide technical and financial resource support to strengthen M&E at the sector/district-levels.
- i) **Academia and other research institutions.** These institutions shall assist in building M&E capacities and conducting research/evaluation to supply the needed evidence.

### 5.2.3 Sector level

- a) **Policy Planning, Monitoring & Evaluation (PPME) Directorates.** The PPMEs shall develop the sector M&E plans and ensure their timely implementation and reporting.
- b) **Research, Statistics and Information Management (RSIM):** RSIM shall support the M&E function with timely, adequate and quality data.

### 5.2.4 Sub-national structures for M&E implementation.

- c) **Regional Planning Coordinating Units (RPCUs).** The RPCU shall coordinate M&E functions at the regional level
- d) **District Planning Coordinating Units (DPCUs).** The DPCUs shall coordinate M&E functions at the district level.
- e) **M&E Steering (To be considered at final review meeting)**

## 3. Data Management and IT

Data shall be used to provide the evidence needed for M&E. Data must be gathered from various sources including administrative, financial and programme operations. Documentation, storage, sharing and maintenance of data shall focus on effective utilization of information technology to facilitate knowledge management, learning, skills development and training.

The NDPC, in collaboration with the Ministry for M&E shall establish and implement a National Monitoring and Evaluation Information System (NaMEIS) to coordinate real-time data collection, analysis, reporting and use for decision making.

GSS shall provide data quality assurance support for the M&E system.

## 5.4 M&E Capacity Development

### 5.4.1 Optimizing existing capacities

To ensure effective and efficient implementation of the policy there is the need to build M&E capacity in the key institutions mentioned in the above sections for proper functioning and sustainability of the national M&E system. The following measures will contribute greatly to an effective national M&E system:

- i. Reinforce the institutional arrangements with adequate staff to support and sustain effective M&E at all levels.
- ii. Coordinate and strengthen the existing mechanisms for measuring the performance of public servants at all levels.
- iii. Develop an integrated M&E system for the assessment of capacities and management performance of MDAs and MMDAs.
- iv. Evolve an efficient system for generating reliable and timely data on public service delivery using the existing M&E structures and staff at all levels.

- v. Manage the existing M&E institutional structure to provide an effective feedback mechanism that makes information available to the government, private sector and civil society at all times.

#### **5.4.2 Competencies for M&E**

All categories of M&E personnel such as evaluators, commissioners of evaluations, managers of evaluations, programme and project managers must have the required competencies for their roles. This can be demonstrated through completion of accredited M&E academic or professional programmes and demonstrable years of experience of working in the field of M&E. Details of competencies for the different M&E roles can be found in appendix 2. The following competencies however shall be required for all M&E assignments:

- i. Knowledge and skills in M&E concepts,
- ii. Database management and general ICT skills.
- iii. Knowledge and skills in facilitation,
- iv. Team- and consensus-building techniques,
- v. Data collection and analytical skills

Public service institutions must include required M&E competences in the scheme of service for the relevant class of professionals for the practice of M&E.

#### **5.4.3 M&E Capacity building**

Effective implementation of this policy demands robust, consistent progressive capacity building of key government actors and functionaries who will handle this function:

- i. Needs assessment of key M&E players. The capacity of all key players shall be built in order to deepen their appreciation of M&E in the implementation of Government interventions.
- ii. Mapping out of institutions (and their programme offerings) to support the M&E capacity building
- iii. Strengthening existing mechanism for measuring M&E performance of public servants at all levels

#### **5.5 M&E financing Arrangements**

The following shall serve as the main source of funding for M&E activities:

- i. **Intervention/programmes/project:** Provision of a percentage of the programme total sum to be allocated for M&E, this will include donor funded interventions.
- ii. **Strategic or cross-sector national programmes:** Evaluation of these interventions will be funded via direct budget allocation to NDPC/M&E Ministry

The Ministry of M&E, in collaboration with MoF, shall ensure that all donor funds are captured in the budget process and used for the purpose.

## **CHAPTER SIX: COMMUNICATION, LEARNING AND KNOWLEDGE MANAGEMENT**

### **6.1 Communication Plan**

The purpose of communication is to increase advocacy and publicity on demand for use of the policy, participation in the M&E process and ensure accountability for use of public resources. Communication planning for M&E related activities shall be detailed in the National M&E plans. This will include two major components namely; planning for publicity and advocacy around the M&E system in Ghana and planning communication of findings and results emerging from undertaking M&E activities.

There shall be a communication plan as part of the M&E planning at all levels. The communication plan shall identify the relevant stakeholder, the kind of the information they require, various channels of communication, targeted audience, frequency and method of dissemination and responsibility for providing the information.

The major objectives of the communication M&E Plan are to:

- i. Attract stakeholders' participation in the implementation of this policy
- ii. Create public awareness about the importance of M&E in the national development process
- iii. Build the public image of M&E as an effective tool for national development

### **6.2 M&E and Learning**

A sound Communication Learning and Advocacy (CLA) plan and approach must be developed to enable all agencies to integrate learning results into overall management objectives. Effective development organizations and institutions are effective learning organizations, committed to advancing a culture of learning good development practices. A Learning Framework shall be developed from the NMEP framework with the aim to adapt programmes and project approaches to changing circumstances, new knowledge and evidence in order to increase effectiveness and relevance; and to spur learning and capacity development and/or strengthening at every level. To achieve this learning objective, an approach will be adopted that includes being more purposeful in building and leveraging the evidence base to inform implementation. It will also be attuned and adaptive to unforeseen opportunities and challenges and changing contexts, and more effective in influencing others to do the same. Lessons learnt will be applied to all stages of programme and project life cycle.

**Strengthen learning and its use:** Due to the complex nature of national programming, the necessary space and mechanisms shall be instituted to strengthen feedback loops and internal learning processes, to enable a better understanding of what works, as well as what does not.

**Adaptive management and use of Monitoring, Evaluation and Learning (MEL):** to capture progress in high risk and uncertainty contexts, All MDAs are required to build on new MEL thinking, practices and tools to more effectively measure contribution in complex programming environments. Learning and knowledge management shall:

- i. Build a robust evidence base to strengthen learning and an understanding of what works and why for various interventions
- ii. Promote adaptive management techniques and the creative use of M&E tools in order to maximize the impact of tailored M&E support;
- iii. Capture the impact of strategically important, but 'soft' approaches, such as influencing, capacity building and access in order to show the logic and added value of those types of interventions.
- iv. Assist in developing an approach to build a stronger understanding of the value for money of government interventions.

Approaches to CLA will be unique and individualized against the budget, programs, operating context and other management factors. Expected strategies include:

### **Strategic Communications**

- i. Produce publications
- ii. Organize public events with partners and other stakeholders

### **Learning for Adapting Functions/Tasks**

- i. Facilitate regular meetings
- ii. Compile lessons learned
- iii. Share relevant information to government and other stakeholders
- iv. Document processes

### **Stakeholder Engagement**

- i. Facilitate workshops
- ii. Facilitate stakeholder buy-in activities
- iii. Facilitate stakeholder engagement and feedback

### **Facilitation**

- i. Facilitate learning, collaboration and coordination among implementing partners and other collaborators who have the greatest impact on results
- ii. Produce reflections on the implications of new learning

- iii. Produce plans for adapting programs accordingly
- iv. Establish a network of key stakeholders and organize periodic, appropriate opportunities to interact with them based on strategy implementation and evidence-based experience
- v. Annual M&E week

### **Internal Change Management**

- i. Assist core leadership staff to communicate a consistent message and develop appropriate incentives to advance learning and organizational development
- ii. Conduct analyses of organizational culture and time management studies to illuminate opportunities for making advances in LKM and provide a baseline for tracking organizational learning and change
- iii. Propose agendas for and facilitate sectoral portfolio reviews to identify areas of need, common learning needs, etc.
- iv. Establish organizational/attitudinal change for increased coordination, internal communications, open discussion, sharing and interaction among public sector actors, at all levels. Ensure that the national M&E system speaks to itself.
- v. Document and disseminate LKM in action examples of best practices and success stories

### **Implementation and Learning**

- i. Develop learning agendas based on key strategy documents and M&E results to identify key questions and critical knowledge gaps that need to be addressed. This will inform distinct levels of program, project and activity design, indicator choices, target setting, and potential future adjustments in implementation.
- ii. Consult with implementing partners and other stakeholders to better understand design, causal pathways, and implementation conditions underlying promising program results.
- iii. Serve as facilitator and assist with knowledge capture and sharing between staff, implementing partner staff and other stakeholders
- iv. Establish and facilitate the Advisory Council to provide informed advice and constructive suggestions to government technical specialists on program performance and development context

## **6.3 Knowledge Management**

Knowledge Management shall focus on effective utilization of technology to document, store, share, map, and maintain information on program management best practices, employee and implementing partner resources, after action learning resources, skills development and training.

Strategies include:

### **Actions and Activities for Creating a Knowledge-Sharing Culture**

- i. Augmenting position descriptions for staff members whose job is primarily to share knowledge
- ii. Knowledge-sharing and/or mentoring goals as part of an employee's performance plan.
- iii. Establishing a reward system to recognize staff for sharing knowledge through formalized incentives
- iv. Formalizing regular networking opportunities within the MDAs for the sharing of knowledge, including brown bags, presentations by experts and subject-matter workshops

### **Actions and Activities for Supporting the Knowledge Management Process**

- i. Integrate knowledge sharing and learning into development programs and activities, including drafting language to be included in contracts for implementing partners
- ii. Provide incentives and recognition for knowledge sharing and innovation by implementing partners
- iii. Create capacity for simplified information access by developing a system for standard information classification (taxonomy) and filing structures in MDAs.
- iv. Establish After-Action Learning processes to enable strategic planning teams to benefit from and pass on lessons learned.

### **Actions and Activities for the Effective Utilization of Technology**

- i. Develop a document management system for organizing and retrieving documents
- ii. Maintain an Intranet as an employee portal that serves as a one-stop shop to share and retrieve multiple sources of information.
- iii. Carry out knowledge mapping to identify the knowledge that the MDA want to manage.
- iv. Institute After-Action Learning programs.
- v. Institutionalize and promote available training programs that provide staff members with the understanding and skills to use new knowledge-sharing technologies and processes.

## **6.4 Utilization of Results from M&E**

Use of M&E results are categorised into three levels namely; policy, institutions and operations

Policy level:

- M&E results shall inform development of new policies and review of existing policies

- Government, including Cabinet and Parliament, and funders may proffer strategic policy changes in response to the M&E results.

#### Institutions:

- M&E results may lead to changes in the internal systems of the institution that is managing the interventions
- Functional review of institutions
- Examine and facilitate implementation of results that will lead to improvement in the internal management system affecting or necessitating changes in policies/procedures and regulations.
- They may also require specific capacity enhancement in project management, M&E knowledge and skills among others
- Social accountability tools will be used as essential tools to obtain and provide a feedback on M&E results to beneficiaries and citizens of projects and programmes. The M&E results are required to be used as a key input for enhancing citizens' ability to hold MMDAs and MDAs accountable.
- The results from M&E provide a clear indication of performance and therefore serve as a good basis for rewards and sanctions. This will be expressed in terms of individual promotions and awards, resource incentives for institutions and commendations

#### Operations level

- The M&E results might also point to some changes in operations including budgeting and funding processes, sequencing and timing of activities and other specific areas including choice of technology application

The M&E results are of much relevance to external stakeholders, including beneficiaries and decision-makers who should be supported to make necessary changes in response.

#### **Review of Policy**

**The policy shall be reviewed every five (5) years**



## Appendices

### Appendix 1: Glossary

### Appendix 2: M&E Competencies

#### Organizational

- Strategic thinking and organizational development: Personal influence
- Demonstrating Leadership: Personal leadership and attitude to change
- Learning, sharing knowledge and innovating: Continuously seeks to learn, shares knowledge and innovates
- Focusing on clients: Focuses on clients
- Problem solving and decision making: Demonstrates sound problem solving and decision-making ability
- Managing time, resources and information: Manages own time, information and resources effectively
- Team Work: Consensus building techniques to contributes effectively to the team
- Communicating and negotiating: Communicates effectively: creates understanding between self and others
- Building relationships and partnerships: Builds and maintains effective working relationships
- Managing performance and developing M&E staff: Manages M&E staff and teams effectively

#### Technical/Functional

- Thorough knowledge of and proven experience in results-based M&E programmes.
- Good knowledge of pro-poor M&E policy approaches.
- Strong analytical skills in order to identify M&E challenges, both programmatic and operational, and develop viable solutions. Analytical skills are also essential for identifying opportunities to promote new M&E strategies and initiatives.
- Communicate effectively with different stakeholders (civil society, government authorities, local communities, project staff). Listens effectively to engage others.
- Writes clearly, succinctly and convincingly.
- Computer skills: thorough knowledge of PeopleSoft ERP as well as full command of Microsoft applications (Word, Excel, PowerPoint) and common Internet applications.

**Phasing (see tables below)**

<b>Element of National M&amp;E System</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>
National M&E Plan	Approved Sept for 2020	Approved? for 2021	Approved? for 2022	Approved? for 2023
Establishment of CSPG (max 25pp)	Functional	Operating	Operating	Operating
Sector M&E Plan			Designed	Implemented
Audit of existing evaluations	Audit undertaken, and repository created	Reports summarise learnings by sectors for reporting to Cabinet	Repository added to as new evaluations complete	Repository added to as new evaluations complete
Evaluations	Pilot evaluation	2 national evaluations	3 national evaluations	4+ national evaluations per annum
National Annual Progress & Evaluation Reports (NAPER):		2019 report produced by June 2020	2020 report produced by June 2021	2021 report produced by June 2022
Poverty and Social Impact Analysis (PSIA)		System designed and piloted	System implemented	System operating across national governments
Competences	Completed	Used for training courses and specifications for service providers		
Scheme of service for M&E professionals		Approved	Scheme implemented	
Short courses in M&E	Designed	Implemented 100 people trained	300 people trained	300 people trained per annum
Standards	Commissioned and approved	Quality assessment being undertaken	Quality assessment being undertaken	Quality assessment being undertaken

