

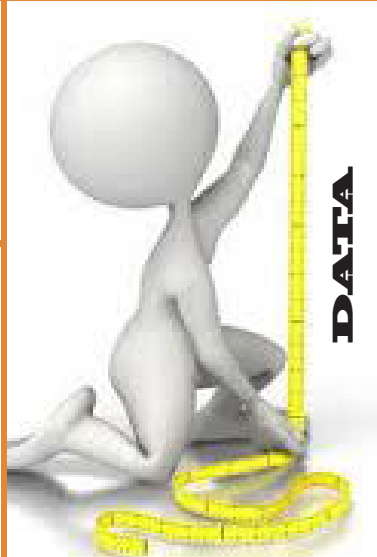


Republic of Zambia

Ministry of National Development Planning

National Monitoring and Evaluation Policy Implementation Plan 2019 - 2023

Results-oriented, evidence-based, integrated and well-coordinated
Government-wide Monitoring and Evaluation System for improved
development results



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For comments and additional information,
Please contact:
Monitoring and Evaluation Department
P.O. Box 30147
Lusaka

Tel: +260 211 250886
Website: www.mndp.gov.zm



National Monitoring and Evaluation Policy **Implementation Plan** **2019 - 2023**

Results-oriented, evidence-based, integrated and well-coordinated Government-wide Monitoring and Evaluation System for improved development results

**Ministry of National Development Planning
Lusaka, Zambia**

February, 2019

Foreword



The development of this National Monitoring and Evaluation Policy demonstrates a strong commitment by the Government of the Republic of Zambia (GRZ) towards achieving and effective measurement of the results of development plans and programmes being implemented country wide. The National Vision 2030's aim of attaining a prosperous middle income status can only be effectively assessed through a robust and well-coordinated national Monitoring and Evaluation (M&E) system that is based on a clear policy and legal framework. In this respect, the Government has developed the National Planning and Budgeting Bill, and the Statistics Act, 2018 which together with the National Monitoring and Evaluation Policy shall ensure that development planning, implementation, and monitoring and evaluation are effectively coordinated and conducted.

The Policy is aimed at strengthening the monitoring and evaluation function among stakeholders in the country. The situational analysis upon which the development of this Policy is based, clearly shows inadequacies in capacities to effectively conduct the M&E function by most Ministries, Provinces and other Spending Agencies (MPSAs). The inadequacies include insufficient and inappropriately skilled M&E staff, lack of systems for generating data, including poor management of information to support the measurement of results in a more coordinated and cost effective way. This Policy addresses these and many other inadequacies in the country wide M&E systems.

Government looks forward to the effective implementation of this Policy to achieve a more coordinated approach to M&E. I, therefore, urge all stakeholders to fully support the implementation of this Policy at all levels. A strengthened and robust national M&E system shall benefit the Zambian people by ensuring that development is results-oriented and the development outcomes are clearly demonstrated through evidence generated by M&E systems.

I look forward to the effective implementation of this Policy to ensure that its objectives are fully attained within the shortest possible time.

A handwritten signature in black ink, appearing to read 'Alexandar Chiteme'. The signature is stylized and written in a cursive-like font.

Hon. Alexandar Chiteme, MP & Minister
Ministry of National Development Planning

February, 2019

Acknowledgments



The development of this Policy included wider stakeholder consultations. We, therefore, wish to extend profound appreciation and thanks to all individuals and institutions that provided input into this Policy during stakeholder consultations. We thank GOPA Consultants for coordinating the work and providing valuable input and guidance to the Ministry.

Recognition is given to the role played by the staff of the Ministry of National Development Planning, in particular the Department of Monitoring and Evaluation for providing direction and leadership. Recognition is also given to the technical input provided by the Zambia Monitoring and Evaluation Association. Special appreciation is extended to the current Minister for National Development Planning, Honourable Alexander Chiteme MP, the former Minister, Mr Lucky Mulusa, and the former Permanent Secretary in charge of Development Cooperation, Monitoring and Evaluation, Dr. Auxilia B. Ponga for their leadership during the Policy development process.

We extend profound appreciation and gratitude to the European Union for supporting the entire development process of this Policy, and to UNICEF Zambia for support towards editorial preparation and printing of the Policy.

The full implementation of the Policy by all stakeholders will ensure that the implementation of national development plans, programmes and projects at all levels are adequately and appropriately assessed using evidence generated from standard methodologies that conform to international best practices.

A handwritten signature in blue ink, appearing to read 'Mushuma'.

Mushuma Mulenga (Mr.)
**Permanent Secretary
Development Cooperation,
Monitoring and Evaluation**

A handwritten signature in blue ink, appearing to read 'Chola'.

Chola J. Chabala (Mr.)
**Permanent Secretary
Development Planning
and Administration**

February, 2019

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Working Definitions

Accountability	Obligation to demonstrate that work has been conducted in compliance with agreed rules and standards or to report fairly and accurately on performance results vis a vis mandated roles and/or plans.
Activity	Courses of actions undertaken or work performed through which inputs, such as funds, technical assistance and other types of resources are mobilized to produce specific outputs and ultimately desired objectives and goals.
Baseline information	Information pertaining to the situation obtaining prior to the intervention, against which progress or the effect of an intervention can be assessed or compared.
Development objective	Intended impact contributing to physical, financial, institutional, social, environmental, or other benefits to a society, community, or group of people via one or more development interventions.
Effectiveness	The extent to which programme and project objectives were achieved.
Efficiency	A measure of how economically resources or inputs are converted into results.
Evaluation*	A systematic and objective assessment of an on-going or completed policy, programme or project in terms of design, implementation and results (outputs, outcomes or impact) achieved against set targets.
Goal*	A broad and long-term objective that a policy, programme or project intends to accomplish.
Impact*	Long-term outcome of a policy, programme or project that can be directly or indirectly attributed to the policy, programme or project implementation. This may be positive or negative, intended or unintended.
Indicator*	A quantitative or qualitative factor or variable that provides a simple and reliable means to measure change, to reflect the changes connected to an intervention, or to help assess the performance of a development actor.
Inputs*	Resources invested or used in the implementation of a policy, programme or project, which may include financial, human, time and materials.

Lessons learnt	Findings and experiences based on instruments such as monitoring, evaluation, focus group discussions, workshops etc. on implementation process of projects, programmes, or policies that can be generalised to broader situations.
Monitoring	A continuous, systematic and objective collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds.
National Performance Framework	A tool which provides parameters for measuring national wellbeing covering a range of economic, health, social and environmental indicators and targets.
Non-State Actors	Organisations with sufficient power to influence and cause a change even though they do not belong to any established institution of the state.
Objective*	A statement that is specific, measurable, achievable, realistic and time-bound that describes the intended outcomes of a policy, programme or project.
Outcome*	A medium-term change or effect resulting from the implementation of a policy, programme or project.
Output*	The products, goods or services which result from the implementation of a policy, programme or project.
Project*	A set of well-planned and interrelated activities aimed at achieving a specific objective(s) in a stipulated timeframe.
Programme*	A set of well-planned projects that contribute towards attainment of a specific goal(s).
Policy*	A statement of goals, objectives and courses of action outlined by the Government to provide guidance for its actions.
Performance*	A measure of the degree to which a policy, programme or project achieves intended results based on an objective system of assessment.
Recommendation*	A proposal or suggestion made following an objective assessment of a policy, programme or project.
Relevance*	The extent to which the objectives of a policy, programme or project are aligned to the expectations of the beneficiaries.

Result*	An output, outcome or impact arising from the implementation of a policy, programme or project. This may be intended or unintended, positive or negative.
Results Chain*	The causal sequence for a policy, programme or project for achieving desired objectives beginning with inputs, moving through activities and outputs, and culminating in outcomes, impacts, and feedback.
Results-Based Management (RBM)*	A management strategy focusing on planning, implementation, and performance assessment aimed at achieving a set of specified outputs, outcomes and impacts.
Targets	A realistic and measurable milestone set to be achieved within a specific time frame of implementing a policy, programme or project.
Stakeholders	Agencies, organisations, groups or individuals who have a direct or indirect interest in the development intervention or specific outcomes.

Acronyms

CAG	Cluster Advisory Group
CP	Cooperating Partner
CSO	Central Statistical Office
DDCC	District Development Coordinating Committee
EU	European Union
GRZ	Government of the Republic of Zambia
GW-M&E/MIS	Government Wide Monitoring and Evaluation/Management Information System
IFMIS	Integrated Financial Management Information System
IT	Information Technology
JSE	Joint Sector Evaluation
KPI	Key Performance Indicator
KRA	Key Result Area
M&E	Monitoring and Evaluation
MIS	Management Information System
MNDP	Ministry of National Development Planning
MoF	Ministry of Finance
MPSA	Ministries, Provinces and Other Spending Agencies
MTEF	Medium Term Expenditure Framework
NDCC	National Development Coordinating Committee
NDP	National Development Plan
NPF	National Performance Framework
NSDS	National Strategies for the Development of Statistics
NSS	National Statistical System
PDCC	Provincial Development Coordinating Committee
PFMR	Public Financial Management Reform
SPF	Sector Performance Framework
TSA	Treasury Single Account
WDC	Ward Development Committee

1.0 Introduction

This Implementation Plan for the National Monitoring and Evaluation Policy covers the period from 2019 to 2023 and presents the action plan that sets out the objectives, targets and actions to be implemented by Government by 2023.

The Plan, therefore, provides the roadmap for a functional, effective and efficient Government-wide Monitoring and Evaluation Management Information System (GW-M&E/MIS) that provides real time feedback on the implementation status of all development interventions across the country. This shall enable the Government and all stakeholders to be more responsive to requirements of good governance, accountability, transparency and enhanced effectiveness in the implementation of national policies, plans, programmes and projects in order to improve the living standards of the people.

With the formulation of the National Performance Framework (NPF) including Key Performance Indicators (KPIs) and the National Monitoring and Evaluation Policy, there is a results-based management (RBM) frameworks in place to promote and enhance the required “culture of performance” within the Government. Thus, this Implementation Plan clarifies the actions needed to be undertaken by all Ministries, Provinces and other Spending Agencies (MPSAs) to successfully implement the National Monitoring and Evaluation Policy. In that regard, the Plan is supposed to be read together with the Policy.

The NPF, the National Monitoring and Evaluation Policy and this Implementation Plan form part of the GW-M&E/MIS that shall effectively measure progress towards the achievement of Vision 2030, the national development plans (NDP), programmes and projects to be implemented by the (MPSAs).

2.0 Implementation Arrangements

The Ministry responsible for the national monitoring and evaluation function shall provide oversight, coordination and backstopping in implementing the activities that will support the development of a robust Government-wide M&E-MIS across government and M&E systems among non-state actors. The Government shall, therefore, ensure alignment of various development strategies and initiatives to the implementation of the Policy.

2.1 Functional M&E Structures

All MPSAs shall ensure the structures of Planning, Monitoring & Evaluation and Statistics Departments/Units with equal status are enhanced or established where they are non-existent. The organisational structure of the Planning, Monitoring and Evaluation and Statistics Departments/Units shall be commensurate with the needs, scope of work and responsibilities of each MPSA. The M&E Departments/Units at national, provincial and district levels shall be capacitated in order to adequately undertake monitoring, evaluation, statistical analysis and reporting functions.

The M&E Departments/Units shall be responsible for the development, management and coordination of monitoring and evaluation activities in the organisation. The M&E Departments/Units, in collaboration with statistical departments and units, shall also coordinate and ensure timely generation of quality data, information and reports based on the defined Key Result Areas (KRAs), KPIs and output targets. The M&E Departments/Units collaborate with IT Departments/Units in the establishment and maintenance of IT-enabled M&E systems.

2.2 Monitoring

To adequately monitor the performance of national policies, programmes and projects to ensure realisation of the NDP and national long-term vision objectives, all MPSAs shall be required to establish and implement the following:

2.2.1 Performance Frameworks

All line ministries, including the districts, shall, in a broad-based consultative manner, develop performance frameworks based on KRAs and KPIs. The frameworks shall be aligned to the NPF and the NDPs* strategic objectives.

2.2.2 Results based Planning and Budgeting

All MPSAs including the districts, shall develop development plans, medium-term expenditure frameworks (MTEFs) and annual budgets based on agreed outputs mapped to KRAs and KPIs. The development of these planning and budgeting frameworks shall be informed by evidence from performance frameworks.

2.2.3 Regular Performance Monitoring and Reporting

All MPSAs shall be required to conduct periodic results-based monitoring to track and assess whether the expected outputs and outcomes of the development initiatives in NDPs are likely to be achieved. Implementing agencies shall collect relevant data and information, analyse and present it in a format and structure that enables users to gain easy access and utilisation.

The planning and conduct of periodic monitoring activities shall also take place at ward level by the Ward Development Committees (WDCs), at district level by the District Development Coordinating Committees (DDCCs), at province level by the Provincial Development Coordinating Committees (PDCCs), and at national level by ministries, and the National Development Coordinating Committee (NDCC). Periodic (quarterly and annually or as prescribed) progress reports in the agreed formats and timeframes are expected to be produced by all implementing agencies across the government including sub-national structures. The reports of these monitoring activities at each level shall be forwarded to the next higher level for consideration and possible action.

2.2.4 Budgeting for Monitoring Activities

Budgeting for annual monitoring activities by each MPSA shall be between 5% and 10% of its recurrent non-emolument annual budget as may be guided by Ministry of Finance and Cabinet Office. The budget shall be ring-fenced and used as operational costs for data collection, storage, analysis and periodic progress reporting. The Ministry of Finance shall ensure that adequate finances are allocated to each MPSA to conduct monitoring activities in line with the requirements stipulated in the National and Evaluation Policy.

2.3 Evaluation

Evaluations shall be conducted on national policies, programmes and projects to ensure relevance, efficiency, effectiveness, appropriateness and sustainability of government interventions. In building and promoting an evaluation culture across government, all national policies, programmes and projects shall be eligible for evaluation before, during or after implementation.

In developing national policies, programmes and projects, and to support effective evaluations of such, the following shall be considered:

- i) A Baseline study during their preparatory design phase;
- ii) A clear results framework as a basis for evaluating impact and assessing effectiveness and efficiency;
- iii) A Mid-term evaluation at their mid-point of implementation to assess progress against set objectives, milestones and targets and provide feedback and recommendations for corrective measures; and;
- iv) A standard final evaluation to ensure feedback and promote learning.

2.3.1 Evaluation of National Development Plan Programmes

Evaluation of National Development Plan programmes will be undertaken within the context of established structures for coordination and implementation of national development planning frameworks. Within the established structures for development coordination, the lead implementing MPSA whose policy, programme or project is identified for evaluation, shall be responsible for the planning and oversight on such evaluations. The ministry responsible for coordinating monitoring and evaluation at national level, shall provide technical backstopping and support.

Management of evaluation processes shall be participatory and shall include relevant institutions. Membership shall include, at a minimum, the ministries responsible for national development planning, monitoring and evaluation, finance, the agency responsible for national statistics. Further, development partners, relevant private sector, academia, civil society and community shall be represented.

For national evaluations, the structures responsible for national development coordination, in collaboration with MPSAs, shall commission external evaluators to evaluate selected policies, programmes and projects. This is in order to ensure independent evaluation practice.

Other evaluations shall be conducted at sector or institutional level with participation of all relevant stakeholders. Across the various government agencies, joint evaluations will also be required to be undertaken to augment synergies across sectors and ensure a more integrated and coordinated assessment of outcomes and impact of development interventions.

2.3.2 Evaluation Plans

All MPSAs shall prepare and implement evaluation plans for policies, programmes and projects in collaboration with relevant key stakeholders. Evaluation plans shall include:

1. A Workplan;
2. Roles and responsibilities;
3. Clear programme theory of change;
4. A description of the various categories of evaluation to be conducted i:e (mid-term, final, impact evaluations etc.) depending on the status of programme or project implementation;
5. A detailed budget;
6. Evaluation standards to be followed; and
7. Strategy for utilisation of findings.

2.3.2 Evaluation Selection Criteria

The following criteria, (to be regularly reviewed by Government), shall guide selection of national policies, plans, programmes and projects for evaluations:

- a) Plans, programmes and projects that exceed 10% of the institutional development budget;
- b) Interventions that overrun the allocated budget and implementation timeframe;
- c) Sector and multi-sectoral interventions prioritised for implementation in the National Development Plan; and
- d) Interventions classified as of high potential in fostering development at local and national level to support achievement of medium and long-term strategic development objectives as demanded by stakeholders.

2.3.3 Evaluation Results Uptake

All performance reviews and evaluations shall contain specific, targeted and actionable recommendations. The responsible agencies for the identified actions shall provide, within a stipulated time-frame, a clear management response detailing their proposed actions and time-frame to address the recommendations. The Government, through a relevant Cabinet committee, shall regularly monitor the implementation of agreed actions.

2.4 Accountability Mechanisms

2.4.1 Institutional Accountability

All MPSAs shall be held accountable for the achievement of output, outcomes and targets that are set in their implementation plans and approved annual budgets linked to the NDP results framework. Standard tools such as Balanced Score Cards (BSCs) shall be applied in measurement of results. The quarterly monitoring process is the accountability mechanism that will ensure in-year documentation of progress. In addition, annual progress reporting will ensure tracking of the set annual developmental targets. Institutions are mandated to produce annual reports in compliance with constitutional reporting requirements. Upon review, the success or failure to achieve the set targets shall have direct bearing on the resources to be provided to the institution in future budget allocations.

2.4.2 Personnel Accountability

Personnel at all levels of government shall be held accountable for the achievement of Key Results Areas (KRAs) as stated in their institutional plans. Upon performance appraisal the success or failure to achieve the targets shall impact upon the overall institutional performance.

2.5 Establishment of integrated Government-wide M&E/MIS

To enable standardised, systematic, integrated and automated timely data collection, compilation, analysis, storage and performance reporting against agreed performance indicators in the NDP and annual budgets, the Government-wide M&E/MIS shall be used by all MPSAs.

The development and functions of the Government-wide M&E/MIS shall continue to be guided by the national development planning frameworks. The quality of data and management of information in the GWME – MIS will be guided by the National Strategy for the Development of Statistics (NSDS). To ensure functionality of the Government-wide M&E/MIS, the institution responsible for coordination and management of Information Communications Technology (ICT) systems for government shall set the standards, procedures and guidelines.

2.6 Use of M&E Results

All MPSAs shall use M&E results to inform decision making and to improve service delivery. The M&E results shall be used for:

- i) Strategic planning;
- ii) Policy, programme and project designing and redesigning;
- iii) Making decisions on resource allocation and to achieve effective budget process management;
- iv) Feedback and learning for continuous improvements in policy, programme and project planning and implementation; and

Fulfilling Government's accountability obligation to the citizens by providing relevant information on the progress of implementation of policies, programmes and projects.

2.7 Dissemination of M&E Results

There shall be various reports and other M&E information products which will easily be accessible in a timely manner and formats for all stakeholders in accordance with the current laws and guidelines.

Each agency undertaking development work that impacts on the welfare of the public shall develop a communication strategy to ensure effective communication and dissemination of the M&E results. M&E information, reports and other knowledge products may be made accessible through print or electronic format.

2.8 Capacity Development in M&E

To effectively implement the requirements set out in the National M&E Policy, the training and development of M&E capacity across MPSAs shall be conducted in a coordinated manner. Government will facilitate collaboration with reputable academic institutions and other partners to support the development of national M&E capacity development programme which shall be used to conduct a comprehensive nation-wide M&E training. The academia and other training institutions shall uphold the highest standards in the delivery of M&E training to ensure continuous development of skilled and competent M&E practitioners to support the M&E function across the country, including at district level.

Institutional capacity enhancement through coaching and mentoring shall also be undertaken with the leadership of the ministry responsible for coordinating monitoring and evaluation at national level and in collaboration with key M&E stakeholders. However, each MPSA shall be responsible to develop and implement a monitoring and evaluation capacity building plan with adequate resources.

3.0 Vision, Objectives and Strategic Measures

The Vision, Objectives and Strategic Measures of the National Monitoring and Evaluation Policy are as follows:

3.1 Vision

“A results oriented, evidence-based, well-coordinated, Integrated and robust Government - Wide Monitoring and Evaluation System for improved development results”

3.2 Overall Policy Objective

The overall objective of the National Monitoring and Evaluation Policy is:

“To develop a robust Government-wide results-based monitoring and evaluation system for improved development results”

3.3 Specific Objectives

The specific objectives of the National Monitoring and Evaluation Policy are:

1. To establish a framework that supports improved coordination, implementation and conduct of M&E activities at national, provincial, district as well as sub-district levels;
2. To develop M&E guidelines and standards and promote adherence to best practices that are internationally accepted;
3. To support the establishment and strengthening of management information systems at all levels of governments for effective analysis of data, management of information and measurement of results;
4. To develop and strengthen the culture to demand and utilise M&E information, statistics and knowledge for quality decision making at national and sub-national levels;

5. To provide clarity on structures, roles and responsibilities for monitoring and evaluation functions across Government, including at district level; and
6. To strengthen institutional M&E capacities at national, provincial, district and sub-district levels.
7. In order to achieve the Policy vision, its overall objective and specific objectives, the following strategic measures, activities, indicators and targets stipulated for each specific objective shall be implemented, measured and pursued as detailed in the tables below in Section 4.

4.0 Policy Implementation and Monitoring and Evaluation Framework

4.1 Results-based Performance Approach

Policy Measures	Specific Activities -2019	Key Performance Indicators	Milestones (by 2021)	Targets 2023	Responsible Institutions
Strategic Objective 1: To establish a framework that supports improved coordination, implementation and conduct of M&E activities at national, provincial, district as well as sub-district levels.					
a)	<ul style="list-style-type: none"> Establish functional national, provincial, district and sub-district M&E technical working groups/sub-committees 	Functional M&E technical working groups/ sub-committees at all levels of government	Functional M&E technical working groups/ sub-committees at national and provincial level	Functional M&E technical working groups/sub-committees at national, provincial and district level	<ul style="list-style-type: none"> All MPSAs Lead institutions; Cabinet Office, MNDP
b)	<ul style="list-style-type: none"> Align all policies, plans, budgets, programmes and projects to the NDPs and national Vision goals 	Policies, plans, budgets programmes and projects aligned to NDP and national vision	Policies, plans, budgets, programmes and projects be aligned to NDP and national vision	Policies, plans, budgets, programmes and projects aligned to NDP and national vision	<ul style="list-style-type: none"> All MPSAs Lead institutions; Cabinet Office, MNDP and MoF

Policy Measures	Specific Activities -2019	Key Performance Indicators	Milestones (by 2021)	Targets 2023	Responsible Institutions
c)	Align measurement frameworks for all policies, plans, budgets, programmes and projects to the NPF key result areas (KRAs) and their key performance indicators (KPIs)	Institutional performance indicators aligned to NPF and Key Result Areas	Performance frameworks institutionalised in MPSAs	Performance frameworks operational and institutionalised at all government levels	All MPSAs supported by Cabinet Office and MNDP
d)	Establish a well-functioning and robust Government-wide M&E/MIS.	Proportion of MPSAs with functional M&E frameworks	50 percent of all MPSAs with functional M&E frameworks.	All MPSAs at national, provincial and district level with functional M&E frameworks	All MPSAs supported by Cabinet Office and MNDP
	<ul style="list-style-type: none"> Align measurement frameworks for all current policies, plans, budgets, programmes and projects to the NPF, KRAs and KPIs 				
	<ul style="list-style-type: none"> Disseminate the National M&E Policy and sensitize all MPSAs 				
	<ul style="list-style-type: none"> Formulate M&E frameworks for all MPSAs 				
	<ul style="list-style-type: none"> Establish reporting timelines 				
	Establish information dissemination/communication guidelines				

Policy Measures	Specific Activities -2019	Key Performance Indicators	Milestones (by 2021)	Targets 2023	Responsible Institutions
e)	<ul style="list-style-type: none"> Promote results-based Planning and Budgeting by ensuring that all programmes and projects included in the annual plans and budgets are adequately mapped to the medium and long-term strategic development objectives, KRAs with appropriate KPIs 	<ul style="list-style-type: none"> Develop results-based plans and budgets based on institutional KRAs & KPIs specified in the NPF, NDP and national vision 	Proportion of MPSAs' with plans and budgets aligned to national KRAs & KPIs	All MPSAs Plans and budgets for all MPSAs aligned to national KRAs & KPIs in the NPF and NDP	Parliament including all MPSAs, Cabinet Office, MoF and MNDP
f)	<ul style="list-style-type: none"> Institutionalise the conduct of M&E across government and non-state actors by enhancing capacities and providing adequate budgetary allocation and other resources 	<ul style="list-style-type: none"> MPSAs conduct periodic monitoring of performance of development initiatives and produce progress reports 	M&E progress reports on MPSAs performance	All MPSAs produce periodic M&E progress reports in line with reporting timelines	Parliament and all MPSAs

Policy Measures	Specific Activities -2019	Key Performance Indicators	Milestones (by 2021)	Targets 2023	Responsible Institutions
g)	<ul style="list-style-type: none"> Promote and support results-based M&E training and capacity building across government and non-state actors Conduct results-based M&E training and capacity building for all MPSAs including districts. 	<ul style="list-style-type: none"> Standardized national M&E training manual Targeted M&E capacity building & training rolled-out 	At least half of all the targeted MPSA staff have been provided with M&E capacity building & training specific to their needs	All the targeted MPSA staff have been provided with M&E capacity building & training specific to their needs	Cabinet Office, MoF, MNDP and Cooperating Partners

4.2 Government wide M&E-MIS System

Policy Measures	Specific Activities -2018	Key Performance Indicators	Milestones (by 2021)	Targets 2023	Responsible Institutions
Strategic Objective 2: To develop M&E- MIS guidelines, standards and promote adherence to best practices					
a) Develop and operationalize national monitoring, evaluation and reporting manuals, guidelines and tools to guide all MPSAs on how to develop, standardise, coordinate and roll-out their M&E- MIS functions.	<ul style="list-style-type: none"> Coordinate and support development of M&E guidelines and manuals 	M&E guidelines and manuals in place	M&E functions and systems institutionalised in all MPSAs	M&E functions and systems institutionalised in all MPSAs	Parliament, Cabinet Office and all MPSAs
b) Promote and strengthen coordination between government and non-state actors to eliminate proliferation of IT systems, related transaction costs and improve on interconnectivity and interoperability among the IT-enabled M&E systems; and	<ul style="list-style-type: none"> Support the development of guidelines for establishment of IT systems in government; 	<ul style="list-style-type: none"> Guidelines in place for IT-enabled management information systems (MISs). 	<ul style="list-style-type: none"> All MPSAs have integrated IT-enabled M&E management information systems (MISs). 	All MPSAs have integrated IT-enabled M&E management information systems (MISs).	Cabinet Office, CSO, MNDP, SMART Zambia Institute and all MPSAs

Policy Measures	Specific Activities -2018	Key Performance Indicators	Milestones (by 2021)	Targets 2023	Responsible Institutions
	<ul style="list-style-type: none"> Strengthen coordination of the M&E function with the e-Government steering and coordinating structures. 				
c)	<ul style="list-style-type: none"> Promote standard results-based M&E-MIS training and capacity development across government and non-state actors to enable the effective and complete roll-out of the Government-wide M&E-MIS programme. 	<ul style="list-style-type: none"> A standardized national M&E-MIS training manual / modules developed 	<ul style="list-style-type: none"> At least half of all the targeted MPSA staff have been provided with M&E-MIS capacity development & training specific to their needs 	<ul style="list-style-type: none"> All the targeted MPSA staff have been provided with M&E-MIS capacity development & training specific to their needs 	Cabinet Office, MNDP and all MPSAs
		<ul style="list-style-type: none"> Targeted M&E-MIS capacity development and training rolled-out 			

4.3 Access to Data and Information

Policy Measures	Specific Activities -2019	Key Performance Indicators	Milestones (by 2021)	Targets 2023	Responsible Institutions
Strategic Objective 3: To support the establishment and strengthening of management information systems at all levels of governments for effective analysis of data, management of information and measurement of results					
a) Promote the development of standardized mechanisms and processes for data collection and analysis to ensure availability and accessibility of M&E data and information	<ul style="list-style-type: none"> develop specific data collection and analysis tools and guidelines 	<ul style="list-style-type: none"> Data collection and analysis tools developed for targeted MPSAs. 	<ul style="list-style-type: none"> Data collection and analysis tools developed for targeted institutions at national and provincial levels. 	Data collection and analysis tools developed for targeted institutions at national, provincial and district levels.	Cabinet Office, MNDP, all MPSAs
b) Promote the development and strengthening of MIS initiatives across government and non-state actors alongside the development and strengthening of M&E systems	<ul style="list-style-type: none"> Support and facilitate establishment of M&E-MIS forums within the national development coordination and implementation structures. 	<ul style="list-style-type: none"> M&E-MIS stakeholder forums established. 	<ul style="list-style-type: none"> M&E-MIS stakeholder forums established at national level. 	M&E-MIS stakeholder forums established at all levels of government.	All MPSAs supported by Cabinet Office, MNDP and SZI

Policy Measures	Specific Activities -2019	Key Performance Indicators	Milestones (by 2021)	Targets 2023	Responsible Institutions
c) Promote the establishment and strengthening of functional Information and Technology (IT) Departments/Units across MPSAs	<ul style="list-style-type: none"> Support the establishment of fully capacitated IT department/units in each MPSA 	<ul style="list-style-type: none"> Functional IT department/units in each MPSA 	<ul style="list-style-type: none"> IT departments/units established at national and provincial levels 	IT departments/units established at national, provincial and district levels	Cabinet Office (MDD); MNDP; MoF; SZI and other MPSAs
d) Promote the deployment and development of appropriate IT capacities across government in support of effective and functional IT Departments/Units to support effective analysis of data, management of information for M&E-MIS	<ul style="list-style-type: none"> Conduct a phased IT capacity development and training programme 	<ul style="list-style-type: none"> Targeted IT capacity development and training rolled-out to all MPSAs 	<ul style="list-style-type: none"> At least half of all the targeted MPSA staff have been provided with IT capacity development and training 	All the targeted MPSA staff have been provided with IT capacity development and training	Cabinet Office, MoF, MNDP, SZI and Cooperating Partners
e) Promote a culture of information and knowledge sharing preferably by utilising IT based systems at all levels to increase access to real-time data for decision-making and programme or project implementation	<ul style="list-style-type: none"> Develop and roll-out a standardized knowledge management and information dissemination strategy for use by all MPSAs 	<ul style="list-style-type: none"> A standardized knowledge management and information dissemination strategy in place 	<ul style="list-style-type: none"> All MPSAs, at national level, have a customized knowledge management and information dissemination strategy 	All MPSAs at all levels of government have a customized knowledge management and information dissemination strategy	All MPSAs

4.4 Utilization of M&E data and information

Policy Measures	Specific Activities -2019	Key Performance Indicators	Milestones (by 2021)	Targets 2023	Responsible Institutions
Objective 4: To develop and strengthen the culture to demand and utilise M&E information and knowledge for quality decision making at national and sub-national levels					
a)	Promote demand for and timely dissemination of M&E results, research findings and recommendations to inform the design, implementation and review of policies, programmes and projects	Generate and publicise M&E products to stakeholders	Web-Based portal established and operational	Web-Based portal established and updated and accessible by all stakeholders	All MPSAs
b)	Promote and strengthen capacities to prepare and disseminate information and reports including prompt response to stakeholders and public information needs across government and non-state actors	MPSAs develop knowledge management and information dissemination strategy for prompt feedback and response to stakeholders and public queries on policies, development plans, programmes and projects	Knowledge sharing platforms a national and provincial levels established	Knowledge sharing platforms at national and provincial levels operational	All MPSAs

Policy Measures	Specific Activities -2019	Key Performance Indicators	Milestones (by 2021)	Targets 2023	Responsible Institutions
c) Promote the effective utilisation of results-based M&E data and information to inform decision making at all levels	Institutionalise five-year M&E plans for all MPSAs	Five-year M&E plans for all MPSAs Institutionalised	All MPSAs using five-year M&E plans for Planning and Budgeting processes	All MPSAs using five-year M&E plans for Planning and Budgeting processes, including at district level	All MPSAs, Cabinet office, MNDF, MoF
d) Promote the utilisation of data and information to track and demonstrate results, thereby enhancing performance-based management system for the public sector	Promote production of high quality M&E reports based on the results measurement framework for use in decision making	Proportion of targeted M&E products made available to stakeholders for use in decision making	MPSAs at national level producing targeted M&E products available to stakeholders for use in decision making	MPSAs across government producing targeted M&E products available to stakeholders for use in decision making	All MPSAs but supported by Cabinet Office, MNDF, MoF and CSO
e) Promote the publication of M&E reports based on implementation of policies, plans, programmes and projects implemented by government and non-state actors highlighting their effectiveness, efficiency, relevancy and sustainability	Establish a link on MPSAs websites for publication of M&E reports and other related materials.	Proportion of MPSAs with established links on their websites	50 percent of MPSAs with established links on their websites	100 percent of MPSAs with established links on their websites	All MPSAs, Smart Zambia Institute, MNDF.

Policy Measures	Specific Activities -2019	Key Performance Indicators	Milestones (by 2021)	Targets 2023	Responsible Institutions
f) Promote and strengthen the use of M&E results and recommendations in the development planning and budgeting for policies, plans, programmes and projects at all levels	<ul style="list-style-type: none"> Promote use of M&E results and recommendations by all MPSAs at all levels in development planning and budgeting for policies, plans, programmes and projects. 	Proportion of MPSAs utilising M&E results and recommendations.	20 percent of MPSAs utilising M&E results and recommendations in development planning and budgeting for policies, plans, programmes and projects.	50 percent of MPSAs utilising M&E results and recommendations in development planning and budgeting for policies, plans, programmes and projects.	All MPSAs but supported by Cabinet Office, MNDP and MoF.
g) Strengthen mechanisms for knowledge and information sharing on matters related to M&E through establishment of interactive fora between government, members of the public and other stakeholders	<ul style="list-style-type: none"> Promote the creation of websites in all MPSAs 	<ul style="list-style-type: none"> Proportion of MPSAs with fully functional websites. 	50 percent of MPSAs with fully functional websites.	100 percent of MPSAs with fully functional websites.	All MPSAs but supported by MNDP and Smart Zambia Institute.
h) To promote capacity building activities in the utilisation of M&E data and information	<ul style="list-style-type: none"> Conduct a phased M&E knowledge management capacity development based on regional and international M&E requirements & standards 	Targeted capacity development and training rolled-out	At least half of all the targeted MPSA staff have been provided with M&E capacity development and training specific to their needs	All the targeted MPSA staff have been provided with M&E capacity development and training specific to their needs	All MPSAs supported by Cabinet Office, Smart Zambia Institute, MoF, MNDP and Cooperating Partners

4-5 M&E Roles & Responsibilities

Policy Measures	Specific Activities -2019	Key Performance Indicators	Milestones (by 2021)	Targets 2023	Responsible Institutions
Objective 5: To provide clarity on structures, roles and responsibilities for monitoring and evaluation functions across Government, including at district level					
a) The Presidency shall, take centre stage in championing the promotion of a robust Government-wide M&E/MIS and periodic reporting of progress.	<ul style="list-style-type: none"> Institutionalisation of the National Monitoring and Evaluation Policy and the Government-wide M&E/MIS. 	Proportion of MPSAs with institutionalised M&E business processes.	50 percent of MPSAs with institutionalised M&E business processes and reporting regularly.	100 percent of MPSAs with institutionalised M&E business processes and reporting regularly.	All MPSAs, and Parliament
b) Government at all levels, including sub-national level to champion the promotion of an integrated and coordinated approach to monitoring and evaluation and reporting by all stakeholders.	<ul style="list-style-type: none"> Develop M&E manuals, guidelines and tools to guide all MPSAs on how to develop, standardize, coordinate and roll-out their M&E functions. 	Proportion of MPSAs with M&E manuals, guidelines and tools and able to develop, standardize, coordinate and roll-out their M&E functions.	50 percent of MPSAs with M&E manuals, guidelines and tools and able to develop, standardize, coordinate and roll-out their M&E functions.	100 percent of MPSAs with M&E manuals, guidelines and tools and able to develop, standardize, coordinate and roll-out their M&E functions.	All MPSAs supported by MNDP and Cabinet Office.

Policy Measures	Specific Activities -2019	Key Performance Indicators	Milestones (by 2021)	Targets 2023	Responsible Institutions
c) At the national level, the Ministry responsible for National Development Planning shall coordinate and monitor all M&E activities, including reporting to Cabinet.	<ul style="list-style-type: none"> To promote standardisation in reporting and conduct of M&E activities in accordance with sector-specific M&E manuals & guidelines. 	Proportion of MPSAs adhering to specific formats and timelines.	50 percent of MPSAs adhering to specific formats and timelines.	100 percent of MPSAs adhering to specific formats and timelines.	All MPSAs supported by Cabinet Office and MNDP
d) All line Ministries and other spending agencies shall be responsible for coordinating M&E activities in their respective sectors including providing reports of such activities to the coordinating Ministry.	<ul style="list-style-type: none"> Promote coordination of M&E activities and information across various institutions and stakeholders. 	Proportion of MPSAs with established system for coordination of M&E activities and information	50 percent of MPSAs with established system for coordination of M&E activities and information	100 percent of MPSAs with established system for coordination of M&E activities and information	All MPSAs supported by MNDP

Policy Measures	Specific Activities -2019	Key Performance Indicators	Milestones (by 2021)	Targets 2023	Responsible Institutions
e) All Provincial Administrations shall be responsible for coordinating M&E activities of their respective provinces including providing reports of such activities to the coordinating ministry.	<ul style="list-style-type: none"> Promote coordination of M&E activities and information across various institutions and stakeholders. 	Proportion of provinces with established system for coordination of M&E activities and information	50 percent of provinces with established system for coordination of M&E activities and information	100 percent of provinces with established system for coordination of M&E activities and information	All provinces supported by MNDP
f) All District administrations shall be responsible for coordinating M&E activities for their respective districts including providing reports to the coordinating province.	<ul style="list-style-type: none"> Conduct district M&E activities including providing reports of such activities to the coordinating ministry 	Proportion of districts with an established system for coordination of M&E activities and information	50 percent of districts with an established system for coordination of M&E activities and information	100 percent districts with an established system for coordination of M&E activities and information	All districts supported by MNDP and Provinces.

Policy Measures	Specific Activities -2019	Key Performance Indicators	Milestones (by 2021)	Targets 2023	Responsible Institutions
g) The ministry responsible for coordination of monitoring and evaluation across government, shall facilitate M&E technical backstopping and capacity enhancement across all levels of government including at subnational levels.	<ul style="list-style-type: none"> Mobilise resources and provide M&E technical backstopping and capacity development across Government 	Proportion of MPSAs with M&E budget lines	50 percent of MPSAs with M&E budget lines	100 percent of MPSAs with M&E budget lines	MNDP supported by Cabinet Office, MoF and Cooperating Partners
h) All MPSAs shall make adequate budgetary provisions for M&E activities for policies, plans, programmes and projects under their charge	<ul style="list-style-type: none"> Allocate adequate resources (in line with M&E Policy requirements) in MTEF and Annual Budgets for effective M&E activities including reporting on all development initiatives 	Proportion of MPSAs with 5-10 percent of their annual budgets allocated to M&E	50 percent of MPSAs with 5-10 percent of their annual budgets allocated to M&E	100 percent of MPSAs with 5-10 percent of their annual budgets allocated to M&E	All MPSAs supported by Cabinet Office, MNDP, MoF and Parliament

4.6 Strengthen institutional M&E capacities

Policy Measures	Specific Activities -2018	Key Performance Indicators	Milestones (by 2020)	Targets 2022	Responsible Institutions
Objective 6: To strengthen institutional M&E capacities at national, provincial, district and sub-district levels					
a) All MPSAs shall ensure the established structures of Planning, Monitoring and Evaluation as well as Statistics Department/ Units with equal status are enhanced or established where they are non-existent.	<ul style="list-style-type: none"> Establish fully capacitated M&E units in each MPSA 	Proportion of MPSAs with functional M&E Departments/ Units	50 percent of MPSAs with established M&E Departments/ Units	100 percent of MPSAs with established M&E Departments/ Units	All MPSAs supported by Cabinet Office, MNDP, and MoF
b) All MPSAs including districts allocate adequate resources for monitoring and evaluation activities.	<ul style="list-style-type: none"> Allocate adequate resources (in line with M&E Policy requirements) in MTEF and Annual Budgets for effective M&E activities including reporting on all development initiatives 	Proportion of MPSAs, including districts, allocating 5-10 percent of their annual budgets to M&E activities	50 percent of MPSAs, including districts, allocating 5-10 percent of their annual budgets to M&E activities	100 percent of MPSAs, including districts, allocating 5-10 percent of their annual budgets to M&E activities	All MPSAs supported by Cabinet Office, MNDP, and MoF

Policy Measures	Specific Activities -2018	Key Performance Indicators	Milestones (by 2020)	Targets 2022	Responsible Institutions
c) All MPSAs to ensure that M&E Departments/Units have adequate staff with relevant M&E skills and competences.	<ul style="list-style-type: none"> Recruit or place adequate staff with relevant M&E skills and competences to run and coordinate M&E Departments/Units 	Proportion of MPSAs with adequate and qualified staff in M&E Departments/Units	50 percent of MPSAs with adequate staffing in M&E Departments/Units in each MPSA	100 percent of MPSAs with adequate staffing in M&E Departments/Units in each MPSA	All MPSAs supported by Cabinet Office, MNDP, and MoF
d) Promote and support M&E training and capacity development across government, including at sub-national level.	<ul style="list-style-type: none"> Conduct a phased M&E capacity development and training 	<ul style="list-style-type: none"> A standardized national M&E training manual and plan 	At least half of all the targeted MPSA staff have been provided with M&E capacity development & training specific to their needs	All the targeted MPSA staff have been provided with M&E capacity development & training specific to their needs	All MPSAs supported by Cabinet Office, MNDP, and MoF
	<ul style="list-style-type: none"> Targeted M&E capacity development & training rolled-out 				

5.0 Policy Implementation Financing and Costing

As outlined in Section 8 of the National Monitoring and Evaluation Policy, the Government shall mobilise financial and technical resources through its annual budgetary allocation and from the Cooperating Partners to support the nationwide roll-out and implementation of the Policy.

The estimated total cost for implementing this Policy is ZMW 935,415,000.00. The Government will finance 78 percent of the total cost, amounting to ZMW 726,585,000.00. These funds will meet the once-off expenditure required to establish fully functional M&E Departments/Units across all institutions at all levels of public service that need the support. The budget also includes recruitment of new M&E staff where needed as well as their remuneration for the period of five years. The remainder amounting to K208,830,000 or 22 percent of the estimated total cost is expected to come from the Cooperating Partners mainly for Human Capacity Development and M&E Systems Capacity Development and Scaling Up.


The estimated total cost covers five essential aspects of this Policy implementation, categorised as follows:

1. Establishment of M&E Departments/Units at National, Provincial and District Levels;
2. Operational costs for M&E institutionalisation at national, provincial and district levels;
3. Human Capacity Development;
4. M&E Systems Capacity Development and Scaling Up; and
5. Monitoring and evaluation of the National M&E Policy Implementation

The table below presents the estimated cost of each of the above five categories and the overall estimated total cost for the National M&E Implementation Plan.

No	Item	Annual Budget (ZMW)	Period (2018-22)	Total Cost (ZMW)	Source of Funding (ZMW) GRZ	Cooperating Partners
1	Establishment Of M&E Departments/Units National, Provincial and District Levels					
1.1	National	54,720,000	5	273,600,000	273,600,000	-
1.2	Province	4,680,000	5	23,400,000	23,400,000	-
1.3	District	15,840,000	5	79,200,000	79,200,000	-
	Sub Total			376,200,000	376,200,000	-
2	M&E institutionalisation - National level					
2.1	Establishment of Offices	9,000,000	1	9,000,000	9,000,000	-
2.2	Operational Budget	13,500,000	5	67,500,000	67,500,000	-
2.3	Activity and Programme Budget	39,000,000	5	195,000,000	117,000,000	78,000,000
	Sub Total			271,500,000	193,500,000	78,000,000
3	M&E institutionalisation - Provincial level					
3.1	Establishment of Offices	990,000.00	1	990,000	990,000	-
3.2	Operational Budget	1,485,000	5	7,425,000	7,425,000	-
3.3	Activity and Programme Budget	4,290,000	5	21,450,000	12,870,000	8,580,000
	Sub Total			29,865,000	21,285,000	8,580,000

No	Item	Annual Budget (ZMW)	Period (2018-22)	Total Cost (ZMW)	Source of Funding (ZMW) GRZ	Cooperating Partners
4	M&E institutionalisation - District level					
4.1	Establishment of Offices	3,300,000	1	3,300,000	3,300,000	-
4.2	Operational Budget	4,950,000	5	24,750,000	24,750,000	-
4.3	Activity and Programme Budget	14,300,000	5	71,500,000	42,900,000	28,600,000
	Sub Total			99,550,000	70,950,000	28,600,000
5	Human Capacity Development					
	Human Capacity Development Activities	2,660,000	5	13,300,000	6,650,000	6,650,000
	Sub Total			13,300,000	6,650,000	6,650,000
6	M&E Systems Capacity Development and Scaling Up					
	M&E Systems Capacity Development and Scaling Up Activities	28,000,000	5	140,000,000	56,000,000	84,000,000
	Sub Total			140,000,000	56,000,000	84,000,000
7	Monitoring and Evaluation of The National M&E Policy Implementation					
7.1	Monitoring Activities	500,000	5	2,500,000	1,000,000	1,500,000
7.2	Evaluation (Mid-term and Final)					
7.2.1	Mid-Term Evaluation	1,000,000	1	1,000,000	400,000	600,000
7.2.2	Final Evaluation	1,500,000	1	1,500,000	600,000	900,000
	Sub Total			5,000,000	2,000,000	3,000,000
	GRAND TOTAL			935,415,000	726,585,000	208,830,000



**MINISTRY OF NATIONAL DEVELOPMENT PLANNING
MONITORING AND EVALUATION DEPARTMENT
P.O. BOX 31047
TEL: +260-211-250886
LUSAKA**

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