



**ADAMAWA STATE
GOVERNMENT**



Monitoring and Evaluation Policy

JULY 2022

LIST OF ACRONYMS

ASMTDP	Adamawa State Mid-Term Development Plan
AEG	The African Evaluation Guidelines
AfDB	African Development Bank
CBOs	Community Based Organization
CIDA	Canadian International Development Agency
CSOs	Civil Society Organizations
DfID	UK Department for International Development
DPRS	Departments of Planning Research and Statistics
DQA	Data Quality Assessment
EU	European Union
FoI	Freedom of Information Act
GDP	Gross Domestic Product
IGR	Internally Generated Revenue
KPIs	Key Performance Indicators
LGAs	Local Government Areas
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MfR	Managing for Results
MIS	Management Information System
NGOs	Non-Governmental Organizations
ODA	Official Development Assistance
OGP	Open Government Partnership agreement.
PCB	Project Continuity Bill
PPA	Public Procurement Act 2007
RBM	Result-Based Management
SDGs	Sustainable Development Goals
SWOT	Strengths and Weaknesses, Opportunities and Threats
TOC	Theory of Change
UN	the United Nations
UNDP	United Nations Development Program
UNHCR	United Nations High Commissioner for Refugees
USAID	United States Agency for International Development
VfM	Value for Money
WB	World Bank

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Forward

Adamawa State operates an all-inclusive government that recognizes the roles of the public sector, private sector, international development community and civil society. The government has embarked on an integrated reform approach toward enhancing Public Sector Management, reducing wastages and inefficiencies, and improving service delivery to its citizens.

As a component of the government's transparency and accountability effort, a comprehensive Monitoring and Evaluation Policy has been developed by my administration. This M&E Policy describes the overall integrated government-wide strategies for institutionalizing monitoring and evaluation across all the Ministries Departments and Agencies (MDAs) in the State. The M&E policy is aligned with the M&E Framework and the reporting requirements of the Adamawa State 10-Year Strategic Development Plan and the Medium-Term State Development Plan. The M&E policy will enhance the oversight functions of the legislators by providing a systematic approach to documenting performance and results on a timely basis for informed decision-making.

The M&E Policy emphasizes the capacity building of the public sector human resources especially monitoring and evaluation, and provision of all necessary equipment, information, and communication technologies to enable all the Adamawa State MDAs to fulfil their M&E functions.

As an integral part of the government-wide M&E System, the State Government is committed to establishing an M&E Management Information System (MIS) which shall maintain a centralized reporting dashboard which will provide the opportunity for the government to showcase its annual performance on approved Key Performance Indicators (KPIs) for various development priorities outlined in the development plan. The M&E dashboard will highlight progress on projects, programs and services provided to the citizens towards improving their standard of living and quality of life. The automated dashboard reporting system will also allow NGOs and citizens to provide independent and objective feedback on government performance on a quarterly and annual basis.

While recognizing that the individual MDAs might have varying requirements and structures for M&E, however it is necessary, as a basic minimum, that all MDAs should establish Monitoring and Evaluation Departments and ensure the visibility of M&E. Also, adequate staffing and sufficient authority should be provided by each MDA to integrate monitoring and evaluation in all their functions in compliance with this policy.

I hereby direct the implementation of this M&E policy shall commence immediately, and M&E skills are provided as part of this administration's overall workforce development strategy.

I further direct that all MDAs should have individual strategic plans for at least four years and be aligned with the 10-year State development plan. The strategic plans should have clear mission and vision statements, goals, objectives, related outcomes and targets covering their functions. MDAs should include as part of their M&E clear descriptions of how their goals will be achieved and the resources required to achieve key results within the specified timeframe.

With this policy in place, the Adamawa State Planning Commission is particularly mandated to coordinate the Government-wide Annual Performance Reporting (APR), which shall be prepared by all MDAs and reported against agreed Key Performance Indicators (KPIs) with clear baseline values and targets to enable comparison of performance over time.

I, therefore, express my gratitude to the United States Agency for International Development (USAID) through its Nigeria State Accountability, Transparency, and Effectiveness (State2State) Activity for supporting the process of developing this M&E policy and contributing to improving the performance management, ensuring that service delivery is aligned with strategic priorities of the government towards strengthening effectiveness and accountability of public service.

His Excellency Ahmadu Umaru Fintiri

Executive Governor Adamawa State

ACKNOWLEDGEMENT

This State Results-Based Monitoring and Evaluation policy framework is vital to the State Government's desire to improve the quality of lives of the citizenry of Adamawa State. It is a demonstration of commitment to performance and accountability to the people. The core of this policy represents a consolidation of most of the modern reform initiatives being practiced in the State. The adopted result-based management (RBM) approach provides cohesion and logical interfacing across a range of recent reform governance processes aimed at engendering a competent and responsive public service.

The development of this policy involved many partners, potential implementers and key stakeholders, including Civil Society Organizations (CSOs). The content of the policy document will provide clear direction and guidance to M&E practice in the State. Great appreciation goes to my technical team in the Planning Commission led by the Permanent Secretary (PS). The contributions of other technical crew during the validation of this policy, especially the technical team drawn from MDAs like the Adamawa State Ministry of Finance & Budget, Ministry of Education, Ministry of Health, Ministry of Water Resources, Ministry of Environment, Bureau of Public Procurement, State Internal Revenue Service, Primary Health Care Development Agency, and Universal Basic Education Board. The State Government appreciates USAID State2State Activity for the immense support towards this policy document. The Policy Framework also benefitted from the core values and principles laid down in the M&E section of the National Vision 20:2020 and the local practices of the civil servants in Adamawa State.

The successful implementation of this Policy will require the commitment of all and sundry, but most importantly, the leadership and support of the Governor of Adamawa State and the entire members of the State Executive Council as has always been.



Dr. Mary Paninga

Executive Chairman,
Planning Commission Adamawa State.

SECTION 1:

INTRODUCTION

1.1 BACKGROUND

1.1.1. International

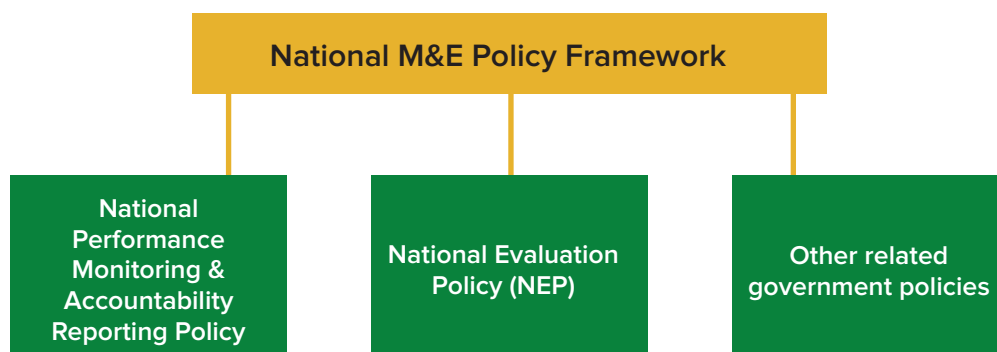
The 2030 Agenda for Sustainable Development, adopted by all United Nations Member States in 2015, provides a shared blueprint for peace and prosperity for people and the planet, now and into the future. At its heart are the 17 Sustainable Development Goals (SDGs), which are an urgent call for action by all countries - developed and developing - in a global partnership. They recognize that ending poverty and other deprivations must go hand-in-hand with strategies that improve health and education, reduce inequality, and spur economic growth – all while tackling climate change and working to preserve our oceans and forests (“THE 17 GOALS | Sustainable Development”, 2022)

The SDGs recognise evaluation’s critical role in translating its transformative vision into reality. It calls for review processes to be “rigorous and based on evidence-informed by country-led evaluations and data which are high-quality, accessible, timely, reliable, and disaggregated” and highlights the opportunity and need to support and develop national evaluation systems and capacities. In addition, on 19 December 2014, the United Nations General Assembly passed a resolution on “Building capacity for the evaluation of development activities at the country level” (GA69/237) (“United Nations contributions to national evaluation capacity development and the evolution of national evaluation systems”, 2022)

As a follow-up action, in November 2015, EvalPartners (“EvalPartners”, 2022), the global movement to strengthen national evaluation capacities, launched the Global Evaluation Agenda (GEA) 2016-2020 or “EvalAgenda2020” to address priorities for evaluation during the first five years of the 15 years of the new Sustainable Development Goals (SDGs). The global evaluation agenda has four key dimensions to strengthen evaluation capacity. These four essential dimensions are: (1) the enabling environment for evaluation, (2) institutional capacities, (3) individual capacities for evaluation, and (4) inter-linkages among these first three dimensions. EvalPartners believe that the refreshed and strengthened evaluation can help in achieving the global goals and translating the 2030 vision into reality (EvalAgenda 2020, 2022)

1.1.2. National

Nigeria has developed its Medium-Term National Development Plan (MTNDP) 2021 – 2025 and 2026-2030. The country also has a developed Nigeria Agenda 2050. These National Development Plans encapsulate establishing a national M&E system based on Results Based Management. The national M&E system shall be driven by the Federal Government (FG) and under the supervision of the M&E Department of the Ministry of Budget & Economic Planning (MNEP). It is anticipated that all State governments and LGAs will key into the process.



At the Federal level, the National M&E department has developed data collection tools and results from frameworks for almost all the MDAs. Currently, the government of Nigeria has developed an M&E Framework that will serve as a guiding policy document that will assist the government in coordinating its M&E activities; the M&E Framework comprise a Monitoring Policy and an Evaluation Policy. There is also a National M&E Manual developed in July 2014 and is currently in use for guidance to standardize the implementation of M&E in MDAs at the national and sub-national level and a computerized Management Information System/ Geographic Information System for tracking projects. The Federal Government also conducted a national M&E institutional capacity assessment. The Federal Government has already been producing a government-wide Annual Performance Monitoring (APM) Report on a yearly basis. The APM reports were presented to Federal Executive Council and widely disseminated to stakeholders (MBNP, 2022). The Federal Government, like most countries and the United Nations, has adopted Result Based Management for establishing its M&E System.

1.1.3. State Level

Several State governments have also started adapting Results Based Management (RBM) M&E, and prominent among the States are Lagos, Gombe, Niger, Ondo, Cross River, Delta, Kaduna, and Bauchi. Some of these States have commenced building their M&E systems. Almost all the State governments have established Geographic Information Service (GIS) Centers to keep accurate property records and are, in one way or the other improving their public finance management, financial reporting, and procurement systems; this is greatly improving transparency and accountability in governance. State Governments have established M&E Departments and M&E units across the government to identify Key Performance Indicators to track all MDAs based on their individual mandates. Kaduna State, for example, has established a geospatial monitoring system of its state government interventions (“Eyes and Ears”) and has built a Data Center. In view of all these efforts, Adamawa State is desirous of achieving and supposing the performance of all the States in the area of good governance and accountability to its citizens.

SECTION 2: MONITORING AND EVALUATION POLICY DEVELOPMENT

2.1 NATIONAL MONITORING AND EVALUATION (M&E) POLICY

The National M&E Policy Framework for Nigeria constitutes a monitoring policy and evaluation policy. The Nigerian Government developed the National Evaluation Policy (NEP) for Nigeria in 2017, which was championed by the National Monitoring & Evaluation Department, Ministry of Budget & National Planning (Nigeria National Evaluation Policy, 2022) and the National Performance Monitoring & Accountability Reporting Policy (NPM&AR) was developed in 2018. The NPM&AR Policy was developed to define and establish performance monitoring and reporting of the government of Nigeria. (“Monitoring and Evaluation”, 2022).

The scope of the National M&E Framework and the policies apply to the whole of government, federal and state levels, including external financing partners. At the federal level, the policy may take the form of a Presidential directive. While at the State level, the policy would be referred to the State Executive Council.

The legal basis for the Nigeria National Evaluation Policy should be consistent with relevant and applicable sections of the National Development Plans and other related laws and policies such as the Fiscal Responsibility Act, Public Procurement Act 2007, Freedom of Information Act, Project Continuity Bill (Draft), Annual State of the Nation Address and other matters act, 2009, ODA policy, Open government partnership agreement.

2.2 INSTITUTIONALIZING M&E IN GOVERNMENT

Institutionalizing M&E in government is significantly challenging. In Nigeria, the challenges experienced by the government in institutionalizing M&E are weak human capital and technical capacity. The M&E has also not been institutionalized in the “Scheme of Service” consequently, in almost all the MDAs, there is no designated department of M&E. Most functions of M&E are subsumed under the Department of Planning, Research and Statistics (DPRS) and Planning Officers with minimal M&E experience carry out M&E activities. There is a lack of collaboration among M&E stakeholders in the government; most of the indicators are not well designed, no clear system for determining Value for Money (VfM) in government policies, programs and projects and poor feedback to citizens. The funding for M&E in government is quite poor or, in some situations, non-existing; M&E budgets are subsumed under DPRS and M&E activities are reduced to field visits that are organized haphazardly and as a jamboree without recourse to planning for results. Support for strengthening M&E in the public sector is mainly donor-driven.

2.3 M&E POLICY PRIORITIES

At both the Federal and State government level, the priorities for strengthening the government M&E system requires getting.

- Relevant policy documents were developed, reviewed, and approved.
- The dedicated budget line for M&E by all MDAs
- Institutionalizing M&E as a cadre in Civil Service and Public Service
- Establishment of M&E systems
- Engaging legislators in M&E (to perform their oversight functions better) and the judiciary.
- The competencies and skills for M&E need to be standardized and regulated.
- All MDA mandates need to be reviewed, and each MDA should have M&E systems and competencies to be able to manage results, and data collection tools are developed or reviewed.
- Conducting periodic impact evaluations in government

SECTION 3: BACKGROUND ON ADAMAWA STATE

3.1 ADAMAWA STATE

Adamawa State is one of the 36 Federating States in Nigeria. It is located in the North-East geopolitical zone of Nigeria. The State was formed in 1991, with 21 Local Government Areas. Adamawa State is bordered by Borno to the northwest, Gombe to the west, and Taraba to the southwest, while its eastern border forms part of the national border with Cameroon. Adamawa State lies between latitudes 7° 28'100 561 N and longitudes 11° 30'1 - 13° 0'751E; it is the 8th largest State in Nigeria with a total land area of 36,917 km² (14,254 sq. mi) with a 2006 population estimate of 3,178,950 now estimated to exceed 4.3 million people (2020) (“Adamawa (State, Nigeria) - Population Statistics, Charts, Map and Location”, 2022) and GDP of \$4.58 billion (2007) and GDP Per Capita of \$1,417 (2007). The Human Development Index (HDI) for 2019 was 0.488, placing Adamawa 27th of the 37 States in Nigeria.

Adamawa State is an agriculturally based state; the Adamawa State economy mainly relies on livestock and crops. Adamawa State is one of the most heterogeneous States in the country, with over 100 ethnicities, mostly farmers, fishers, and a few nomadic herders. The total debt of Adamawa State is N29,445 per capita, with an IGR of N1,746 per Capita (2020) (“State of States”, 2022).

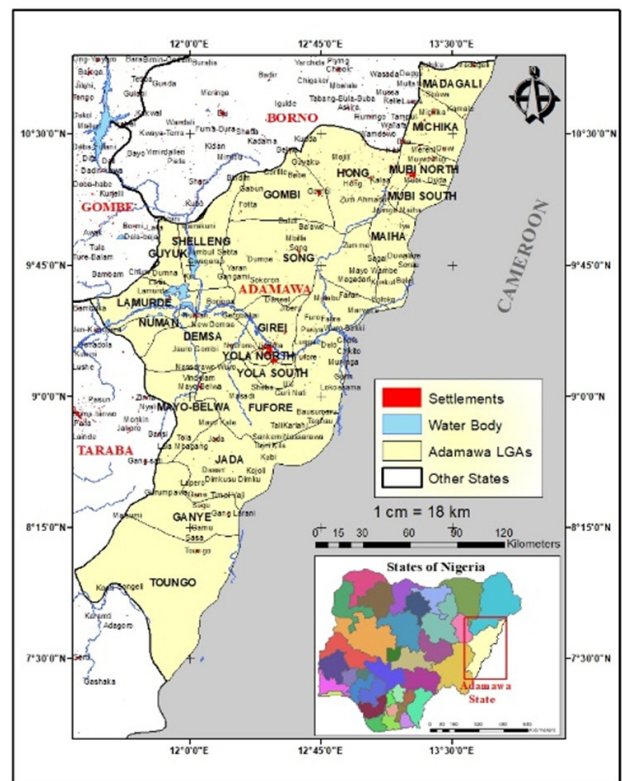


Figure 1: Map of Adamawa State

3.2 ADAMAWA STATE DEVELOPMENT PLAN

Adamawa State Government, under the leadership of His Excellency Ahmadu Umaru Fintiri, since the assumption of office on May 29, 2019, has been committed to a good and inclusive government. Consequently, the government developed the Medium-Term Development Plan 2021 – 2025. Further to the successful delivery of dividends of democracy to the State government has embraced the Results Based Management Monitoring and Evaluation to enhance its transparency and accountability to the people of Adamawa State, consequently the decision to develop a state-wide “Monitoring and Evaluation Policy” in line with international development best practice.

3.3 ADAMAWA STATE MEDIUM TERM DEVELOPMENT PLAN VISION

The Adamawa State Medium Term Development Plan 2021–2025 is the government’s strategic effort to chart a course for the sustainable development of the State and the betterment of its citizenry. The ASMTDP is an integrated package of strategic policies designed to support the sustainable development of the State in tandem with the National Development Plan (MTNDP) developed within the same period. The ASMTDP guides sectoral and local planning and investment decisions in the State. The overall goal of the plan is to ensure that institutions and partners are fully aware of the priorities of the government and can implement about 80% of the set objectives.

The plan is hinged on four key pillars, covering ten thematic development fundamentals. The pillars include economic development, social and security development, infrastructure development, and environmental sustainability. The thematic areas include.

- People-oriented governance is geared toward promoting transparency and integrity and creating cohesion among the citizens.
- Sustainable peace and security to guarantee justice and security of lives and property across the state
- Human capital development to facilitate improved access to quality education, affordable healthcare, and access to water and sanitation.
- Social development and welfare to Enhance social inclusion and reduce poverty
- Agribusiness for wealth creation to build a thriving and sustainable economy that can Enlarge agriculture output for food security
- Commerce and industries to facilitate ease of doing business aimed at expanding business growth and entrepreneurship
- Resource mobilisation to increase the revenue base of the state.
- Infrastructure to expand access to housing, transport, and power across all parts of the state
- Natural resources and environmental protection.

3.3.1 Vision of the ASMTDP

The government of Adamawa State envisioned - a peaceful, harmonious, and economically vibrant State that sustainably promotes inclusive growth based on equality of opportunity and justice for all its people.¹

3.3.2 Mission of the ASMTDP

As a government, building Adamawa State that is economically sustainable, socially inclusive, and environmentally resilient both at present and in the future is the mission.²

3.3.3 The Theory of Change

The core of ASMTDP is premised on the Theory of Change (ToC), a development model that articulates the challenges we face, strategies, interventions and programmes required to achieve desired outcomes. Essentially the ToC describes the roadmap through which change will be achieved (details of the ASMTDP TOC are in the development plan – a separate document)

¹ Adamawa State Medium Term Development Plan 2021 – 2025

² Adamawa State Medium Term Development Plan 2021– 2025

3.4 KEY ELEMENTS OF ADAMAWA STATE M&E SYSTEM

Recognizing that there are different ways to categorize elements of a government-wide M&E system, Adamawa State Government is adapting the widely recognized Holvoet's Six Descriptive Characteristics of a National Evaluation System ("United Nations contributions to national evaluation capacity development and the evolution of national evaluation systems", 2022)

Holvoet characteristic ³	Elements
Policy	Evaluation plan; approach to monitoring vs evaluation; autonomy and impartiality; feedback to management; alignment to planning and budgeting.
Methodology	Selection of results and areas to be evaluated, priority setting. Evaluation methodologies used; data collection and quality.
Organization	Coordination and oversight; statistical office; line ministries; decentralized levels; link with interventions.
Capacity	Problem acknowledged; capacity development plan.
Participation of wider stakeholders	State House of Assembly; civil society (including VOPEs); universities. donors; private sector.
Use	Effective use of evaluation; internal usage of an evaluation findings.

³ Source: Goldman et al. (2019), adapted from Holvoet and Renard 2007.

SECTION 4:

ADAMAWA STATE M&E

POLICY FRAMEWORK

The Adamawa State Monitoring and Evaluation Policy is intended to form part of the State Government development framework. This policy complements the implementation plan of the ASMTDP 2021 – 2025. It will be a valuable document guide for the implementation of M&E across the entire Ministries, Department and Agencies (MDAs) and a reference for all stakeholders. The policy is a living document that will be reviewed periodically based on changing realities and priorities of the State Government. The Adamawa State Planning Commission will coordinate the implementation of this M&E policy.

4.1 AIM OF THE M&E POLICY

This policy aims to provide a robust and integrated framework for guiding the Adamawa State Government and stakeholders in employing the principles, practices, and standards of M&E practice across Adamawa State.

4.2 OBJECTIVES OF THE M&E POLICY

- Improve the performance of the public sector by strengthening the operational, coordinated, and cost-effective production and use of objective information on the implementation and results of strategies, policies, programs, and projects.
- To improve the confidence of Adamawa State citizens to hold the government accountable systematically.
- To establish a system of evaluating public policies and interventions.
- To clarify the roles and responsibilities of MDAs and key stakeholders in the monitoring and evaluation of government policies, projects, and programs.
- To strengthen public-private partnerships in M&E.
- To lay out a foundation for institutionalizing M&E practice in the government.

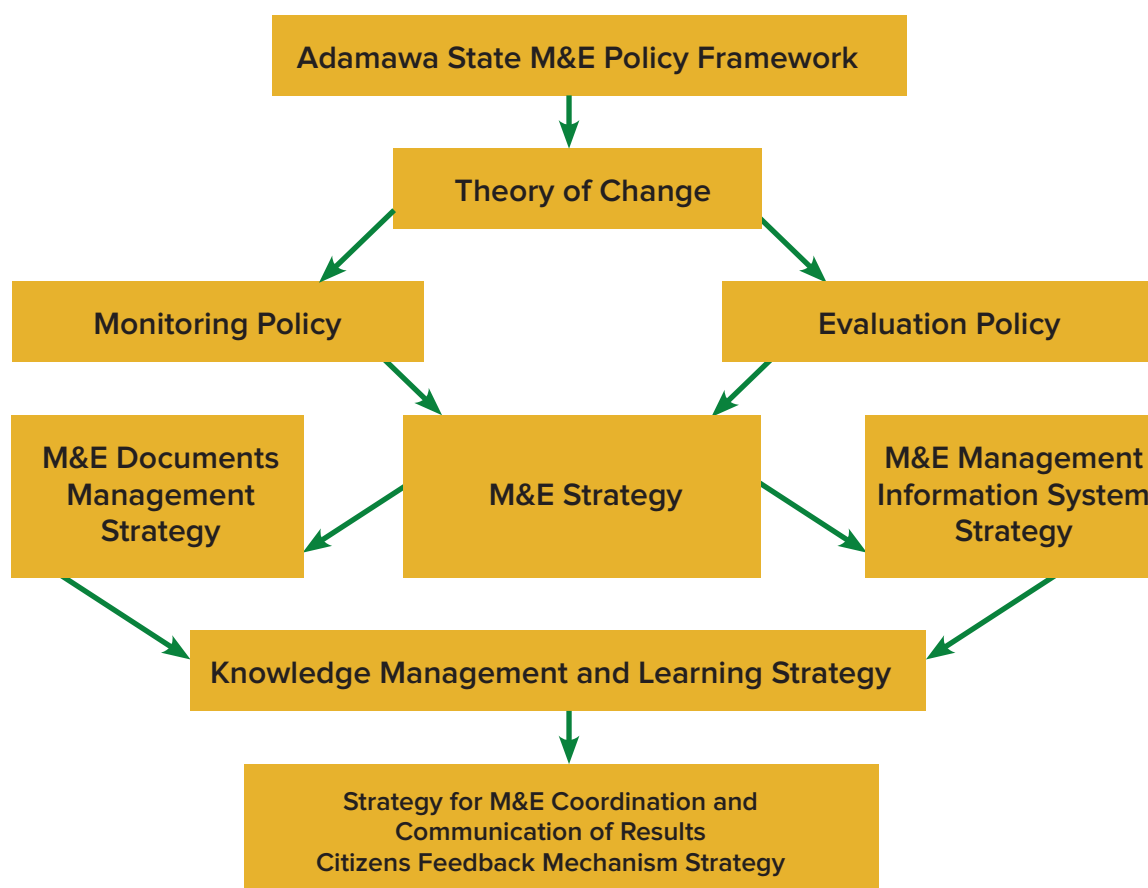
4.3 ADAMAWA STATE M&E POLICY FRAMEWORK

The Adamawa State M&E policy framework combines (1) A Monitoring Policy and (2) an Evaluation Policy into a single policy. However, several other complementary strategies and plans will be required for effective policy, programs, and project implementation.

- ASMTDP M&E Plan
- MDA/Sector-specific M&E plans
- M&E Strategy
- M&E Data Management strategy
- M&E Management Information System
- Knowledge Management and Learning Strategy
- Strategy for M&E Coordination and Communication of Results

This M&E policy will be adopted and institutionalized by all MDAs and key stakeholders in Adamawa State.

Adamawa State M&E Policy Framework



4.4 SCOPE OF THE ADAMAWA STATE M&E POLICY

The Adamawa State M&E Policy applies to all MDAs and State Government-funded projects and programs. The policy is also intended to guide the implementation of donor-funded projects and programs in the State.

4.5 RATIONALE FOR THE M&E POLICY

The rationale for this M&E Policy is divided into five components which are (a) Rationale for Monitoring, (b) Rationale for Evaluation, (c) Rationale for M&E Strategy, (d) Rationale for M&E Data Management Strategy, (e) Rationale M&E Management Information System (f) Rationale Knowledge Management and Learning, and (g) Strategy for M&E Coordination and Communication of Results as explained below:

4.5.1 Rationale for Monitoring

The Adamawa State M&E Policy provides a framework for:

- Defining monitoring
- Making clear intended performance monitoring
- Establishing measures of performance monitoring
- Setting performance targets

- Assessing actual against intended performance
- Understanding differences between actual and intended performance
- Providing management with reliable, relevant, and timely data on performance
- Reporting on performance
- Providing political executives with meaningful performance information
- Communicating public accountability information on performance

The Monitoring policy will provide benefits such as:

- Improving accountability of government,
- Reducing waste of public funds,
- Improving the quality of public spending,
- Providing reliable and meaningful information for the citizen to assess government performance.

4.5.2 Rationale for evaluation

Evaluation policy provides a framework for:

- Making a positive difference in people's lives,
- Assessing the value or worth of public investments,
- Generating and communicating knowledge to improve government performance,
- Improving accountability of government,
- Supporting legislative oversight,
- Facilitating citizen engagement with government,
- Strengthening social justice, equity, and gender equality.

Evaluation can provide benefits such as:

- Reducing waste of public funds,
- Improving the quality of public spending,
- Providing an independent assessment of public policies, programmes, and projects,
- Providing a source of reliable and meaningful information for the citizen to assess government performance.

(a) Rationale for M&E Strategy

The rationale for the Adamawa State M&E Strategy is to institutionalize a system for tracking activities, processes and results towards the progress and performance of all State government programs, projects and policies using a Results Based Management Approach.

The objectives of the M&E Strategy are:

- To establish a framework for the provision of accurate, vital, and timely data and information for results management and evidence-based decision-making.
- To facilitate tracking of progress and processes of the Adamawa State M&E System and measuring efficiency, effectiveness and achievement of all programs and project's key activities and results while identifying opportunities and challenges.
- To contribute to the Adamawa State M&E System transparency and accountability and provide timely feedback to key stakeholders and the public.
- To set up guidelines and processes that aid the design and conduct of M&E-related studies and research.
- To assist key stakeholders in better understanding the M&E strategies for the government of Adamawa State.

(b) Rationale for M&E Data and Document Management Strategy

The data management policy contains basic processes, practices, procedures, approaches, guidelines and outlines of tools that are required for effective data collection, data management, achieving, reporting, dissemination, and use

The rationale is to:

- Ensure data quality assurance during collection and ensure that the data collected has adequate quality based on systematic data procedures and collection plans.
- Determine data collection tools comprising several instruments or devices used to collect relevant data; this can be in both hard and soft copies.
- Outline data processing and manipulation processes
- Provide guidance on data authorization and transmission
- Determine data collection roles and responsibilities
- Provide guidance on the mechanism for data flow, tools for data entry, reviews, analysis, validation, archiving and retrieval
- Outline frequency in data collection and reporting by respective Ministries, Departments and Agencies
- Provide guidance on evaluation data; data gathering for baseline, mid-term and final evaluations of projects and programs.
- Provide a snapshot of data sources, referencing and use
- Emphasize ethical considerations in data collection
- Provide guidance on data quality assurance and control
- Provide guidance on leveraging and linking existing government data storage and security system

(c) Rationale for M&E Management Information System

A Management Information System (MIS) is an information system used for decision-making, coordination, control, analysis, and visualization of information. The rationale for putting in place MIS is to:

- Provide information on the management process
- Support M&E operations, management, and documentation
- Establish a suitable platform or dashboard for showcasing Key Performance Indicators (KPIs) and results
- Enhance informed decision-making by policymakers.
- Serve as a planning and management tool
- Ensure timely, relevant, and accurate information is provided to managers and policymakers.

(d) Rationale for Knowledge Management and Learning Strategy

Knowledge management (KM) is the process of gathering, sharing, using, and managing knowledge and information. The specific rationale for having a Knowledge Management and Learning strategy in the State is to:

- Ensure efficient handling of information using appropriate mediums of information processing and communication
- Ensure availability of targeted information to key stakeholders
- Provide key stakeholders access to useful information on government-wide policies, programs, and projects
- Ensure that stakeholders have a common understanding of government performance and delivery

(e) Rationale for Strategy on M&E Coordination and Communication of Results

The purpose of an M&E Coordination and communication strategy is to help ensure common understanding and commitment to implementing the M&E Policy in the Adamawa State by key stakeholders. The key stakeholders for the M&E system include.

- (a) the Public Sector, comprising Ministries, Departments and Agencies,
- (b) the Civil Society Sector includes foundations, NGOs, and Community-Based Organization
- (c) the Private Sector / Organized Private Sector
- (d) Development Partners

The rationale for institutionalising M&E Coordination and Communication of Results is to:

- Enhance the exchange of information amongst key stakeholders
- Ensure effective transmission of information and reliable feedback to stakeholders
- Identify mediums for information dissemination
- Determine user-friendly approaches for sharing and popularizing M&E tools and results

4.6 AUTHORITY AND LEGAL PROVISIONS RELEVANT TO THE M&E POLICY

The Adamawa State M&E Policy should be consistent with The Adamawa State Medium-Term Development Plan and subsequent plans of the government. The policy also leverages the existing National and International Monitoring and Evaluation frameworks and other related policy frameworks such as.

- The African Evaluation Guidelines (AEG) 2020 Version
- Nigeria National Monitoring and Evaluation Strategic Plan
- National Evaluation Policy
- Nigeria Agenda 2050
- Nigeria Medium Term National Development Plan 2021 – 2025 and 2026 – 2030
- The Fiscal Responsibility Act
- Public Procurement Act (PPA) 2007
- Freedom of Information Act (Fol)
- Project Continuity Bill (PCB) - Draft
- The annual state of the Nation Address and other matters act, 2009
- National Official Development Assistance (ODA) policy
- Open Government Partnership (OGP) agreement.

4.7 M&E POLICY AND GOVERNMENT PROCUREMENT PROCESS

This M&E policy encourages evaluation of all key interventions of the Adamawa State government to ascertain performance and results and issuance of the certificate of performance after government-sponsored jobs are completed.

4.8 KEY STAKEHOLDERS (PUBLIC, PRIVATE AND CIVIL SOCIETY)

This policy is binding on all key stakeholders operating and implementing projects and programs in Adamawa State.

The key stakeholders for the M&E system include.

- (a) the Public Sector, comprising Ministries, Departments and Agencies,
- (b) the Civil Society sector includes foundations, NGOs, and community-based organization
- (c) the Private Sector / organized private sector
- (d) development partners implementing projects and programs in Adamawa State

Sector	Stakeholder Group	Target Stakeholder
Public	- State Ministries, Departments and Agencies - Federal Ministries, Departments and Agencies - Local Government Areas	- Departments of Planning Research and Statistics - Monitoring and Evaluation Departments
Private	- Organized Private Sectors - Private companies and small businesses	Business owners/proprietors
Civil Society Organizations	- Academic Think Tanks - NGOs - CSOs - CBOs - Organized Private Sectors - National and State Level Voluntary Organizations of Professional Evaluators	- Monitoring and Evaluation Practitioners - Evaluators - M&E Staff
Beneficiaries	Citizens	Adamawa State indigenes and non-indigenes

4.9 APPROACH TO DEVELOPING THE ADAMAWA STATE M&E POLICY

This M&E policy was developed through extensive research and consultations with key government officials and civil society. A validation workshop was also held to seek all relevant inputs from all stakeholders such as MDAs, Development partners, Academia, Civil Society, and the Media. It is intended to be a living document that can be updated periodically.

SECTION 5:

PRINCIPLES OF THE

M&E POLICY

The Adamawa State M&E Policy is built on the following guiding criteria and principles.

5.1 DAC CRITERIA

All evaluations in Adamawa State will follow the criteria of development evaluation set by the Organization for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) criteria of answer evaluation questions that are based on the six evaluation criteria of relevance, coherence, effectiveness, efficiency, impact, and sustainability.

5.2 AFREA PRINCIPLES

All evaluations conducted in Adamawa State should recognize the key principles of evaluating in Africa as encapsulated in the African Evaluation Association (AfREA) - The African Evaluation Principles 2021 Version (AfREA, 2022)

- Design, conduct and share evaluations in a manner that strengthens the agency of stakeholders in Africa.
- Design and conduct evaluations to be trustworthy, feasible, effective, and efficient.
- Design and conduct evaluations in a manner that respects and values the dignity, knowledge and experience of individuals, the relationships between them, and the rights of the community, society, and nature.
- Give Africa's priorities, philosophies, and knowledge systems their rightful place - informed by international developments, with special attention to the Global South and indigenous communities worldwide.
- Show how responsible evaluation in Africa can foster relationships between people and nature and contribute to the sustained well-being of communities, societies, and ecosystems worldwide.

5.3 GUIDANCE FOR IMPLEMENTING M&E IN ADAMAWA STATE

To guide the implementation of monitoring and evaluation in the State, the focus on M&E should be to; manage for results, ensure value for money, transparency and accountability and social return on investment on all interventions in the State

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

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

5.4 INSTITUTIONAL ARRANGEMENTS FOR THE M&E POLICY

1. The Chairman of the Adamawa State Planning Commission is responsible for the planning, performance monitoring, evaluation, learning, and reporting of all Adamawa State government results
2. The Commissioners of individual MDAs, in collaboration with their Permanent Secretaries, have the duty to ensure that on a quarterly basis and annually, all projects and interventions implemented by their MDAs are adequately and appropriately documented and reported
3. The Adamawa Planning Commission is to provide all necessary reporting templates to MDAs for monitoring and evaluation reporting timely
4. The Adamawa State Planning Commission should ensure coherence and coordination of performance reporting and submit all reports by MDAs concisely and accurately to the Executive Council on a Quarterly and Annual basis (verifying all the data to ensure the quality)
5. Each MDA Commissioner is, by this policy, mandated to ensure that all government records, performance reports, and data are accurately reported and with the highest data quality standards, and no false information is provided to the Executive Council for decision making
6. All monitoring and evaluation data should be centrally organized, and data quality standards adhered to before submission to the State Executive Council by the Adamawa State Planning Commission
7. The Executive Governor is the final authority and responsibility for oversight, performance monitoring, and reporting by the Adamawa State Government

5.5 SPECIFIC TASKS OF THE ADAMAWA STATE PLANNING COMMISSION

1. Coordinate with the Adamawa State Bureau of Statistics to obtain and validate all relevant data that is included in each of the quarterly and annual performance reports
2. Provide reporting templates and review or update policies, guidelines, and tools relevant to performance monitoring and evaluation
3. Receive, review, and transmit individual MDA monitoring and evaluation performance reports to the Executive Council

4. Build capacity of MDAs on monitoring and evaluation
5. Support MDAs in implementing monitoring and evaluation
6. Conduct evaluations of all government projects and interventions in conjunction with the MDAs
7. Collaborate with civil society organizations, voluntary organizations or professional evaluators, private sector, and development partners on all aspects of monitoring and evaluation in Adamawa State
8. Support MDAs in strengthening their individual monitoring and evaluation systems and all responsibility for supporting performance monitoring and reporting in the federal government.

5.6 SPECIFIC ROLES OF SECTORAL KEY STAKEHOLDERS

The roles of the sectors can be briefly explained as follows:

Private Sector: to provide goods and services at a cost and maximize profits for its owners. Therefore, all services and goods procured by the Government of Adamawa State must provide value for money and social return on investment for Adamawa State citizens. As part of their corporate social responsibility, the private sector can support the development of monitoring and evaluation in the State through capacity building or donation of equipment to strengthen data collection by the State MDAs.

Public Sector: to govern, provide common social amenities, goods, and services that the private sector cannot provide, and ensure the commonwealth is managed and equitably benefits all and diverse members of the society. Therefore, all MDAs have a duty to ensure equitable representation and distribution of projects and interventions in Adamawa State.

Civil Society: This sector has diverse stakeholders and roles that cover influencing policies, holding both private and public sectors transparent and accountable, charity, and philanthropy. The sector also helps deliver goods and services to international organizations and development partners. CSOs can play active roles in holding the MDAs accountable and engage citizens from time to time to provide feedback on their needs and opinions on government interventions. Priorities of the citizens can be presented to relevant MDAs for consideration in government appropriations.

Development Partners: We can loosely describe development partners as organizations in partnership with governments to solve myriad developmental challenges in society, and in this category, we include donors such as the United States Agency for International Development (USAID), European Union (EU), UK Department for International Development (DfID), the African Development Bank (AfDB), the World Bank and agencies of the United Nations (UN). Certain reasons for its existence guide each development partner, development assistance policies, and funding mechanisms. Development partners can ensure alignment of their projects and interventions with government priorities and report performance to relevant MDAs. Development partners should prioritize the engagement of Adamawa State indigenes in all their projects to ensure equity and transfer of technical skills.

SECTION 6: MONITORING AND EVALUATION CONCEPTS

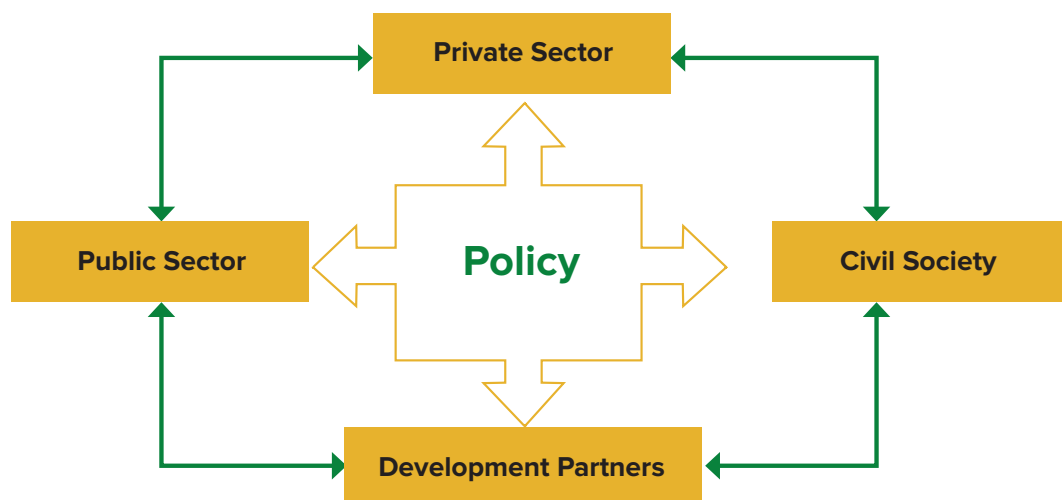
6.1 DEFINING POLICY

The word “Policy,” according to Cambridge Dictionary, means “a set of ideas or a plan of what to do in particular situations that have been agreed to officially by a group of people, a business organization, a government, or a political party.” The majority of what we do emerges from our decisions and policies. When policies are made, they directly or indirectly impact our society.

*“A policy is a principle or protocol to guide decisions and achieve rational outcomes. A policy is a statement of intent and is implemented as a procedure or protocol.”
(Policy Manual Wandering.wa.gov.au. 2020)*

Policies influence what happens in all spheres of our society. In his books, Peter Ferdinand Drucker (1909 – 2005) indicated how humans are organized in three sectors of society: business, government, and nonprofits.

In view of the key roles development partners play in our developing society and our work as Monitoring and Evaluation practitioners, an additional sector will help us better explain our concepts. Consequently, the following four key sectors model is proposed, with each performing specific roles. We have 1) the Public Sector, 2) the Private Sector and 3) the Civil Society, and 4) Development Partners.



6.2 PROJECT AND PROGRAM CYCLE

6.2.1 Project Cycle

Projects usually start with conceptualization, followed by situational analysis and feasibility studies. After agreeing that the project is feasible then, managers can conduct a cost-benefit analysis and determine the comparative advantage of implementing certain strategies to prioritize what is going to be implemented to achieve optimum results. A detailed technical proposal and a corresponding financial proposal are then developed.

There are two documents that are very important in proposing a project. The first document is the “Project Description,” which gives details project’s aims and objectives. Key activities are also nicely organized under each objective in the detailed work plan. The second document is a “Financial Proposal,” or the budget that details all the costs associated with implementing the project. There is also a “Financial or budget document that details all the costs for implementing the project.

A ‘Project Cycle’ sometimes referred to as a “Project life cycle,” comprises phases that each project must go through from start to finish. Usually, a project cycle differs from organization to organization but mainly comprises four key phases.

6.2.2 Phases of Project Cycle

PHASE 1: Project/problem identification

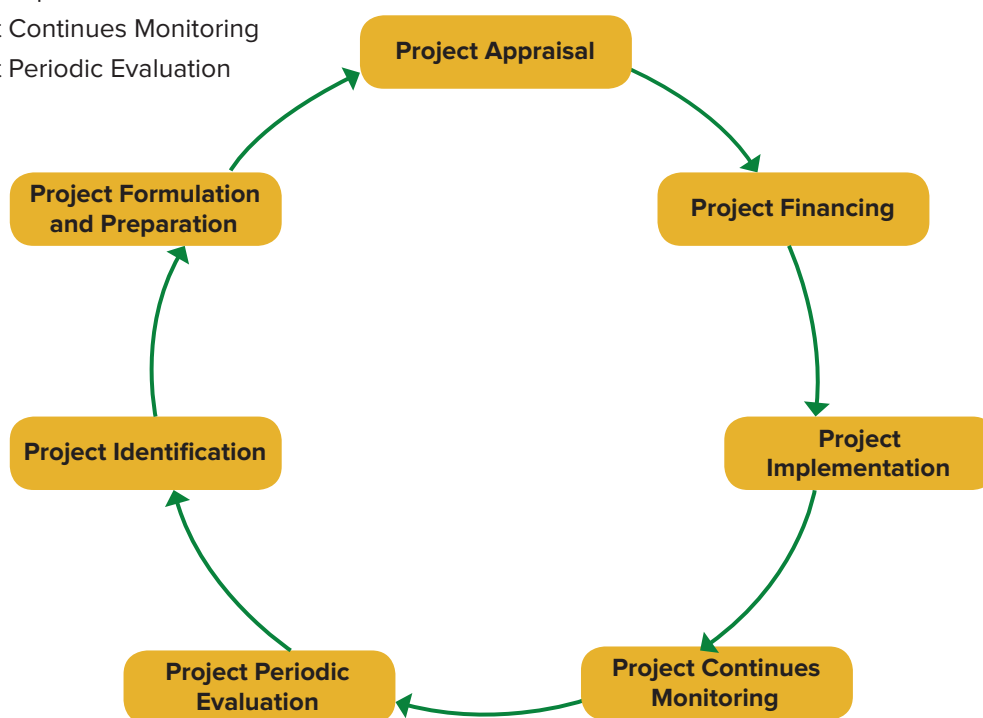
PHASE 2: Project formulation and preparation

PHASE 3: Project implementation

PHASE 4: Project monitoring and evaluation

For the benefit of better understanding, the four phases outlined can further be expanded into the following seven elements that are implemented progressively.

- Project Identification
- Project Formulation and Preparation
- Project Appraisal
- Project Financing
- Project Implementation
- Project Continues Monitoring
- Project Periodic Evaluation



6.3 MONITORING AND EVALUATION

Monitoring: Monitoring is a continuous process of systematic gathering of data on specific indicators to provide decision-makers with information regarding the extent of progress and achievement of objectives as well as the use of allocated resources. Monitoring helps us to measure and prove what is done, and it increases accountability and transparency.

What are monitoring and evaluation?

Monitoring is the systematic collection, analysis, and use of information from projects and programmes for three basic purposes: learning from the experiences acquired (learning function); accounting internally and externally for the resources used and the results obtained (monitoring function); taking decisions (steering function)⁴

There are many types of monitoring which include Inputs/outputs Monitoring, Financial monitoring, physical monitoring, context monitoring/ risk, assumptions monitoring, performance/results monitoring, Diagnostic monitoring, Operations monitoring, Compliance monitoring, Beneficiary monitoring, Situation monitoring etc....

There are many tools used in monitoring which include Annual work plans, Strategic plans, Monitoring forms of the physical development of activities, Budget and financial reports, Management manuals, Schedules of activities, Datasheets, Scorecards, Periodic progress reports, and so on.

In the case of the National M&E System, it will focus mainly on Performance Monitoring using Scorecards.

Evaluation: Evaluation is a periodic assessment of progress towards goals and objectives in order to know the higher-level results and to determine outcomes, final effects, and impacts of government policies, projects, and programs. Conducting evaluation will provide us with critical evidence for reporting results and improving or adjusting government policies and priorities.

There are three or four types of evaluation, according to the time of achievement, which is: EX ANTE OR PRE – EVALUATION which is mostly at the inception of the intervention to determine baselines; MID TERM EVALUATION, which is conducted during implementation is formative and intends to improve performance, FINAL EVALUATION conducted at the end of the intervention to observe short term consequences and determine intended or unintended outcomes. Also, in some literature, EX-POST EVALUATION is conducted a long time after an intervention has been implemented to observe long-term consequences.

What is Evaluation

Evaluation is a rigorous and independent assessment of either completed or going activities to determine the extent to which they achieve stated objectives and contribute to decision making. Evaluations, like monitoring, can apply to many things, including an activity, project, program, strategy, policy, topic, theme, sector, or organization. The key distinction between the two is that evaluations are done independently to provide managers and staff with an objective assessment of whether or not they are on track. They are also more rigorous in their procedures, design, and methodology and generally involve more extensive analysis. However, the aims of both monitoring and evaluation are very similar: to provide information that can help inform decisions, improve performance, and achieve planned results.⁵

⁴ Sevensteps V and van Kempen, P.P. (no date) What is monitoring and evaluation? Available at: http://www.toolkitsportdevelopment.org/html/topic_8A6F8104-DBAD-4F47-927D-3FE9A13B30B4_E49DC123-DB53-4DDB-9148-FDE05BD96156_2.htm

⁵ UNDP (2009) HANDBOOK ON PLANNING, MONITORING AND EVALUATING FOR DEVELOPMENT RESULTS. Available at: <http://web.undp.org/evaluation/evaluations/handbook/english/documents/pme-handbook.pdf>

Government is a continuous process that has interventions that are mostly ongoing hence there are often baseline values for indicators that are tracked by Ministries, Departments, and Agencies implementing these policies, projects, and programs. However, there is always a need for conducting Mid-Term evaluations to ensure that decisions are made based on evidence. Also, it is necessary to conduct Final Evaluations from time to time to determine the effectiveness, impacts, and sustainability of such interventions.

Monitoring and Evaluation System: The entire collection of human and material resources, procedures, data, tools, and technology that interact to gather, organize, and present timely information for authorized decision-makers. This will include conducting baseline studies, evaluations, and learning.

Monitoring and Evaluation System Framework: Establishing an M&E system in a country is a significant task and requires a collective effort from all the spheres of society; the public sector, private sector, and civil society. The M&E System Framework attempts to put together the entire structure of the M&E system in a simplified form, thereby clarifying its vision, purpose, and key roles of stakeholders in the M&E system.

M&E system framework. Generally, M&E System frameworks have four broad building blocks, which are (i) vision, (ii) an enabling environment, (iii) the infrastructure to supply M&E information, and (iv) the infrastructure to demand and use M&E information⁶.

6.4 DEFINING RESULT-BASED MANAGEMENT

Results Based Management (RBM): is widely implemented by many developed economies worldwide as a government approach to management that integrates strategy, people, resources, processes, and measurements to improve decision-making, transparency, and accountability. The approach focuses on achieving outcomes, implementing performance measurement, learning, adapting, and reporting on performance.

Result-Based Management (RBM)

Result-Based Management (RBM) is a broad management strategy aimed at realizing important changes in government agencies and international organizations operate, with achieving meaningful results as the central orientation.⁷

6.4.1 Defining Goals and Objectives

Project Goal and Objective

Goal

It is a statement of what the project plans to achieve. It gives the overall or broad idea of the planned problem to be solved or addressed.

Goals provide direction, motivate, and guide the project implementers

In the management of organizations and programs, goals can be classified into three types⁸

- **Strategic Goals:** These are high-level and long-term strategies that comprise several smaller goals set for different sectors, levels, and timelines
- **Tactical Goals:** These are often action-oriented goals necessary to achieve strategic goals. These goals are medium-term.
- **Operational Goals:** Operational goals are set by and for lower-level managers. Operational goals are usually made to tackle shorter-term issues associated with the tactical goals, and lower managers are responsible for their attainment.

In some literature, a goal may also be referred to as, Aim, Outcomes, Overall objectives, Overall goal, Strategic Objectives, Development Objectives, and so on.

⁶ Robert Lahey (2005). A Framework for Developing an Effective Monitoring and Evaluation System in the Public Sector - Key Considerations from International Experience, REL Solutions Inc., Canada

⁷ UNEG (2016a) Detail of ECA results-based management policy note (2012). Available at: <http://www.unevaluation.org/document/detail/1178>

⁸ <https://www.iedunote.com/organizational-goals>

Synonyms for Goal	Agencies that use the terminology
Goal	▪ DFID ▪ World Bank ▪ UNHCR
Aim	▪ Some non-governmental organizations and foundations
Outcomes	▪ UNDP
Program Objective	▪ CIDA
Overall Objective	▪ European Union (EU)
Strategic Objective (SO)	▪ USAID

Objectives

- They are statements that describe the desirable and clear ways to achieve the broad goal and results.
- Objectives should logically be linked to the goals and should contribute to the achievement of the goal.
- In some literature, an objective may also be referred to as, Purpose, Specific objective, development objective, immediate objectives, immediate results, or outcome.

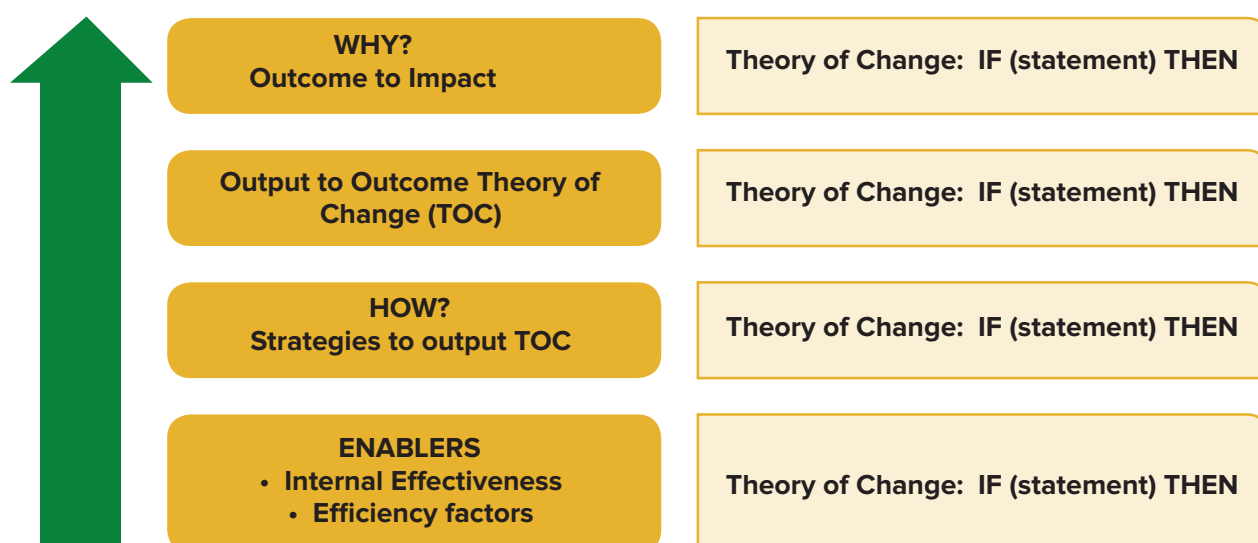
Objectives are:

<i>Specific</i>	<i>Very clear, precise, and definite</i>
<i>Measurable</i>	<i>Countable, quantifiable</i>
<i>Achievable</i>	<i>Doable and attainable within the period of the project implementation</i>
<i>Realistic</i>	<i>That can precisely be implemented with the available resources.</i>
<i>Time-based</i>	<i>Time within which the results are expected to be delivered</i>

6.4.2 Theory of Change

Theory or (more appropriately) hypothesis of Change summarizes how concrete actions contribute to achieving the project results. The theory of change is developed during goal setting for the project and updated continuously. The theory of change often requires the engagement of stakeholders for consensus building, ownership, and agreement.

Theory of Change



6.4.3 Development Hypothesis

It is an evidence-based assertion that logically shows how implementing a project leads to certain outcomes. It is often presented as an IF – THEN statement that details how a project can achieve certain desired changes when implemented.

“A development hypothesis states what will occur if a particular intervention is undertaken, or a combination of several building blocks that are critical for bringing about a particular development outcome is put in place. In a Development Hypothesis narrative, hypotheses are often written out as causal “if-then” propositions. Several such propositions laid out in a sequence describe a strategy’s “theory of change”⁹ USAID

6.5 STRATEGIC PLANS AND STRATEGIC OBJECTIVES

6.5.1 Strategic Planning

This is the process of developing short-term, medium-term, and long-term goals. It is often a systematic process for reviewing MDA mandates, vision, and mission and developing priorities and targets. The process is also used to identify the Strengths and Weaknesses, Opportunities and Threats (SWOT) of an MDA to guide decision making.

The key elements in strategic planning are.

- Reflection – learning from experience and applying it to future planning,
- Understanding – getting insights from the current situation to guide future planning
- Anticipation – based on the current situation, make a forecast and prepare for the future

6.5.2 Strategic and Development Plans

This is the “roadmap” leading an MDA into the future. The strategic plan provides direction and guidance and serves as a framework for the management decision-making process. It is often a basis for explaining planning processes in detail to key stakeholders. Strategic plans are often produced after reviewing previous plans.

6.5.3 State MDAs M&E Systems

A Monitoring and Evaluation System is a set of organizational structures, management processes, standards, strategies, plans, indicators, information systems, reporting lines, and accountability relationships that enables the Adamawa State MDAs to discharge their M&E functions effectively. In addition to these formal managerial elements are the organizational culture, capacity, and other enabling conditions, which will determine whether the feedback from the M&E function influence the MDA’s decision-making, learning, and service delivery.

As a policy, the Adamawa State Government encourages all MDAs to develop appropriate M&E systems that respond to their specific Medium Term Sector Strategies to track the delivery of their targets as encapsulated in the Annual reporting guidelines (such as Scorecards, KPIs etc.). The reporting guidelines will be developed and updated regularly by the State Planning Commission.

6.5.4 MIS System For M&E

The Adamawa State Government anticipates establishing a centralised MIS System in the Adamawa State Planning Commission. This M&E MIS System will provide a platform for tracking and collating Key Performance results across all MDAs and Sectors, while each MDA is responsible for managing its Sector-wide Management Information System in line with the Adamawa State Planning Commission. The central M&E MIS system will articulate results from each MDA’s internal management systems (such as planning, budgeting, and reporting systems). This may or may not be supported by IT software and other tools. The effort will be made over time to ensure maximum systems integration and interoperability.

6.5.5 Linking National and State M&E Systems

In some instances, such as the reporting of Global level indicators (for example, SDGs), it is imperative that the Adamawa State M&E System align with some Key Performance Indicators of the Federal/National M&E processes.

⁹ <https://www.usaid.gov/project-starter/program-cycle/cdcs/strategy-and-results-framework/development-hypotheses>

6.5.6 Working with Development Partners, CSOs, And Private Sectors

It is expected that all Development Sector Organizations liaise with the Adamawa State Planning Commission and the Office of Donor Coordination (at Government House) as the coordinating office for all donor interventions in the State. To ensure alignment of their Development Objectives with that of Adamawa State development priorities. Furthermore, the arrangement is to ensure that there is no duplication of efforts and for results to be reported and documented timely by the government.

- Development partners are encouraged to participate in donor coordination meetings to agree on common indicators to monitor and evaluate intervention performance.
- Annual performance reports are to be submitted to the Adamawa State Planning Commission.
- A performance dashboard will be maintained by the Adamawa State Planning Commission to showcase the performance of donor interventions in Adamawa State.
- Citizen's engagement fora will be institutionalized by the Adamawa State Planning Commission for transparency and accountability and seeking citizens' feedback on donor-supported projects.

SECTION 7:

APPROACH TO

MANAGING FOR

RESULTS

There are two approaches to managing for results: (a) approach to monitoring and (b) approach to evaluation and learning.

7.1 APPROACH TO MONITORING

This policy recognizes the systematic and continuous nature of the monitoring process based on pre-determined indicators. Monitoring in the State government MDAs can include but is not limited to the internal monitoring of resources and delivery of outputs. All MDAs expect regular physical monitoring to assess the state of progress in the delivery of activities and outputs in the government. Results Monitoring should be done regularly to check outputs, effects, and impacts of projects, policies, and programs of the government

The approach to be adopted by MDAs is to; Review documents related to the projects to be monitored, review reports of past monitoring exercises, conduct monitoring tours to collect all necessary data, and hold briefing sessions with stakeholders. It is required that M&E and data be analyzed periodically before reporting. The Adamawa State Planning Commission should provide all required tools, forms, and templates to assist MDAs in monitoring processes.

The documents required for monitoring may include but are not limited to, Annual work plan, Strategic plan, financial reports, Datasheets, Scorecards, Periodic progress reports, etc.

The Adamawa State Planning Commission will maintain a dedicated government-wide monitoring dashboard. This dashboard will highlight key performance indicators developed in line with government deliverables and priorities.

7.1.1 Annual Monitoring Reports

Annual Government-wide monitoring reports will be developed and disseminated periodically to key stakeholders using appropriate mediums of communication.

7.2 APPROACH TO EVALUATION AND LEARNING

The main purpose of Evaluation is to foster informed decision-making, prove and improve performance, assess the effects or impact of government intervention, enhance transparency and accountability to stakeholders and engender learning.

This policy adopts the standard approaches and the DAC criteria¹⁰

¹⁰ DAC criteria <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

The criteria include the following: Effectiveness, Efficiency, Relevance, Impact, Sustainability, and Coherence.

- Relevance: The extent to which the project is suited to the priorities and policies of the target group
- Effectiveness: A measure of the extent to project attains its objectives.
- Efficiency: did the project use the least costly resources possible to achieve the desired results?
- Impact: The positive and negative changes the intervention produces, directly or indirectly, intended or unintended.
- Sustainability: measuring whether the benefits of an activity are likely to continue after the intervention
- Coherence: How well does the intervention fit? The compatibility of the intervention with other interventions in a country, sector or institution

7.2.1 Evaluation Planning and Implementation

Adamawa State M&E System is designed on a Results-Based Management and Accountability M&E system. The entire policy focuses on the results of government projects and programs. The evaluation of these projects and programs will focus on what can be learned from the intervention's impacts and effectiveness rather than on process or output information.

The quality of evaluation planning is important – when and how well it is planned matters. In planning for evaluation, all MDAs should focus on the good practices and standards for planning an evaluation, including feasibility, accuracy, propriety, and utility.

Evaluations should ideally be planned at the intervention design phase; however, some evaluations can be planned on an ad-hoc basis, for example, in cases where there are questions about the quality of interventions, there are compliance issues, etc.

All evaluations should be planned at least one month before implementation.

The key components of an evaluation plan are engaging stakeholders, the description of the program, The evaluation design, Credible evidence gathering, Justification of Conclusions and Ensuring evaluation use, and sharing lessons learned.¹¹ Planning an Evaluation should include the following documents and steps:

- Identify the main evaluation client or user of its results
- Define the evaluation purpose
- Define the evaluation scope
- Define the evaluation management and approval process
- Define stakeholders of the evaluation (including their roles, interest, and involvement in the evaluation process)
- Decide the evaluation type
- Develop evaluation questions/objectives (draft - to be refined after the evaluator is on board)
- Determine data collection methodology (draft - to be refined after the evaluator is on board)
- Budget the evaluation (draft internal estimate)

7.2.2 Managing Evaluation and Developing Evaluation Terms of Reference

Evaluation management is important and should be based on the following:

- Drafting Terms of References/scope of work for evaluation.
- Select evaluator/evaluation team (including advertising, shortlisting, negotiations, and selection).
- Organize relevant information before the evaluation starts.
- Delineate roles and responsibilities. Three parties are usually involved in an evaluation; the evaluation manager/Team leader, the evaluation team, and the commissioning body (MDAs). The roles and responsibilities of all these three parties must be clearly defined.

¹¹ <https://www.cdc.gov/obesity/downloads/cdc-evaluation-workbook-508.pdf>

7.2.3 Conducting an Evaluation

Once the evaluation plan and management arrangements are in place, the evaluation should commence, and this part is more an “evaluation team” responsibility, with the instructions and inputs from the evaluation manager and commissioning body, as well as stakeholders. Conducting the evaluation should involve the following tasks and activities:

- Defining the logic model for the intervention being evaluated
- Refining the evaluation method
- Collecting data
- Analyzing data
- Formulating findings and preparing a draft evaluation report for review and revision if required
- Preparing the final report

7.2.4 Assuring Credible and Quality Evaluations

The final step in pulling it all together is to assess the quality of the evaluation critically. It is also, important to note that nobody will act on information that is not reliable, accurate and based on realities on the ground. Therefore, it is very important that the evaluation the manager ensures the quality and reliability of the evaluation. A good evaluation has the following characteristics:

- Meets stakeholder needs and requirements
- Is relevant and realistic in scope
- Uses appropriate methods
- Produces reliable, accurate, and valid data
- Includes appropriate and accurate analysis of results
- Presents impartial conclusions
- Conveys results clearly – in oral and/or written form

7.2.5 Selection of Evaluators in Adamawa State

Preference for selecting professionals to conduct government intervention evaluations should first look within Nigeria. Where expertise is not available, efforts should be made to reach out within the African sub-region. This will help in building evaluation competencies and capacities while leveraging on experts that understand local contexts and realities.

7.2.6 Using Evaluation and Decision Making

Evaluations have little value if they are not used. The utilization component of an evaluation should be planned from the beginning. To increase the likelihood of using the evaluation’s findings, the following should be considered throughout the evaluation process:

- Involving stakeholders from the beginning – it is stakeholders who will use it, so they should be informed, and their interests should be accommodated in the evaluation.
Plan dissemination from the beginning - the evaluation manager and commissioning the body should ensure that a dissemination plan is in place and prepared by the evaluation team and that the evaluation team will appropriately present the evaluation findings.
- Plan for recommendations - The evaluation manager should validate recommendations, and once the commissioning body accepts them, a comprehensive plan for reflection should be developed and shared with all stakeholders who were identified in the planning phase of the evaluation.
- Follow-up for reflection - once the plan for implementing recommendations is in place, approved by the commissioning body of the evaluation, and shared with stakeholders, the evaluation manager should follow up with all relevant stakeholders to ensure recommendations are considered and used. Reporting of the results of this reflection should be provided to all stakeholders by the evaluation manager.

7.2.7 Feedback and Communication of Results

Efforts should be made to provide feedback on government performance results. Engagement of Civil Society groups is highly encouraged.

7.2.8 Peer review and validation process

Evaluation reports should be peer-reviewed to ensure data quality assessment, transparency, and accountability in the evaluation processes.

7.3 INSTITUTIONALIZING GOVERNMENT-WIDE EVALUATION

7.3.1 Evaluation Plan

With the approval of the M&E Policy, a detailed Annual Monitoring and Evaluation Plan will be developed by the Planning Commission in collaboration with the State Bureau of Statistics and other stakeholders. The M&E plans will be concentrated on evaluating the government's large, strategic, and innovative policies and programs. Furthermore, each MDA can draw up similar plans in line with the delivery of Government priorities and plans.

7.3.2 Roles and Responsibilities

Ministries, Departments, and Agencies have the responsibility to incorporate evaluation into their management functions to continuously improve performance and learning processes. They need to:

- Ensure that there is an evaluation budget in all programs and a plan, ideally for at least 4 years or more.
- Identify which evaluations will be undertaken and the forms of these evaluations.
- Ensure that there are specifically designated individuals within each MDA who are entrusted with the evaluation role and have the required skills, authority, and resources.
- Ensure that the results of evaluations are used to inform planning and budget decisions and general decision-making processes.
- The results of evaluations must be discussed in management forums and used to guide decision-making.

The M&E Department of the Adamawa State Planning Commission is the custodian of all the government-wide M&E functions, which include Leadership and promotion of evaluation in government, including the development of:

- Policy, vision, and championing the discipline.
- Standard setting, with the development and publication of suitable standards and guidelines in collaboration with M&E professional groups
- Pooling of knowledge emerging from evaluations and publishing evaluations.
- Quality assurance of evaluation processes and products.
- Co-funding some evaluations in the national evaluation plan.
- Capacity building and technical assistance, ensuring suitable courses are established and providing technical assistance to Ministries, Departments, and Agencies
- Monitoring of progress against the MDAs evaluation plans.
- Evaluating the evaluation process itself ensures it adds value and that the benefits outweigh the costs.
- Reporting on progress with evaluations.
- Ensuring value for money when it allocates budgets. To this end, it needs to see that Plans and budgets are informed by evidence, including evaluations.
- Cost-effectiveness and cost-benefit analyses are undertaken, and interventions provide value for money.

7.4 DATA QUALITY ASSURANCE, CONTROL, AND ASSESSMENTS

7.4.1 Quality Data and M&E

- Care should be taken to ensure that tools are designed to collect the desired data to ensure quality assurance. The M&E Department of Adamawa State Planning Commission will be responsible for developing and standardizing all relevant M&E-related tools and guides for the MDAs.
- The M&E units should conduct an Annual Data Quality Assessment (DQA) in the State MDAs in collaboration with the M&E Department of the Adamawa State Planning Commission.

7.4.2 Data Quality

- **Data Integrity:** All information, dataset, and collection and processing methods used in MDAs must be from accredited sources /best international practices recognized and acceptable. The Planning Commission, in collaboration with the State Bureau of Statistics, will work together to verify the integrity of the data set reported by MDAs.
- **Data Quality:** Datasets and information must be consistent and accurate.
- **Data Accessibility:** Datasets and information should be structured using encodings widely accepted in the target user community and aligned with the need and priorities of the government.
- **Data Usability and Optimization:** Data and information should be cleaned and processed in a way that maximizes the speed and comprehensiveness with which critical information can be extracted, analyzed, and used

7.5 KEY DATA QUALITY STANDARDS

As a standard practice across governments and development partners, the key data quality standards and questions to ask when reviewing or conducting data quality checks are

- **Validity:** Do the data adequately represent performance?
Validity refers to the extent to which a measure represents what we intend to measure
- **Reliability:** Are data collection processes stable and consistent over time?
Data should reflect stable and consistent data collection processes and analysis methods over time.
- **Timeliness:** Are data collected at the required frequency, and are they current?
Data should be available and up to date enough to meet policy-making needs
- **Precision:** Do the data have an acceptable level of detail to support decision-making?
Precise data have enough level of detail to present a fair picture of performance and enable decision-making
- **Integrity:** Are the data free of manipulation for political/personal/professional interests?
Integrity focuses on whether there is improper manipulation of data.

7.6 PERFORMANCE MONITORING PLANS

It is encouraged that each government MDA should have well-developed Performance Monitoring Plans (PMP) for their respective projects and programs; this should include a detailed Results Framework, well-defined indicators (including baseline values and targets), and performance indicator reference sheets (PIRs), etc.

7.7 STAKEHOLDER ENGAGEMENT, COLLABORATION, AND COORDINATION IN MONITORING AND EVALUATION

7.7.1 Stakeholder Engagement

Stakeholder engagement is the process by which MDAs communicate and get feedback from key stakeholders. Stakeholders are engaged in the M&E process to ensure they clearly understand the MDA goals and agreed outcomes. The process makes it possible for key stakeholders to participate actively in decision-making on issues affecting them (positively or negatively)

7.7.2 Collaboration

Collaboration is critical to the implementation of this Statewide M&E policy. All Stakeholders (public, private and CSOs) need to work together to achieve a common goal of the State Development plans. A collaboration platform will be led by the Adamawa State Planning Commission.

7.7.3 Coordination

The M&E process in a State needs to ensure maximum organization of the key stakeholders, projects, and programs towards ensuring coherence and synergy in discharging their roles and responsibilities. This will ensure effectiveness and efficiency within the System.

Key Stakeholders (Public, Private, and Civil Society)			
Sector	Stakeholder Group	Target Stakeholder	Roles and Responsibilities
Public	- State Ministries, Departments and Agencies - Federal Ministries, Departments and Agencies - Local Government Areas	- Adamawa State Planning Commission - Office of Donor Coordination (at Government House) - Departments of Planning Research and Statistics (DPRS) - Monitoring and Evaluation Departments	- Policy making on M&E/ Oversight of M&E functions / Enabling environment for M&E - Independent evaluation / Oversight of project and program evaluations - Oversight of the relevance, performance, and overall quality of monitoring systems - The setting of minimum requirements for M&E/ Evaluative knowledge sharing and dissemination
Private	- Organized Private Sectors - Private companies and small businesses	Business owners/ proprietors	- Provision of views and perceptions to evaluations - Participation in monitoring activities and mechanisms - Provide private sector data to the government
Civil Society Organizations	- Academic Think Tanks - NGOs - CSOs - CBOs - Organized Private Sectors - National and State Level Voluntary Organizations of Professional Evaluators	- Monitoring and Evaluation Practitioners - Evaluators - M&E Staff	- Participation in monitoring activities and mechanisms - Provision of views and perceptions to evaluations
Beneficiaries	Citizens	Adamawa State indigenes and non-indigenes	- Feedback to government - Participation in user satisfaction surveys - Participation in evaluations (results/impact) - Provision of views and perceptions to evaluations

7.8 SUSTAINING THE M&E SYSTEM

The government should make efforts to institutionalize the operations of M&E and sustain the functionality of the MIS M&E System within the MDAs towards managing results. The Adamawa State Government implements a Results Based Management Approach that aligns with the National M&E System; therefore, the system will be reviewed periodically, consistent with the development agenda of the State and the Federal Government.

7.8.1 Budgeting for Monitoring and Evaluation

To facilitate managing results and achieving the Adamawa State development priorities deliverables, it is advised that all MDAs allocate at least 3 - 5% of their annual financial expenditures to Monitoring and Evaluation activities. This is based on best practices and guidelines for implementing M&E Systems¹²

¹² World Bank Ten Steps to RBM M&E System
https://www.oecd.org/dac/peer-reviews/World%20bank%202004%2010_Steps_to_a_Results_Based_ME_System.pdf.

The resource allocation to M&E is expected to cover but is not limited to field data collection, tools pretesting, training, monitoring visits, evaluations, and equipment for the MDAs M&E system. However, this is subject to the State House of Assembly appropriations.

7.8.2 Ethical Consideration

- All practitioners of M&E must ensure compliance with all ethical standards of data privacy, confidentiality, and equity.
- Consent should be sought in using stakeholders' materials and pictures (acknowledge and give credits to pictures used in each document)
- Consent of stakeholders should be sought before any dissemination of findings (preferably, signed consents should be used before disseminating individual pictures on project documents)

7.8.3 Standardizing The M&E Processes and Systems

To standardize the practice of monitoring and evaluation in government and to ensure adequate, valid, and timely availability of data used for decision making, The Adamawa State government encourages all MDAs to collaborate with the Adamawa State Planning Commission and States Bureau of Statistics in institutionalizing the use of standards in data collection, analysis, and reporting as well as the use of customized protocols. The Adamawa State Planning Commission should develop and make available to all MDAs relevant M&E tools and guidelines to complement this policy document.

7.8.4 Optimizing Monitoring and Evaluation Capacity

There is currently limited monitoring and evaluation capacity in government at all levels. Therefore, MDAs in Adamawa State are encouraged to build the M&E capacity of the workforce. This can be achieved through the following strategies:

- MDAs should create functional M&E units.
- The Planning Commission to conduct capacity assessments for all MDAs to ascertain the M&E capacity gaps and requirements of the M&E unit's staff.
- Internal and external training and retraining on M&E be carried out for all the M&E unit staff.
- Develop detailed M&E training plans taking cognizance of the needed competencies are not for all targeted staff and not clustered within a group of workers
- Where necessary, engage the services of M&E specialists and consulting M&E firms to provide technical support.

7.8.5 Implementation Plan for The Policy Framework

This Policy Framework will need to be implemented in phases to allow for a period of learning and improvement for the system to be credible. The pilot phase will cover key sectors such as Health, Education, Water and Sanitation, WASH, Agriculture, and Infrastructure. Thereafter, a government-wide implementation will be rolled out under the second phase to cover the remaining sectors. The priority sectors should be consistent with the Development Agenda and priorities of the State.

7.8.6 Review of the M&E Policy

This is a living document. It should be reviewed periodically (preferably every two years) to coincide with the development and review of Adamawa State government plans and priorities.

SECTION 8:

GLOSSARY

This section is an extract from the Virginia Effective Practices Project¹³

Accountability The ability to demonstrate to key stakeholders that a program works and that it uses its resources effectively to achieve and sustain projected goals and outcomes.

Activities What programs develop and implemented to produce desired outcomes?

Baseline Observations or data about the target area and target population prior to treatment or intervention can be used as a basis for comparison following program implementation.

Best practice new ideas or lessons learned about effective program activities that have been developed and implemented in the field and have been shown to produce positive outcomes.

Comparison group A group of people whose characteristics may be measured against those of a treatment group; comparison group members have characteristics and demographics similar to those of the treatment group, but members of the comparison group do not receive the intervention.

Control group A group of people randomly chosen from the target population who do not receive intervention but are assessed before and after the intervention to help determine whether

Data Information is collected and used for reasoning, discussion, and decision-making. Both quantitative (numerical) and qualitative (nonnumerical) data may be used in program evaluation.

Data analysis is the process of systematically examining, studying, and evaluating collected information.

Effectiveness The ability of a program to achieve its stated goals and produce measurable outcomes.

External evaluation Collection, analysis,, and interpretation of data conducted by an individual or organization outside the organization being evaluated.

Focus group A small group of people with shared characteristics who typically participate, under the direction of a facilitator, in a focused discussion designed to identify perceptions and opinions about a specific topic. Focus groups may be used to collect background information, create new ideas and hypotheses, assess how a program works, or help interpret results from other data sources.

Goal A broad, measurable statement that describes the desired impact or outcome of a specific program.

Impact A statement of long-term, global effects of a program or intervention; an impact generally is described in terms of behavioural change.

Intervention An activity conducted towards serving the stakeholders

Key informant A person with the particular background, knowledge, or special skills required to contribute information relevant to topics under examination in an evaluation.

Logic model A series of connections that link problems and/or needs with the actions taken to achieve the goals.

¹³ *Adapted from the Virginia Effective Practices Project: Atkinson, A., Deaton, M., Travis, R., & Wessel, T. James Madison University

Long-term outcomes (also known as impacts) Changes that occur as a result of many interventions. Long-term outcomes are likely to be changed in behaviours, conditions (e.g., risk factors), and status (e.g., poverty rates).

Monitoring The external tracking of services and structures that a program is accountable for accomplishing and/or maintaining.

Needs assessment A systematic process for gathering information about current conditions within a community that underlie the need for an intervention.

Outcome An immediate or direct effect of a program; outcomes are frequently stated by a specified date, there will be a change (increase or decrease) in the target behaviour among the target population.

Program A set of activities with clearly stated goals from which all activities—as well as specific, observable, and measurable outcomes—are derived.

Stakeholder An individual or organization with a direct or indirect interest or investment in a project or program (e.g., a funder, program champion, or community leader).
Terms of Reference (TOR): “Terms of reference” refers to the document that details an assignment for an individual evaluator or team of evaluators.

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