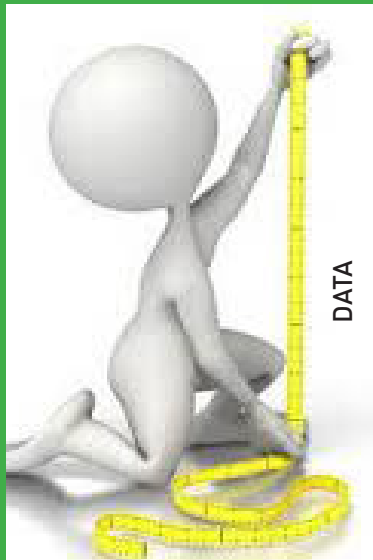




Republic of Zambia
Ministry of National Development Planning

National Monitoring and Evaluation Policy

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



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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', written over a light blue horizontal line.

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.

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

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.

*Definition adapted from the Organisation for Economic Cooperation and Development (OECD), Development Assistance Committee (DAC).

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

The Government of the Republic of Zambia has developed this Policy to provide a framework for setting up and strengthening Monitoring and Evaluation (M&E) in the public sector. To support the goal of having an integrated and functional Government-wide Monitoring and Evaluation/Management Information System (GW-M&E/MIS), the National Monitoring and Evaluation Policy shall therefore guide the development and strengthening of an integrated and functional GW-M&E/MIS. This expected to be efficient, effective and responsive to the national development agenda and aspirations.

Zambia's aspiration is to become **a prosperous middle income country by the year 2030**. The vision is to be achieved through the development and effective implementation of 5-year medium term National Development Plans (NDPs). Successful implementation of NDPs in support of the country's vision requires a robust system of monitoring and evaluation that provides timely and accurate data for results measurement necessary for decision making.

The absence of a comprehensive policy to aid systematic M&E in the past had resulted in failure to generate information and evidence for timely decision making and consequently the ability to fully realise, the broad objectives of national policies and programmes articulated through past successive NDPs. This Policy specifies the GW-M&E/MIS principles, procedures, structures and responsibilities that shall be used to effectively conduct national M&E for all development processes. This Policy is anchored on relevant laws which govern performance management, coordination, collection, analysis, processing, storage and use of data and information for measurement of performance and development results in the country.

This Policy is organized in eight (8) sections. Section 1 covers the introduction, Section 2 presents a situation analysis of the current national M&E processes, Section 3 provides the national vision for M&E, Section 4 covers the rationale for the Policy, Section 5 presents the guiding principles upon which the Policy is based and the objectives the Policy intends to achieve are covered in Section 6. Section 7 presents the measures for achieving the objectives and the implementation framework of the Policy is presented in Section 8.

2.0 Situation Analysis

2.1 Current state of Monitoring and Evaluation in Zambia

During the last two decades, Zambia has managed to achieve reasonable levels of economic growth, averaging five percent per year between 2006-2011. The need to demonstrate results (outcomes and impacts) of development programmes has increased pressure on Government and other development Cooperating Partners (CPs) to establish and strengthen systems for generating the necessary evidence. All stakeholders implementing development programmes in the country had in the recent past made efforts and investments aimed at setting up or strengthening reporting, backed by indicators for measuring progress. The Government and CPs had invested in human capacities and systems development at different levels mostly to address specific data and reporting requirements. Little had been achieved in ensuring that M&E functions, principles and systems were broad based and integrated, especially across Ministries, Provinces and other Spending Agencies (MPSAs).

A Needs Assessment Study conducted in 2015 found limited evidence-based policy making and programme design; weak linkage between programmes in the medium-term NDPs and annual budgets; fragmented systems of data collection, analysis and dissemination; uncoordinated monitoring and evaluation activities; and multiplicity of Information Technology (IT) systems partly arising from limited coordination between Government and CPs.

The assessment also revealed that the status of M&E across government was at different levels of development and application. This was attributed to inadequate statistical and M&E structures as was articulated in the National Strategies for the Development of Statistics (NSDS) 2014 – 2018. Although the planning function in most MPSAs had been established with an inherent M&E responsibility, there were no clear M&E deliverables in the job description for planners. The NSDS had proposed that the Planning and Information Directorate of each MPSA should have had fully functional Statistics, Planning, Monitoring and Evaluation units with equal status and each headed by a Deputy Director. However, in most (if not all) MPSAs, the M&E, and Statistics unit structures were never established. As a result, and over time, the planning function and related activities including training and deployment of personnel had taken precedence at the expense of M&E and Statistics. Consequently, the M&E and Statistics functions had usually been performed by staff with other core planning functions and limited skills in M&E and Statistics, leading to negligence of these two key functions in most MPSA. This lack of sufficient resources (both in numbers of properly skilled staff and finances) not only affected MPSAs' capacity to monitor and evaluate policies, programmes and projects, but also made it difficult for most MPSAs to make explicit linkages between planning and the evidence generated from M&E activities.

The absence of a robust national M&E framework to guide NDP implementation and provide mechanisms for objective assessment of programme results (outcomes and impacts) needed the urgent and coordinated attention of all stakeholders.

Currently, M&E activities conducted by most MPSAs and other stakeholders are ad-hoc in nature and largely compliance-focused. There is very little institutionalised joint M&E activities aimed at reinforcing mutual accountability among partners. Delays in submission of performance data and reports by MPSAs remains a challenge for broad-based monitoring and evaluation of national progress. While mid-term and end-term evaluations are regularly conducted for NDPs, there is very little systematic undertaking of evaluations of policies, programmes and projects to assess implementation relevance, efficiency, effectiveness or sustainability. Institutional capacities and frameworks to conduct systematic and objective evaluations remain lacking in the country, and this contributes to the low demand for evaluation findings. Evidence from evaluations would greatly help focus development programmes and enhance development relevance and effectiveness.

During the assessment, it was also found that there were no Management Information Systems (MIS) in most MPSAs to clearly articulate M&E procedures and processes. The assessment reviewed the lack of standardised terminologies, concepts, definitions of indicators and formalised reporting guidelines.

National data collection by MPSAs is mostly irregular and fragmented, carried out manually with minimal in-depth analysis. Further, the flow of M&E data and information from sectors is infrequent and largely incomplete due to lack of documented processes and guidelines. Besides the frequent late submissions by MPSAs, the quality of data and information make it difficult to timely disseminate and share with other stakeholders. Consequently, objective measurement of results and reporting of progress is mostly not transparent and accurate.

In most cases, the management information systems across the public sector are manual-based and not integrated. As a result, compilation of information on indicators and subsequent tracking of development results across MPSAs is challenging. Institutions responsible for consolidation of national data such as NDP performance tracking, budget execution and macroeconomic forecasting rely on stand-alone databases and IT systems with no structure or planned frameworks for interface. Multiple IT systems, developed in a non-coordinated way, with different technologies render interconnectivity and interoperability among systems practically impossible across Government. Further, many MPSAs lack IT support mechanisms.

To a large extent, the identified challenges provide the thrust required to embed a culture of high performance, accountability and results-focused orientation needed to bring about the intended development results. This provides the vision that has guided the formulation and development of this Policy.

2.2 Recent efforts to improve National Monitoring and Evaluation

In 2014, the Government approved the National Planning and Budgeting Policy aimed at strengthening the planning and budgeting functions, and providing for effective coordination between planning and budgeting for national development. To improve on the financial governance and accountability in accordance with the Public Financial Management Reform (PFMR) objectives, the government has computerised budget execution functions such as; funding, procurement and payment by implementing the Integrated Financial Management Information System (IFMIS) and the Treasury Single Account (TSA).

The Government has developed the National Strategies for the Development of Statistics (NSDS) which aims at strengthening the National Statistical System (NSS). The Government has also established Smart Zambia Institute to coordinate and harmonise IT systems in the country. The operationalisation of this policy and the NSDS will provide the necessary frameworks for each MPSA to have fully established and functional Statistics, Planning, Monitoring and Evaluation units with equal status.

In addition, as part of the wider PFMR programme launched in 2014, the Government with support from CPs embarked on M&E reforms to strengthen “development accountability”. This included the phased approach to setting up of GW-M&E/MIS, starting with selected line Ministries.

In 2018, the Government developed a National Performance Framework (NPF) to provide national strategic direction towards the realisation of the goals of the NDP and Vision 2030. The NPF identified Key Results Areas (KRA) with Key Performance Indicators (KPI) that should enable MPSAs and other stakeholders to align their development plans and budgets to the NDP and Vision 2030. The NPF shall be supplemented by Sector Performance Frameworks (SPF) in order to link the outputs and outcomes of sector plans and programmes to the NDP and Vision 2030.

3.0 Vision

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

4.0 Rationale

The National Monitoring and Evaluation Policy has been developed to provide a framework to measure and track progress in the implementation of policies, plans, programmes and projects. It has been developed in order to institutionalise and standardise M&E principles, procedures and guidelines in all development processes. Further, the Policy has been developed to address weaknesses identified in the national M&E system such as inadequate management information system, manifested in fragmented systems of data collection, analysis and dissemination; uncoordinated monitoring and evaluation activities; and multiplicity of IT Systems. The Policy shall provide for the establishment or strengthening of institutional M&E structures and capacity development.

The Policy is a tool for facilitating and strengthening accountability among all development stakeholders, and good cooperate governance based on transparency and information sharing in development processes. The policy shall contribute towards effective Management for Development Results (MfDR) and the attainment of value for money for all development policies, programmes and projects.

5.0 Guiding Principles

The following shall form the guiding principles upon which the Policy objectives are founded:

1. Evidence-based decision making and learning

The Policy will strengthen data collection, analysis and use of findings thereby strengthening evidence-based decision making and learning. Policy makers and development implementers shall, therefore, be able to utilise the M&E findings to confirm, adjust or modify policies, plans, programmes and projects delivery and design for optimal results. All development stakeholders shall strive to ensure that M&E systems generate performance data and information that is timely and accurate to inform effective national planning, policy formulation, programme and project implementation.

2. Accountability

All MPSAs and other development stakeholders shall be accountable for agreed upon development results based on the country's development plans, policies and programmes.

3. Transparency

The implementation and assessment of the performance of policies, plans, programmes and projects shall be transparent and objective. M&E reports shall be timely and widely disseminated to all stakeholders and the general public, pursuant to the laws of Zambia.

4. Managing for results

Planning, budgeting and implementation of policies, programmes and projects by all MPSAs and other development stakeholders shall focus on achieving agreed results in line with national development aspirations. Evidence from M&E activities shall focus on measuring results of implemented policies, plans, programmes and projects, and lessons learnt shall be used to improve future performance. The focus on results shall help in uplifting the quality of life of the population.

5. Value for money

Effective M&E shall ensure that the financial, physical and human resources are used in the most economic, efficient and effective manner to achieve intended results of public sector policies, plans, programmes and projects oriented towards improving the lives of the people.

6. Participatory and inclusive

Monitoring and Evaluation activities shall be conducted in an open, transparent, consultative and participatory manner among development stakeholders at national and sub-national levels. Joint monitoring and evaluation activities among stakeholders shall be promoted in order to achieve the highest level of participation, inclusiveness, ownership and implementation.

7. Ethics and integrity

Impartiality and compliance with international standards and measurement of development results shall be promoted while independence and integrity shall be integral principles in the conduct of all M&E activities. The conduct of internal and external evaluators shall conform to the international best practice and code of ethics when conducting evaluations.

6.0 Policy Objectives

6.1 Overall Objective

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

6.2 Specific Objectives

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.

7.0 Measures

For each specific objective, the stipulated policy measures shall be implemented in order to achieve the overall objective of this Policy.

7.1. Results-based Performance Approach

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

7.1.1 Measures

- a) Establish functional national, provincial, district and sub-district level M&E Technical Working Groups/sub committees comprising Government, professional bodies, academia, NGOs and other non-state actors;
- b) Align all policies, plans, programmes, projects and budgets to the NDPs and National Long-Term Vision goals;
- c) Align measurement frameworks for all policies, plans, programmes, projects and budgets to the NPF key result areas (KRAs) and their key performance indicators (KPIs); Promote integrated results-based M&E in development planning and implementation at all levels by ensuring that each sector develops a Sector Performance Framework (SPF) linked to the defined NPF set of KRAs and appropriate KPIs;
- d) Establish a well-functioning and robust Government-wide M&E/MIS;
- e) 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;
- f) Institutionalise the conduct of M&E across government and non-state actors by enhancing capacities and providing adequate budgetary allocation and other resources; and
- g) Promote and support results-based M&E training and capacity development across government and non-state actors.

7.2. Government-Wide M&E/MIS System

Strategic Objective 2: To develop M&E-MIS guidelines, standards and promote adherence to best practices.

7.2.1 Measures

- a) Develop and operationalise national monitoring, evaluation and reporting guidelines, manuals and tools to guide all MPSAs on how to develop, standardise, coordinate and roll-out their M&E-MIS functions;
- 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
- c) 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.

7.3. Access to Data and Information

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.

7.3.1 Measures

- a) Promote the development of standardised mechanisms and processes for data collection and analysis to ensure availability and accessibility of M&E data and information,
- b) Promote the development and strengthening of MIS initiatives across government and non-state actors alongside the development and strengthening of M&E systems;
- c) Promote the establishment and strengthening of functional Information and Technology Departments/Units across MPSAs;
- d) Promote the development and deployment 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-MISs; and
- 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.

- f) Promote the linkages and synergies between functions of M&E and those for statistical departments/units at national, provincial and district levels.

7.4. Utilisation of M&E data and information

Strategic Objective 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.

7.4.1 Measures

- 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;
- 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;
- c) Promote the effective utilisation of results-based M&E data and information to inform decision making at all levels;
- d) Promote the utilisation of data and information to track and demonstrate results, thereby enhancing performance-based management system for the public sector;
- 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, relevance and sustainability;
- 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 of government;
- g) Strengthen mechanisms for knowledge and information sharing on matters related to monitoring and evaluation through establishment of interactive fora between government, members of the public and other stakeholders; and
- h) To promote capacity building activities in the utilisation of monitoring and evaluation data and information at national, provincial, district levels and sub-district.

7.5. M&E Roles and Responsibilities

Strategic Objective 5: To provide clarity on structures, roles and responsibilities for monitoring and evaluation functions across Government, including at district and sub-district levels.

7.5.1 Measures

- a) The presidency shall, take the centre stage in championing the promotion of a robust Government – wide monitoring and evaluation management information system and periodic reporting of progress;
- 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;
- c) At the national level, the Ministry responsible for national development planning shall coordinate and monitor all national M&E activities, including reporting to Cabinet;
- 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;
- 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;
- f) All district administrations shall be responsible for coordinating M&E activities of their respective districts including, providing reports of such activities to the province;
- g) The Ministry responsible for the coordination of monitoring and evaluation across government, shall facilitate M&E technical backstopping and capacity enhancement across all levels of government, including at sub-national levels; and
- h) All MPSAs shall make adequate budgetary provisions for M&E activities for policies, plans, programmes and projects under their charge.

7.6. Strengthening institutional M&E capacities

Strategic Objective 6: To strengthen institutional M&E capacities at national, provincial, district and sub-district levels.

7.6.1 Measures

- 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.
- b) All MPSAs including districts shall allocate adequate resources for monitoring and evaluation activities;
- c) All MPSAs to ensure that M&E Departments/Units have adequate staff with relevant M&E skills and competences;
- d) Promote and support M&E training and capacity development across government, including at sub-national level.

8.0 Implementation Framework

The realisation of the vision, strategic objectives and policy measures set out in the Policy shall largely depend on the following implementation framework:

8.1 Institutional Arrangements

In implementation of the Policy, the roles and responsibilities at national, provincial and district levels shall be as follows:

8.1.1 Legislature

The Parliament of Zambia shall:

- a) Enact appropriate laws and enabling legislation for the effective implementation of the Government-wide M&E/MIS proposed in the Policy;
- b) Provide oversight over the Executive in the implementation of the Government-wide M&E/MIS proposed in the Policy;
- c) Utilise information from the Government – wide M&E/MIS for evidence-based decision making;
- d) Monitor and evaluate national policies, plans programmes and projects through the appropriate Parliamentary Portfolio Committees; and
- e) Review and approve M&E budgets for MPSAs presented in the national budget.

8.1.2 Executive

A) National Level

1. Office of the President and Cabinet

- a) Endorse and sanction the implementation of measures stipulated in the Policy;
- b) Monitor the implementation of measures stipulated in the Policy;
- c) Provide policy direction arising from recommendations of M&E reports and evaluation findings.
- d) Utilise information from the Government-wide M&E/MIS for evidence-based decision making;

2. Cabinet Office

- a) Provide guidance in the implementation of the Policy;
- b) Approve and endorse establishment of functional e-Government platform to support the Government-wide M&E/MIS;
- c) Approve and endorse establishment of M&E Departments/Units with adequate staff, financial and physical resources in all MPSAs, in line with this Policy.
- d) Utilise information from the Government-wide M&E/MIS for evidence-based decision making;

3. Ministry responsible for national development planning (Directorate responsible for the Monitoring and Evaluation)

- a) Provide strategic leadership and technical guidance in the coordination and implementation of the Policy;
- b) Support establishment of functional M&E Departments/Units in all MPSAs;
- c) Ensure adequate human, financial and physical resources are allocated for M&E activities;
- d) Ensure that M&E Departments/Units have adequate staff with relevant M&E skills and competences in collaboration with Public Service Management Division (PSMD);
- e) Promote and support M&E training and capacity development across government;
- f) Ensure that all MPSAs comply, develop and implement functional M&E systems, and periodically produce and disseminate reports;
- g) In close collaboration with relevant stakeholders, develop and institutionalise NPF and SPFs;
- h) Promote the development of a culture to demand and utilise M&E data and information;
- i) Oversee and ensure the effective implementation of this Policy nationwide.
- j) Utilise information from the Government-wide M&E/MIS for evidence-based decision making;

4. Ministry of Finance

- a) Support establishment of functional M&E Departments/Units in all MPSAs;
- b) Ensure that sufficient financial resources are allocated in the annual national budget to each MPSA to support M&E functions in line with this Policy; and
- c) Promote the culture of results-based planning and budgetary allocation in line with this Policy;
- d) Oversee and ensure the effective implementation of this Policy.
- e) Utilise information from the Government-wide M&E MIS for evidence-based decision making;

5. Central Statistical Office

- a) Coordinate and provide oversight on the functionality of the National Statistical System (NSS);
- b) Provide MPSAs with technical support and training in M&E data collection, analysis and dissemination in line with the Policy and the NSDS;
- c) Ensure the establishment of Statistics Departments/Units with adequate staff and sufficient budget for statistical activities at all levels of government.

6. Line Ministries

- a) Ensure the establishment of M&E Departments/Units with adequate staff and sufficient budget for M&E activities;
- b) Create effective linkages between the Ministerial M&E structures and processes with those in respective sub-national structures (at Provincial and District level) and other public entities;
- c) Facilitate capacity building of all staff in results-based M&E approaches;
- d) Regularly produce and disseminate M&E reports and provide necessary information and knowledge products accessible to all levels of government;
- e) Oversee and ensure the effective implementation of the Policy.
- f) Utilise information from the Government-wide M&E/MIS for evidence-based decision making;

- g) Facilitate the creation of functional-based M&E Technical Working Group consisting of key stakeholders.

7. Other Spending Agencies

- a) Ensure the establishment of M&E Departments/Units with adequate staff and sufficient budget for M&E activities;
- b) Regularly produce and disseminate M&E reports and provide necessary information and knowledge products accessible to all levels of government;
- c) Ensure the effective implementation of the Policy.
- d) Utilise information from the Government-wide M&E/MIS for evidence-based decision making;

B) Provincial Level

- a) Ensure the establishment of M&E Departments/Units with adequate staff and sufficient budget for M&E activities;
- b) Create effective linkages between the provincial M&E structures and processes with those at district level;
- c) Facilitate capacity building of all staff in results-based M&E approaches, and provide technical backstopping to district levels;
- d) Regularly produce information and M&E reports as well as disseminate knowledge products accessible to all levels of government and other stakeholders;
- e) Oversee and ensure the effective implementation of the Policy by all districts across the province;
- f) Utilise information from the Government-wide M&E/MIS for evidence-based decision making; and
- g) Facilitate the creation of functional M&E Technical Working Groups consisting of key stakeholders at the province.

C) District Level

- a) Ensure the establishment of M&E Departments/Units with adequate staff and sufficient budget for M&E activities;
- b) Create effective linkages between the district M&E structures and processes with those at sub-district level;
- c) Facilitate capacity building of all staff in results-based M&E approaches, and provide technical backstopping to sub-district level;
- d) Regularly produce information and M&E reports as well as disseminate knowledge products accessible to all levels of government and other stakeholders;
- e) Oversee and ensure the effective implementation of this Policy across the district;
- f) Utilise information from the Government – wide M&E/MIS for evidence-based decision making; and
- g) Facilitate the creation of functional M&E Technical Working Groups consisting of key stakeholders at the district.

D) Sub-District Level

- a) Ensure citizen participation in monitoring and evaluation of local development initiatives;
- b) Ensure participatory monitoring and evaluation of development interventions;
- c) Regularly produce and update information (by maintaining and enhancing community-based databases including village registers) and M&E reports as well as disseminate information and knowledge products accessible to all levels of government and other stakeholders; and
- d) Ensure service delivery by assessing performance of Government agencies and other development partners.
- e) Utilise information from the Government-wide M&E/MIS for evidence-based decision making.

8.1.3 Non-State Actors

A) Civil Society Organizations and Private Sector

- a) Support implementing agencies and communities in carrying out the monitoring and evaluation functions at all levels of government;
- b) Provide timely and quality data on the implementation and performance of business or development initiatives relevant to Government;
- c) Participate in public sector planning, monitoring and evaluation processes at national, provincial, district and sub-district levels;
- d) Complement Government's capacity building initiatives to entrench a results based culture;
- e) Facilitate independent performance assessments and evaluation of government development policies, plans, programmes and projects;
- f) Utilise information from the Government – wide M&E/MIS for evidence-based decision making; and
- g) Participate effectively in the M&E Technical Working Groups when included.

B) Cooperating Partners

- a) Support Government in enhancing M&E capacities and systems strengthening at all levels of Government, at district and sub-district levels;
- b) Support Government through financial, technical and other forms of assistance to strengthen its development performance and including measurement and reporting of development including results;
- c) Coordinate and align to the Government's medium and long term development frameworks, implementation structures and the M&E frameworks;
- d) Ensure well-coordinated M&E technical support to avoid duplication of effort and resources.
- e) Utilise information from the Government – wide M&E/MIS and support its enhancement for evidence-based decision making; and
- f) Participate effectively in the M&E Technical Working Group when included.

8.2 Legal Framework

The Government shall, in line with the Constitution enact legislation on monitoring and evaluation, planning and budgeting to complement existing enabling laws namely; Statistics Act, Information Technology Management Act and Public Finance Act.


8.3 Resource Mobilisation and Financing

The National Monitoring and Evaluation Policy requires sustainable financing to successfully achieve its desired objectives. Government shall mobilise financial and technical resources through the annual budgets and co-operating partners to support the nationwide roll-out and institutionalisation of the Policy. The Policy provides for the allocation of adequate resources for monitoring and evaluation in the national budget at all levels.

8.4 Monitoring and Evaluation

The implementation of this Policy shall be closely monitored to ensure that it is properly institutionalised across government in line with its objectives. Cabinet Office through the Policy Analysis and Coordination (PAC) Division shall provide reviews on the implementation of the policy at all levels. The Ministry responsible for coordination of national monitoring and evaluation activities in collaboration with PAC, shall ensure effective monitoring of implementation of the Policy across all Government institutions and report to the Cabinet in line with the implementation plan for the Policy.

The Policy shall undergo a mid-term review after two and half years and a final term review after five years. The mid-term assessment shall focus on progress made in the implementation of the policy and assess the appropriateness of the overall strategic direction. It shall, therefore, be designed to inform the remaining period of the policy and recommend adjustments where need be. The final evaluation shall be undertaken after five years and will focus on impact of implementation of the Policy.



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