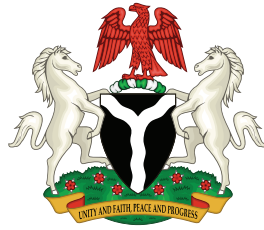


FEDERAL GOVERNMENT OF
NIGERIA

NATIONAL MONITORING AND EVALUATION POLICY OF NIGERIA



August 2022



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AND EVALUATION POLICY
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Foreword

The Federal Government of Nigeria is committed to enhancing the economic and human capital development of the country by ensuring evidence-based policy and strategy formulation, validation in budget planning, resource allocations and efficient utilization, good governance and accountability to results. The previous Medium-Term National Development Plan was the Economic Recovery and Growth Plan (ERGP 2017-2020), which ended in 2020. A successor Medium-Term National Development Plan has been developed to cover 2021 to 2025. The Government is therefore strongly committed to track, monitor progress and evaluate these national commitments to ensure that strategies, policies, programmes and projects meet citizens' expectations and benefits.

This National Monitoring and Evaluation (M&E) Policy is therefore designed as an institutionalized framework to ensure that all policies, strategies, programmes and projects for the government are systematically assessed for their effective and efficient performance. It also measures their impacts to avoid incidence of poorly implemented, abandoned, or distressed programmes and projects as it was with previous plans. The Policy will guide and ensure performance monitoring of national priorities, expected results, and promote the regular evaluative process for improving impact of government

investments on the citizens. The report of performance assessments and lessons learned would help government to strengthen an evidence-based policy decision-making culture and practices in Nigeria.

With regard to the enforcement of the National M&E Policy, Government is also committed to adopting new universal culture and practice of result-based planning, managing for results, continuous learning and demonstration of accountability for results through regular performance monitoring and reporting to the Federal Executive Council (FEC) and the National Assembly. Government will ensure the conduct of independent evaluation of policies, strategies, programmes and projects implemented by MDAs. The development of the National M&E Policy demonstrates Government's commitments to build capacities and provide resources for the implementation of a robust Performance Management and Evaluative Ecosystem.

I am confident that this result-based National M & E Policy will foster greater accountability and transparency vis-à-vis public investment that will create a new environment for continuous appraisals of the lessons from the successes and shortfalls of programmes and projects implemented by Government. It will also engender greater transformation in communities, societies, and the nation

towards the realization of the universal agenda of not leaving any one behind in the quest towards achieving shared prosperity. Furthermore, Nigerian citizens will enjoy better quality service delivery that will increase their confidence in the future. The national M&E Policy will serve as a reliable tool for addressing challenges in the implementation of policy, project and programmes and will help government

respond expeditiously through informed performance reporting and evaluation for remedial actions to be taken to avoid delays and shortfalls in implementation.

Muhammadu Buhari, GCFR

President, Federal Republic of Nigeria

August 2022

Preface

This National Monitoring and Evaluation Policy provides basis for monitoring and evaluation (M&E) practices across all levels of government in Nigeria. It will ensure the deployment of M&E as a tool to measure results and to link evaluation evidence to policy, planning and budgeting processes to promote public accountability and learning for improved performance.

The main purpose of the Policy is to promote good governance within the institutionalization of systematic quality monitoring and evaluation, which can be used to improve the efficiency, effectiveness, and impact of public investments. This will be done by reflecting on what is working, what is not working, the reasons they are not working and revising interventions accordingly.

In this connection, each MDA will be required to have strategy and budget plans that are results focused, in addition to an annual performance plan and report. Furthermore, the Policy seeks to improve monitoring activities conducted by MDAs to ensure that monitoring processes generate specific and timely information on

the performance of government for the appraisal of policy makers.

The Policy also seeks to promote the conduct of M&E activities, which are guided by the principles of improving governance, promoting development, utilizing recommendations, promoting partnership, ensuring participation and inclusion. Specifically, in evaluation, the Organization for Economic Cooperation and Development/Development Assistance Committee (OECD/DAC) Evaluation Committee's internationally agreed criteria will apply – namely measuring the relevance, efficiency, effectiveness, coherence, impact, and sustainability of interventions.

Mrs. (Dr.) Zainab Shamsuna Ahmed

Honourable Minister of Finance, Budget & National Planning

August 2022

Acknowledgements

The Monitoring and Evaluation Policy could not have come at a better time than now when the Government is genuinely committed to purposeful socio-economic interventions in the country. As such, I would like to appreciate the collaboration of UNICEF with the Federal Ministry of Finance, Budget, and National Planning in driving the process of the design, development and roll-out of the Policy.

We at the Ministry ensured that the policy was subjected to a wide consultative process to allow for inclusive participation of stakeholders in the development of the policy. To this extent, the efforts, support, and contributions from all stakeholders at ensuring that the Monitoring and Evaluation Policy is reflective of global standard practices of monitoring and evaluation are quite commendable and duly acknowledged.

The Federal Ministry of Finance, Budget, and National Planning (FMFBNP) is grateful to the team who provided technical support to the development of this National Monitoring and Evaluation Policy, with the coordination and supervision of Dr Zakari Lawal mni, Director of National M&E Department in the FMFBNP. The Government is also grateful to UNICEF for its technical and financial support provided through the guidance and quality

assurance of the policy. UNICEF Evaluation Manager, Dr Robert Ndamobissi.

The Government recognizes the active roles played by the various MDAs at the federal and state levels, members of the academia, and the Civil Society Organisations particularly, the Nigerian Association of Evaluators (NAE).

Finally, I commend the entire Management and staff members of the National Monitoring and Evaluation Department of the Federal Ministry of Finance, Budget and National Planning for the laudable Policy initiative, as well as the drive for the institutionalization of M&E Policy in all MDAs to ensure result-based assessment of projects and programmes.

Prince Clem I. Agba

*Honourable Minister of State, Budget & National Planning
August 2022*

Acronyms & Abbreviations

BOF	Budget Office of the Federation
BPP	Bureau of Public Procurement
BPSR	Bureau for Public Reforms
CBOs	Community Based Organizations
CSOs	Civil Society Organizations
DQA	Data Quality Assurance
ERGP	Economic Recovery Growth Plan
FBOs	Faith Based Organizations
FCTA	Federal Capital Territory Administration
FMFBNP	Federal Ministry of Finance, Budget and National Planning
GDP	Gross Domestic Product
MDAs	Ministry, Departments and Agencies
MTNDP	Medium Term National Development Plan
M&E	Monitoring and Evaluation
NAE	Nigeria Association of Evaluators
NASS	National Assembly
NBS	National Bureau of Statistics
NESG	National Economic Summit Group
NEP	National Evaluation Policy
NGOs	Non-Governmental Organizations
NOA	National Orientation Agency
NPC	National Productivity Centre
OAGF	Office of Accountant General of the Federation
OAGF	Office of Auditor General for the Federation
OECD/DAC	Organization for Economic Cooperation and Development / Development Assistance Committee
OGP	Open Government Partnership
OHCSOF	Office of Head of Civil Service of the Federation
OSGF	Office of Secretary to the Government of the Federation
RBM&E	Results-Based Monitoring and Evaluation
SDGs	Sustainable Development Goals
TOC	Theory of Change
UNEG	United Nations Evaluation Group
UNICEF	United Nations Children Funds
UNDP	United Nations Development Program

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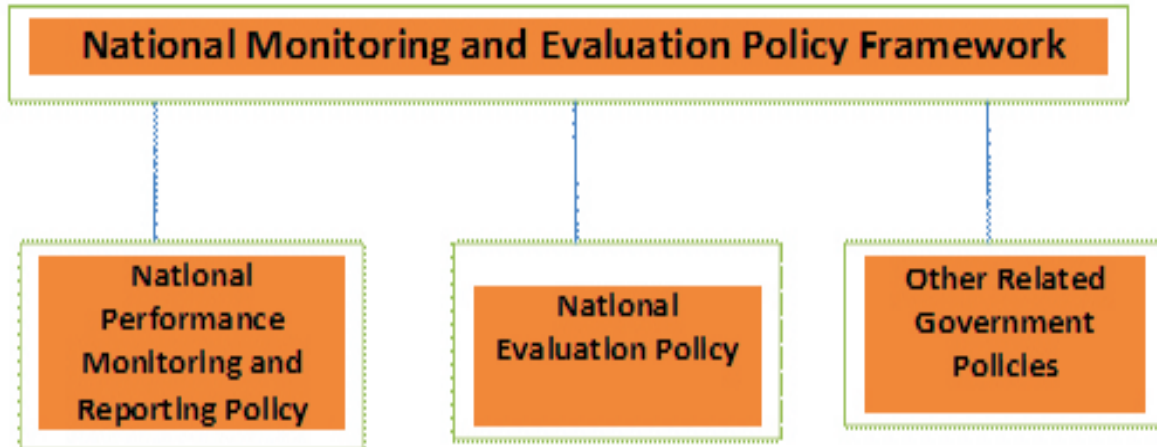
1.1 Introduction and Background

The National Monitoring and Evaluation Policy for Nigeria defines the framework for the institutionalization of standard practices and culture of good governance of public investment, learning and accountability for results that will contribute to the improvement of socio-economic development of Nigeria and enhancement of citizens well-being.

The M&E Policy provides guiding principles, standards and responsibilities of Federal, States and Local Governments, including the Legislature and Judiciary, Academia, Development Partners and Civil Society Organizations to ensure results-based planning and management of resources. The Policy will also guide regular

country-led systematic independent evaluation of policies, strategies, programmes and projects funded by Government, Development Partners or Private Sector. The Policy applies to the National and sub-national governments with a view to supporting the development of their monitoring and evaluation practices.

The M&E Policy clarifies how monitoring and evaluation should be conducted in the country, institutional & financial arrangements, and the modalities of feedback reporting to decision makers and the effective use of evidence by Government and Stakeholders for evidence-informed policy, strategies and investments.



This policy framework provides a set of complementary yet distinct policies that are related to a common overall public policy goal. The Policy Framework comprises of sections on Performance Monitoring and Reporting as well as the Evaluation practices. The framework allows for the addition and updating of related policies as government deems fit. For example, policies on monitoring of budget execution, on knowledge management, on

results-oriented management could be considered.

A system, such as a government monitoring system or evaluation system encompasses the full set of relevant and applicable policies, procedures, practices, and resources. Therefore, the National M&E system put in place is to operationalize the principles and standards dictated in the National M&E Policy.

1.2. Nigerian Country Context

Nigeria is the most populous country and one of the largest economies in Africa with about 200 million people and a GDP of USD366 billion as of 2019. Nigeria practices a Federal System, with a three-tier federal structure consisted of federal, states and Local Government Areas (LGAs). It has 36 states, a Federal Capital Territory (FCT), and 774 LGAs. In the Nigerian federation, each tier of government has its own executive branch (including its bureaucracy), legislature, and judiciary; and each branch operates relatively autonomously. Nigeria's federal structure gives significant autonomy to states and the logic of constitutional distribution of power and responsibility is essentially to build a strong federation.

Nigeria operates a mixed economy, with the performance of the economy often driven by the oil global prices and its volatility. For instance, between 2000 and 2014, Nigeria's gross domestic product (GDP) grew at an average rate of 7% per year and following the oil price collapse in 2014-2016, however, combined with negative production shocks, the Gross Domestic Product (GDP) growth rate dropped to 2.7% in 2015. In 2016 during its first recession in 25 years, the economy contracted by 1.6%.

The government has continued to develop new strategies and promote public private investments to enhance economic and human capital development with a view to achieving the objectives of global development agenda 2030. The efforts to reach the universal prosperity as envisaged under the agenda i.e., ensuring that "No one is left behind" in receiving fruits of development are however being

stalled by myriad of factors that include, an unstable oil revenue accrual to the country, negative effects of the COVID-19 pandemic, demographic burden, insecurity in the country and rampant corruption.

The country had its last national election in 2019, the sixth consecutive time since its return to democracy in 1999. The Government of Nigeria has identified fighting corruption, improving security, tackling unemployment, diversifying the economy, enhancing climate resilience, promoting good governance and improving the living standards of Nigerians as its main policy priorities. To achieve these policy priorities however, there is a need for a strong monitoring and evaluation policy in the country to ensure accountability, transparency, and generation of lessons.

2.1 Overview of Monitoring and Evaluation Practices, Issues and Challenges in Nigeria

A study by the World Bank in 2007 showed the absence of a harmonized, coordinated, and formal Monitoring and Evaluation system within the Government of Nigeria. According to the Report, and what existed was a fragmented and uncoordinated system that focused more on project inspection and tracking of inputs and outputs rather than on the outcomes and impacts. Other recent studies conducted by the Federal Ministry of Finance, Budget, and National Planning with the support of African Development Bank, (AfDB) in 2018, and the UNICEF in 2019 respectively, also revealed the under listed:

- a. The culture and practice of evaluative thinking by decision makers' and accountability of results to Federal Executive Council and Citizen are lacking among Government institutions.
- b. Government is not fully aware of which project has succeeded, and which project has failed and why (causal analysis).
- c. MDAs focus essentially on Performance Monitoring about reporting on activity completed, budget spent and field verification of projects.
- d. Government is not commissioning evaluations and most of programs and projects funded by Government are not assessed by independent evaluation team.
- e. The country lacks high level institutional authority and responsibility dedicated to lead the assessment of the effectiveness and impact of public investment regarding intended purpose and commitments towards population.
- f. Rigorous evaluations are mostly donor-driven activities and Government is not fully aware of lessons learned from those assessments.
- g. The Human Capacity for Monitoring and Evaluation in most of MDAs is weak and evaluation activities are the most negatively impacted; M&E staff have mostly been trained in 'Basic M&E concepts' but are least trained on 'Policy and program evaluation' 'Evaluation methodology and approach' while their skill-levels were mostly rated lowest in 'Design of evaluations' and 'Design of data collection tools for evaluation'.
- h. Most Ministries have strategic plan documents complete with a result framework but there is generally no support for application of result-based monitoring and evaluation (RBM&E) for implementation of the strategic plans.
- i. Most M&E personnel in Ministries across the country have little knowledge of RBM&E, thus affecting application of this knowledge to result management. Also due to a general low capacity in data quality assurance (DQA), hence is often not conducted by

M&E Department of Ministries, suggesting that data/information made available to managements in Ministries may have been of low quality.

- j. Very few evaluation reports are produced compared to many monitoring reports; and
- k. Most Ministries staff do not have the capacity for writing analytical reports that will enhance performance of their duties while many relevant stakeholders of Ministries are not given feedback on information from Monitoring and Evaluation processes.

The above-mentioned issues and challenges necessitated for the design and implementation of a strong monitoring and evaluation policy framework to address the issues.

2.2. Rationale for National Monitoring and Evaluation Policy in Nigeria

Despite the issues and challenges highlighted, the government of Nigeria has no clearly articulated documented strategic approach to address these issues in a systematic, coherent and M&E acceptable standards hence, the need for this policy. It is essential to have an established practice that will guide the government, development partners, Monitoring & Evaluation professionals, and stakeholders on implementing and managing monitoring and evaluation systems and practices in Nigeria, in a manner that it influences positively the way decisions are crafted and implemented.

Specifically, the purpose of the National Monitoring & Evaluation Policy is to:

- a. Articulate standards and procedures for monitoring and evaluation in the government of Nigeria.
- b. Distinguish evaluation from other measurement and assessment activities.
- c. Establish evaluation as a core function of the government of Nigeria.
- d. Promote core principles for evaluation in the government of Nigeria.
- e. Designate institutional arrangements for monitoring and evaluation in the government of Nigeria (including the responsible entity).
- f. Define functional arrangements for evaluation practice in the government of Nigeria (including the responsible entity).

2.3. Scope of National Monitoring and Evaluation Policy

This Monitoring and Evaluation Policy applies to all the tiers of government; Federal, State and LGA levels, including the Legislature, Judiciary and external financing partners.

Specifically, The National M&E Policy shall cover:

- 1 All priority areas of government defined within the National Development Plan, state development plans and Sector Strategic Plans, the SDGs, or Country Programme of Bilateral or Multi-Lateral Cooperation.

- 2 All National and Sector Strategic Plans, programmes, and SDGs funded projects, or those projects of significant public interest must be evaluated at least at mid-term and end-term of the project life cycle.
- 3 Government of Nigeria has considered five (5) types of evaluation that will be conducted regularly: i) Diagnosis Evaluations, ii) Implementation Process Evaluation, iii) Impact Evaluation, iv) Economic Evaluation and v) Evaluation Synthesis. These evaluations can occur at different stages – prior to an intervention, during implementation, and at the end of implementation.

2.4. Key Objective of the Policy

The broad objective of the policy is to provide framework for establishing and strengthening of institutional capacity of Ministries, Departments and Agencies (MDAs) of government at national and subnational levels for performance monitoring and evaluation that will support better service delivery to the citizens of Nigeria.

The key objective is to provide for the establishment and strengthening of institutional performance monitoring and evaluation practices, including aspects of its standard process, procedures and capacity development strategies for MDAs at all levels of government in Nigeria.

The specific Objectives of the National M&E Policy are to:

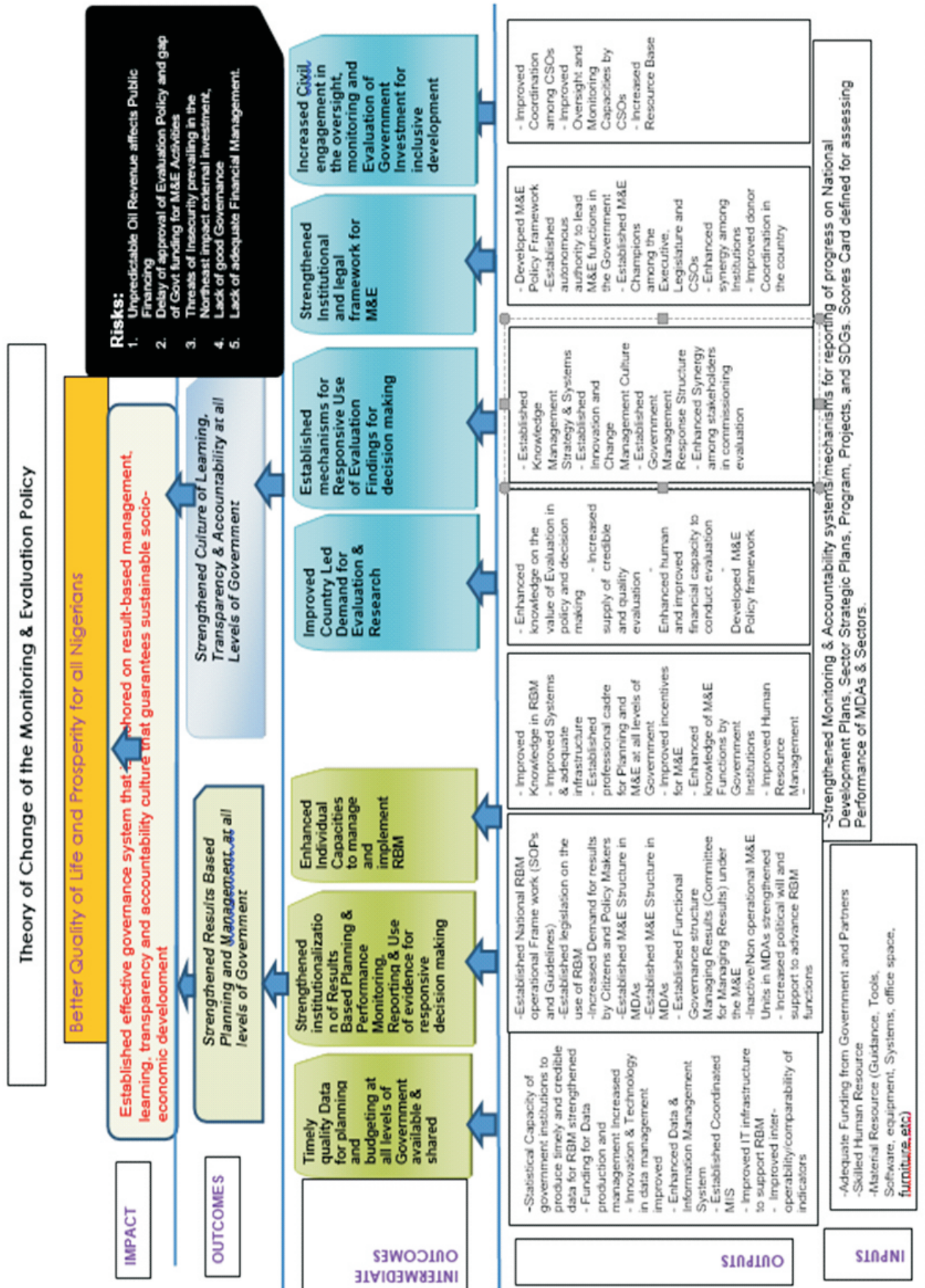
- i. Establish monitoring and evaluation as a source of credible information to guide Governments' decision on planning, resource allocation and expenditure.
- ii. Strengthen accountability and feedback by the Government to Nigerians.
- iii. Provide a comprehensive guide for MDAs on the conduct of Monitoring & Evaluation function.
- iv. Enhance coordination of Monitoring & Evaluation processes and standardization of M&E practice within Nigerian public sector

3.1 Legal Basis and Overview of extant Laws and Regulations of M&E Practices in Nigeria.

The practice of Monitoring and Evaluation within the Nigeria's public sector is guaranteed under the laws and regulations provided below:

- (I) Pursuant to the Constitutional provision on the fundamental objectives and directive principles of state policy in Chapter 2, section 16(2), subsection (a & b) of the 1999 Constitution of the Federal Republic of Nigeria (as amended) the country shall cause;
 - (a) The promotion of a planned and balanced economic development; and
 - (b) The materials resources of the nation to be harnessed and distributed as best as possible to serve the common good.
 - (c) Subsections (a) and (b) of the Constitutions imply that Monitoring & Evaluation will be carried out to guide the planned and balanced economic development and ensure that material resources are distributed as best as possible.
- (ii) The National Planning Commission Establishment Act, 1993, {Cap. C23}subsection (h) stipulates that;
 - a) Enhance the efficiency of public sector spending and general national economic management.
 - b) Set national priority and goals and engender consensus among government agencies, corporate bodies and worker's unions in support and accomplishment of such priority and goals as may be contained in guidelines issued by the commission from time to time; and
 - c) Monitor projects and progress relating to plan implementation. Monitoring and Evaluation function is instrumental to achieving the above mandates of the Ministry.

4.1 Theory of Change and Intervention Logic



This policy is underpinned by a Theory of Change (ToC) articulated to bring about participatory interventional logic into M&E Policy and set achievable agenda for sustainable development. The diagram above presents architecture of desired changes and transformations that institutions and citizens will benefit from the strengthening of the new culture of systematized practice of result-based planning, results-based management, learning from success and failure and accountability for results against public investment made by Federal Government, States and Development Partners.

The ToC presents in a coherent manner how the various policy prescriptions dovetail into the overarching policy objectives. The detailed architecture of the desired changes and transformations that institutions and citizens will benefit from the strengthening of the new culture of systematized implementation of the policy are outlined in the diagram above.

Intervention Logical Framework

This Policy's intervention logic is set out in the diagram above. As a minimum, M&E should be used to measure results, and to link monitoring & evaluation evidences to policy, planning and budgeting processes to promote public accountability and identify lessons, which can feed into improved performance.

Expected Impacts (benefits of the Policy)

- (i) Better Quality of Life and Prosperity for all Nigerians
- (ii) Established effective governance system that is anchored on result-based management, learning, transparency and accountability

culture that guarantees sustainable socio-economic development

- (iii) Improved citizen's confidence in the capability of the government by systematically holding MDAs accountable for achieving program results.
- (iv) Improved program effectiveness and public accountability

Expected Intermediate Outcomes / Outcomes (changes in the way M&E is used by government under the policy)

- a. Strengthened Results Based Planning and Management at all levels of Government,
- b. Strengthened Culture of Learning, Transparency & Accountability at all Levels of Government,
- c. Timely quality Data for planning and budgeting at all levels of Government available & shared
- d. Strengthened institutionalization of Results Based Planning & Performance Monitoring, Reporting & Use of evidence for responsive decision making
- e. Enhanced Individual Capacities to manage and implement RBM
- f. Improved Country Led Demand for Evaluation & Research
- g. Established mechanisms for Responsive Use of Evaluation Findings for decision making

- h. Strengthened Institutional and legal framework for M&E
- i. Increased Civil engagement in the oversight, monitoring and Evaluation of Government Investment for inclusive development

Expected Outputs

- Statistical Capacity of government institutions to produce timely and credible data for RBM built
- Funding for Data production and management provided
- Innovation & Technology in data management in place
- Enhanced Data & Information Management System established
- Coordinated Management Information System Established
- IT infrastructure to support RBM provided
- Inter-operability/comparability of indicators identified
- National RBM operational Framework (Standard Operating Procedures (SOPs) and Guidelines) -Established
- Legislation on the use of RBM enacted
- Demand for results by Citizens and Policy Makers established
- M&E Structure in MDAs Established
- Established Functional Governance Structure Managing Results (Committee

- for Managing Results) under the National M&E department
- Inactive/Non-operational M&E Units in MDAs activated
- Political will and support to advance RBM functions secured
- Knowledge in RBM provided
- Systems & adequate infrastructure provided
- Professional cadre for Planning and M&E at all levels of Government established
- Incentives for M&E provided
- Knowledge of M&E Functions in Government Institutions built
- Human Resource Management provided
- Knowledge on the value of Evaluation in policy and decision making provided
- Credible and quality evaluation supplied
- Human and improved financial capacity to conduct evaluation provided
- M&E Policy framework developed
- Knowledge Management Strategy & Systems provided
- Innovation and Change Management Culture mainstreamed in MDAs
- Government Management Response Structure established
- Synergy among stakeholders in commissioning evaluation established
- Autonomous authority to lead M&E functions in the Government established

- M&E Champions among the Executive, Legislature and CSOs Identified
- Synergy among Institutions established
- Donor Coordination on M&E in the country provided
- Coordination among CSOs established
- Oversight and Monitoring Capacities by CSOs enhanced
- Funding for M&E Increased
- Activation of national M&E Anchor (Presidency, National Assembly and CSOs)

5.1 Description of Monitoring and Evaluation (Components and Administrative Procedures).

This section introduces Monitoring and Evaluation concepts and principles for public sector organizations including components and administrative procedures. Performance Monitoring and evaluation systems are important for the government and support sound policy decision making, which requires reliable data/information with credible evidence on policy projects and programmes across different sectors of the economy.

5.2. Description of Monitoring (Guiding Principles of Performance Monitoring and Standard Practices of Monitoring).

Monitoring is a systematic approach put in place to ensure data collection on specified indicators (key to management and delivery of objectives) to provide assessment/feedbacks to stakeholders on the activities (i.e., projects and programmes) planned and implemented within a specified period. Monitoring within the context of government involves tracking policy, strategies and development intervention programmes undertaken by public agencies to ensure progress towards performance based-results or outcomes. Monitoring essentially helps track the settings in which projects and programmes operate, taking cognizance of the political, institutional, and financial contexts to support organizational/individual performance.

Performance Monitoring in the context of Nigeria's public service is a management function and data collection is actively integrated into the operations of the implementing agencies (i.e., MDAs). The guiding principles and standard practices of monitoring are well-focused and systematically based on reliable data collection mechanisms, predetermined indicators and assumptions within the context of project and programme implementation. Specifically, strengthening and institutionalization of M&E will establish monitoring and evaluation mechanism for tracking government's performance at all levels including the sectoral level (to measure performance of government policies in all sectors of the economy), institutional level (to measure performance of public institutions) and programme level (to evaluate the effectiveness and impact of government policies, projects and programmes). This includes aspects of monitoring the level of inputs and resources utilization, processes, physical project delivery, benefits/outcomes, impacts on the lives of the beneficiaries, ensuring that government maximizes values and benefits from project delivery as expected.

5.3. Operational procedures for Performance Monitoring

(Result-Based Management, Performance {Result-Based}Monitoring, Approach to Results-Based Monitoring, steps to Monitoring)

5.3.1. Results-Based Management (RBM)

The Results-Based Management concept makes use of results chains to show how an intervention transforms inputs into activities and then to outputs (products and services) and defines the expected benefits at the levels of outcome and impact/goal. The expected outcome of any intervention must be aligned to the strategic goals and expected impact. Results-based measurement requires that government policies, plans, and budget, programs and projects are results-based and that the whole public sector adopts the results-based management (RBM) principle.

RBM as a public management approach is oriented towards the following: achievement of development targets, making public servants responsible, ensuring transparency and accountability in public affairs and budgets and the use of performance data to improve decision-making. Therefore, to have a results-based M&E system as the basis of this Policy Framework requires that RBM principles must be incorporated into all aspects of government activities such as strategic planning, annual performance planning, annual budgeting and performance monitoring and reporting.

5.3.2. Performance (Results-based) Monitoring

Performance Monitoring is the process of measuring and assessing, on a regular and systematic basis, the performance of projects, programmes and policies. It is

on-going measurement and assessment of performance, i.e., intended results (for the purpose of results-oriented management). It is an important component of any M&E system as the monitoring function helps in primary data and information generation and storage to facilitate tracking progress. Data and information generated through monitoring is also used at the evaluation stage

Performance monitoring involves typically:

- a. Identification and selection of key desired attributes of performance,
- b. Identification and selection of valid indicators for the attributes.
- c. Collection of reliable data on the indicators.
- d. Analysis of collected data against targets, and/or baselines, and/or comparable projects and programmes, e.g., benchmarks,
- e. Assessment of performance, and
- f. Use of performance information for management and policy through feedback and review.

To have a credible national monitoring system, the following pitfalls must be avoided:

- 1) Weak results-based planning;
- 2) Vague definition of outcomes and outcome indicators;

- 3) Lack of baseline data;
 - 4) Lack of proper coordination of monitoring functions at the MDA level that may lead to duplication of functions, inefficiencies and conflicting reports;
 - 5) Lack of clarity in the use of data generated for performance improvement;
 - 6) Collection of too much information usually associated with too many indicators, often at a high cost and of limited use for accountability and decision-making.
 - 7) Too many indicators that may be constrained by data availability, data completeness and reliability.
 - 8) Loss of confidence by stakeholders in the credibility and use of monitoring reports.
 - 9) Non-utilization of monitoring reports by policy and decision makers, leading to demotivation of MDAs in terms of provision of requisite data and information and
 - 10) Inadequate funding for monitoring usually caused by a lack of systematic budget allocation process for M&E.
- Performance Monitoring** is different and distinct from:
- A. **Economic tracking**, which involves collecting, updating and publishing data on key national economic and macro-economic indicators.
 - B. **Evaluation**, which is a periodic and systematic process of assessment, consistent with principles of scientific inquiry, of public policies, strategies, programmes, projects, functions and organisations, to determine their value for Citizens.
 - C. **Financial audit**, which is an independent, objective assessment of an organization's financial reports and financial reporting processes. The primary purpose of financial audits is to give regulators, investors, directors, and manager's reasonable assurance that financial statements are reliable, accurate and complete.
 - D. **Financial control**, which checks that financial transactions comply with financial procedures, financial regulations, accounting standards and any other rules to ensure the integrity of financial transactions.
 - E. **Inspection/investigation** that verifies information and detects wrong doing (for the purpose of control and compliance).
 - F. **Internal and/or management control**, which encompasses the systems, standards, policies, processes and procedures to identify,

mitigate and manage risks to the organisation.

- G. Monitoring of budget execution**, which tracks national and state budget utilisation against budget release and project implementation which is tracked against budget appropriation
- H. Performance audit which**, in its direct form assesses the extent to which value-for-money is achieved, and as well can provide assurance on the reliability, validity and meaningfulness of performance information produced by departments (for the purpose of accountability).
- I. Research** which involves testing hypotheses/ propositions through observation of reality for learning (for the purpose of knowledge creation and sometimes to inform policy).
- J. Review** which is a formal assessment or examination with the possibility or intention of instituting change if necessary.
- K. Rapid assessment** which is an intensive, team-based qualitative inquiry using triangulation, iterative data analysis, and additional data collection to quickly develop a preliminary understanding of a situation.

5.3.3. Approach to Results-Based Monitoring

The existing approach to monitoring is focused on site-visits, physical inspection and verification exercises, without analysis of findings against a pre-determined set of objectives in order to learn from what works and what is not working. This approach leads to a focus on the output level of the results chain (goods and service delivered by the MDA e.g., schools built or teachers trained) rather than on outcomes (changes brought about as a result of these outputs, e.g., more children attending school and passing exams, etc.). This weakness of the current approach to monitoring is addressed through the application of a results-based monitoring system.

Results-based monitoring should generate specific and timely information to policy makers and other decision makers on the performance of government. Therefore, results-based monitoring should not be limited to reporting on inputs, activities and outputs, but should include outcomes, (i.e., developmental changes brought about by government intervention) and impact, where this can be reasonably attributed to the intervention.

Specifically, results-based monitoring in this policy should report on:

- i. Progress made against planned inputs, activities, outputs, and progress towards intended outcomes.
- ii. Comparison with baseline data and target.

- iii. Explanation of performance levels achieved.
- iv. Proposed measures to improve performance.
- v. The validity of the intervention logic by comparing the results achieved with the anticipated results.
- vi. Identifying problems and mistakes and learning from them, and finding solutions to problems that may emerge.

5.3.4. Approaches and Steps to Performance Monitoring

- 1 For implementation (inputs, activities, outputs) monitoring, a unique set of indicators will be measured by administrative data collection systems (supplemented by field visits). These indicators should be monitored at all levels and reported in a timely manner. Field visits may be undertaken only for validation purposes.
- 2 For outcome monitoring, the set of indicators should be aligned in order to measure progress towards targets which reflect national priorities.
- 3 An early warning system should be established and identified gaps should be rapidly investigated further through the conduct of field visits.

- 4 An incentive system should be designed to enhance comprehensive and timely reporting.

For coordination, monitoring and knowledge management systems shall be integrated and be made inter-operable to ensure transparency and accountability. Field visit or spot checks shall be conducted for compliance and progress verification.

5.4. Description of Evaluation (Guiding Principles of Performance Evaluation, Standard Practices of Evaluation)

Evaluation is a periodic and systematic assessment of value and merit of public policies, strategies, programmes, projects, functions and organizations consistent with principles of scientific inquiry. Using robust quantitative and qualitative methods, independent evaluation should provide credible evidence to decision makers and citizens on: "what works, what didn't work and why" and propose how to resolve the shortfalls of expected results.

Value may be assessed in terms of relevance, outcomes, impact, sustainability, gender responsiveness, equity, coherence or other aspects of government performance that are important to improving the lives of Nigerians.

Evaluation is based on:

- 1) evaluation theory & practice,
- 2) sound methodology,
- 3) reliable data,
- 4) valid findings,
- 5) meaningful assessments,
- 6) useful recommendations.

Relation of Evaluation with other Assessments;

Evaluation is different and distinct from:

- A. **Inspection/investigation** that verifies information and detects wrong doing (for the purpose of control and compliance).
- B. **Performance audit**, which, in its direct form assesses the extent to which value- for-money is achieved; and as well form provides assurance on the reliability, validity and meaningfulness of performance information produced by departments (for the purpose of accountability).
- C. **Financial audit**, which is an independent, objective assessment of an organization's financial reports and financial reporting processes. The primary purpose of financial audits is to give regulators, investors, directors, and managers reasonable assurance that financial statements are reliable, accurate and complete.
- D. **Monitoring**, which is on-going measurement and assessment of performance, i.e., intended results (for the purpose of results-oriented management).
- E. **Performance reporting**, where departments and public organizations receiving public funds report annually on their

performance and reports are externally audited (for the purpose of accountability and transparency).

- F. **Research**, which involves testing hypotheses/ propositions through observation of reality for learning (for the purpose of knowledge creation and sometimes to inform policy).
- G. **Review**, which is a formal assessment or examination with the possibility or intention of instituting change if necessary.
- H. **Rapid assessment** which is an intensive, team-based qualitative inquiry using triangulation, iterative data analysis, and additional data collection to quickly develop a preliminary understanding of a situation.

5.5. Evaluation Criteria and Operational Procedures (Ethics and Professional Capability)

With reference to this Policy, Nigeria will apply the six global standards of OECD/DAC Evaluation Criteria (i) Relevance, ii) Coherence, iii) Effectiveness, iv) Efficiency, v) Impact, vi) Sustainability) adopted in December 2019 by consensus of all Development Partners, Academia and Evaluation Practitioners for generating adequate judgement of Public Investment. These common criteria are endorsed by United Nations Evaluation Group (UNEG) for the design and implementation of evaluation of Policy, Program and Projects.

In addition to the global six criteria, there is flexibility for professionals and experts to add more criteria. Therefore, considering the complexity of Nigeria, four more criteria were added to ensure better and more informed judgement, and that we 'leave no one behind'. The following ten criteria are mandatory for the commissioning and the completion of independent credible evaluation in Nigeria: i) Relevance, ii) Coherence, iii) Effectiveness, iv) Efficiency, v) Impact, vi) Sustainability, vii) Gender, viii)

Inclusion, ix) Equity, x) Universality.

The Evaluation Policy provides below concrete evaluation questions as reference well aligned to the global standard OECD/DAC Evaluation and National criteria. Commissioners and Suppliers of the Evaluation will review and adapt for the design and completion of independent objective assessment of Policy, Strategy, Program and Project:

Evaluation Criteria	Recommended Standard Evaluation Questions
1-Relevance	To what extent has the Policy, Strategy, Program or Project Expected Results (Impact, Outcomes and Outputs) and design responded to beneficiaries global, country, and partner/institution needs, policies, and priorities taking into account evolving circumstances?
2-Coherence	To what extent other interventions (particularly policies) support or undermine the Strategy, Programme or Project's intervention including internal and external coherence (How well does the programme fit?
3-Effectiveness	To what extent the Policy, Strategy, Programme or Project achieved its Expected Results (Outcomes and Outputs) agreed within the Initial Results Framework including any differential results; What are the factors (internal and external) that contributed the most to the attainment of the expected results of the policy, strategy, program or project? What are the factors (internal and external) that hindered the most the attainment of the Policy, Strategy, Programme or Project results?
4-Efficiency	To what extent has the Policy, Strategy, Programme or Project delivered results in an economic and timely way (How well have resources been used?)
5-Gender Equality	To what extent the Policy, or Strategy or Program or Project incorporated considerations of gender equality and the empowerment of women and girls into the design, implementation and monitoring of interventions?
6-Inclusion / Leave no one behind	How are the human rights -based approach and the 'Leave no one behind' principles of Agenda 2030 realized through to the intervention? To what extent has the human rights-based approach been integrated into Policy, or Strategy or Program or Project design and implementation?

7-Equity	To what extent did the Policy, or Strategy or Program or Project targets the poorest and helped reduce inequalities between the wealthier groups and the poorest groups? To what extent were the barriers (and their causes) to access basic services in the targeted areas, identified and addressed as part of the overall Programme strategic priorities?
8-Impact	To what extent the Policy, Strategy, Programme or Project has achieved Expected Result related to Impact defined in the initial commitments and if the Program has generated significant positive or negative, intended or unintended, higher -level effects at community and state level. What long term transformative change or difference did the programme make on communities, institutions and children?
9-Sustainability	To what extent are the net benefits of interventions likely to continue after the support from Government of Development partners has stopped? How likely are the benefits (including resilience to risk) to last and under which conditions?
10-Universality	To what extent the child rights for fully integrated universal package/services are available and benefiting the population, mothers and children?

5.6. Fundamental Principles of Evaluation

The Evaluation Practice shall consider the following Principles for evidence generation and evidence-based policy and investments.

Public interest	Evaluation is conducted to improve people’s lives, i.e. in the public interest
Value added	Evaluation provides measurable value for citizens
Knowledge	Evaluation provides knowledge for learning
Inclusion and participation	Evaluation is inclusive and participatory when baseline, ex -ante, mid-term, summative and impact evaluations are conducted
Utilization	Evaluation is conducted with a focus on utilization
Independence	Evaluation is independent from management
Impartiality	Evaluation does not have a stake in its results
Objectivity	Evaluation is based on objective data
Transparency	Evaluations are public and accessible
Standards	Evaluation adheres to professional standards
Ethics	Evaluation is conducted ethically
Quality	Evaluation is assessed for quality
Methodology	Evaluation methodology is sound, explicit and valid
Communication	Evaluation results are communicated publicly, in a timely and understandable fashion
Value-for-Money	Evaluation is carried out with consideration for economy, efficiency and effectiveness

Standards of Evaluation

i. Utility

Seek to ensure that an evaluation will serve the information needs of intended users.

ii. Feasibility

Seek to ensure that an evaluation will be realistic, prudent, relevant, and frugal.

iii. Propriety

Seek to ensure that an evaluation will be conducted legally, ethically, and with due regard for the welfare of those involved in the evaluation, as well as those affected by its results

iv. Accuracy

Seek to ensure that an evaluation will reveal and convey technically adequate information about the features that determine the significance, worth or merit of the program being evaluated.

Ethics and Professional Capability

Evaluation abides by relevant professional and ethical guidelines and codes of conduct for individual evaluators. Evaluation is undertaken with integrity and honesty. Commissioners, evaluation managers and evaluators must respect human rights and differences in culture, customs, religious beliefs and practices of all stakeholders. Evaluators mindful of gender roles, ethnicity, ability, age, sexual orientation, language and other differences when designing and carrying out the evaluation.

A. Competence

- i. Evaluators are to be competent in their provision of service.

- ii. Evaluators should apply systematic methods of inquiry appropriate to the evaluation.

- iii. Evaluators should possess and provide content knowledge appropriate for the evaluation.

- iv. Evaluators should continuously strive to improve their methodological and practice skills.

B. Integrity

- i. Evaluators are to act with integrity in their relationships with all stakeholders.

- ii. Evaluators should accurately represent their level of skills and knowledge to prospective employers.

- iii. Evaluators should declare any conflict of interest to clients before embarking on an evaluation project and at any point where such conflict occurs. This includes conflict of interest on the part of either evaluator or stakeholder.

- iv. Evaluators should be sensitive to the cultural and social environment of all stakeholders and conduct themselves in a manner appropriate to this environment.

- v. Evaluators should confer with the client on contractual decisions such as: confidentiality; privacy; communication; and, ownership of findings and reports.

C. Accountability

- i. Evaluators are to be accountable for

- their performance and their product.
- ii. Evaluators should be responsible for the provision of information to clients to facilitate their decision-making concerning the selection of appropriate evaluation strategies and methodologies. Such information should include the limitations of selected methodology.
 - iii. Evaluators should be responsible in the management of financial resources for the clear, accurate, and fair, written and/or oral presentation of study findings, limitations, and recommendations.
 - iv. Evaluators should be responsible in the management of financial resources so that expenditures are accounted for and clients receive good value for money.
 - v. Evaluators should be responsible for the completion of the evaluation within a reasonable time as agreed to with the clients. Such agreements should acknowledge unprecedented delays resulting from factors beyond the evaluator's control.

6.1 Institutional Roles and Responsibilities in Monitoring and Evaluation practice in Nigeria

This Policy sets out institutional roles and responsibilities among government agencies based on information available from various official documents and current arrangements to strengthen coordination amongst various key M&E agencies. When the M&E functions are well coordinated, it will build public trust on its findings and recommendations, which can then be used to inform policy, planning, budgeting, and program implementation and accountability. The following will constitute the key M&E agencies in the country with roles to ensure better coordination in the sphere of M&E.

6.1.1. Federal Ministry of Finance, Budget, and National Planning (Department of National Monitoring and Evaluation)

The Federal Executive Council in 2010 established within then National Planning Commission (NPC) a National M&E department, with the mandate for the overall coordination of the M&E process in the country. With the NPC becoming a Ministry and its subsequent merger with the Federal Ministry of Finance to form Federal Ministry of Finance, Budget, and National Planning (FMFBNP). Notwithstanding the merger, the responsibilities of FMFBNP NM&E Department remain as follows:

1. Promote a lesson-learning focused monitoring and evaluation strategy to inform the decision-making process across government levels.
2. Become a Centre of excellence for the provision of advice, support, coaching and mentoring in pursuit of capacity building for M&E functions in Federal and state MDAs.
3. Promote a strategic compact at Federal level in order to promote joint working and learning on M&E among MDAs with key roles in strengthening the national M&E system.
4. Involve relevant non-state actors into its networks and communities of practice to improve the quality of M&E work and the impact of public policy.
5. Provide technical support to MDAs in building their M&E capacity by providing M&E tools such as KPIs, guidelines and templates to undertake M&E functions.
6. Become a central repository for which all M&E outputs such as monitoring reports and evaluation reports across MDAs will be lodged and stored for ease of access and to encourage their utilization by all stakeholders.
7. to follow-up on the implementation of findings and recommendations from M&E reports to ensure that M&E recommendations are feeding into Government decision-making processes.

8. Conduct performance monitoring of capital programs and projects implemented by MDAs to ensure their alignment with objectives of the National Development Plan.
 9. Prepare Annual National Performance Monitoring Report for key priority areas identified by the Government prior to the start of the budgeting process.
 10. Submit the Annual National Performance Monitoring Report to the Federal Executive Council and the National Assembly.
 11. Publish and disseminate the Annual National Performance Monitoring Report for public access through appropriate channels.
3. Prepare performance improvement plan based on the findings and recommendations of the Monitoring Report.
 4. Prepare biannual reports on the performance of the respective MDAs and submitting such reports to the NM&E Department of FMFBNP focusing on pre-determined implementation and outcome targets. The Score cards should be based on reliable sources of data.
 5. Before submission of the scorecards, ensure that the MDAs validate the accuracy of the data provided by leveraging on the institutions that form the National Statistical System of Nigeria such as the National Bureau of Statistics, National Population Commission, etc. as well as civil society.
 6. Ensure that Ministers and Permanent Secretaries sign performance reports and Scorecards before submission to the FMFBNP for validity and ownership.

6.1.2. Ministries, Departments and Agencies (MDAs)

At the Federal level, all MDAs are involved in the monitoring of Federal government policies, programmes and projects. The Department of Planning, Research and Statistics (DPRS) is the key institutional coordinating unit for Monitoring and Evaluation functions in the MDAs. The key responsibilities of the DPRS will include:

1. Coordinating M&E functions across Departments and related Agencies which include monitoring of progress by examining percentage completion levels, conduct of site visits and analysis of performance against pre-determined goals.
2. Prepare a Theory of Change for programs and projects to be submitted for Annual Budget Appropriation.

6.1.3. Financial Agencies (Budget Office of the Federation, Office of the Accountant General of the Federation, and Fiscal Responsibility Commission, National Bureau of statistics)

At the heart of the Fiscal Responsibility Act 2007 is monitoring of budget performance. In this respect, the Federal Ministry of Finance (FMF), Budget Office of the Federation, Office of the Accountant-General of the Federation, Office of the Auditor-General of the Federation are very

important agencies in the National M&E system. These agencies produce specialised information on budget implementation performance. It is important to identify the role of these agencies in M&E:

1. The Office of the Account-General to operationalize the programme segment of the Chart of Accounts to improve programme and project performance reporting.
2. Federal Ministry of Finance (FMF) and the Budget Office of the Federation (BoF) shall utilise the findings and recommendations of monitoring and evaluation as a source of evidence to support and improve the budget process.
3. The FMF, BoF, OAuGF, OAGF shall ensure value for money when they allocate resources during budgeting. To this end they must ensure that plans and budgets are informed by evidence, including evidence from evaluation reports.
4. The Agencies Shall Undertake cost-effectiveness and cost-benefit analysis to ensure interventions are providing value for money.

6.1.4. Cabinet Secretariat of Office of Secretary to Government of the Federation

- A. The Office of Secretary to the Government of the Federation (OSGF) has a mandate to coordinate, monitor and ensure full implementation of government policies and programmes as approved by FEC and serves as the frontline advisory institution of the

Presidency. Thus the OSGF has a responsibility to ensure that:

1. Strategic policy priorities agreed annually at the annual agenda-setting and prioritization exercise by the presidency are consistent with monitoring and evaluation parameters in this Policy Framework.
 2. Policy proposals put forward by MDAs for the consideration of the Federal Executive Council have clear M&E plans (with similar requirements for proposals to other constitutional councils that are served by the OSGF).
 3. Approved policies and programmes by FEC are monitored and the results and learning are fed back appropriately to the approving authorities which is the Federal Executive Council.
 4. The Ministry of Finance, Budget and National Planning shall in collaboration with OSGF coordinate the conduct of a National Performance Evaluation of projects and programmes approved by FEC to assess their impacts and benefits.
- B. The same M&E functions expected from the Office of Secretary to the Government of the Federation shall be replicated and performed by the Office of the Secretary to the States Government.

6.1.5. National Bureau of Statistics (NBS)

Another important building block in the M&E system is the need for clear guidelines about data collection, validation and processing. The Agency assigned this responsibility is the National Bureau of Statistics (NBS). It is statutorily responsible for primary data collection, data quality assurance, data analysis and any other issues that may arise regarding data gathering and dissemination. All the data that will be used in the M&E system shall pass the standard tests defined by the NBS.

6.1.6. National and State Assemblies

The National and State Assemblies have broad oversight functions and are empowered to establish committees of their members to scrutinize bills, assess the performance of government policies, programmes and projects, and monitor the conduct of government officials. The Assemblies shall undertake the following M&E responsibilities:

- 1) Informed oversight of the Agencies under their purview, using insight gained from M&E system.
- 2) Making it a priority to seek evidence-based information from the M&E system and demand for regular annual performance monitoring reports from MDAs.
- 3) Where necessary, the Standing Committees on Planning should request evaluation to be carried out on government programmes and projects for informed debate and decision on planning and budget processes.

- 4) Initiate legislation that will strengthen M&E system to improve accountability and learning for improved decision making by the Executive.
- 5) Ensure a legislative mechanism are put in place for the uptake of M&E findings and recommendations for improved governance.

6.1.7. Non-State Actors

The current democratic dispensation allows for increasing demand by citizens for accountability and provides an opportunity for non-state actors such as NGOs, CBOs, FBOs and professional bodies to promote participate in, and undertake advocacy initiatives to support M&E practices in Nigeria and to hold the government accountable for their actions or inactions based on rigorous and analytical evidence from M&E activities.

6.1.8. Sub-Nationals

The Federal Ministry of Finance, Budget and National Planning (Department NM&E) shall in collaboration with States' Ministries of planning coordinate monitoring and evaluation practices in line with the principles and standard practices of M&E provided in this Policy. Each State of the Federation shall establish a State M&E Coordinating Office (i.e., National M&E Office equivalent) that should be responsible for the following actions:

- i. Institutionalized Monitoring and Evaluation system to encourage participatory M&E practices at the state level and promote a lesson-learning focused monitoring and evaluation strategy to inform the decision-making process across the state governments.

-
- ii. Become a Centre of excellence for the provision of advice, support, coaching and mentoring in pursuit of capacity building for M&E functions in the states' MDAs.
 - iii. Promote a strategic compact at the state level in order to promote joint working and learning on M&E among MDAs with key roles in strengthening the national M&E system.
 - iv. Involve relevant non-state actors into its networks and communities of practice in order to improve the quality of M&E work and the impact of public policy.
 - v. Provide technical support to MDAs in building M&E capacity by providing M&E tools such as KPIs, guidelines and templates to undertake M&E functions.
 - vi. Become a central repository for which all M&E outputs such as monitoring reports and evaluation reports across MDAs will be lodged and stored for ease of access and to encourage their utilization by all stakeholders.
 - vii. To follow-up on the implementation of findings and recommendations from M&E reports to ensure that M&E recommendations are feeding into Government decision-making processes.
 - viii. Prepare Annual State Performance Monitoring Report for key priority areas identified by the Government prior to the start of the budgeting process.
 - ix. Submit the Annual State Performance Monitoring Report to the State Executive Council and the State Assembly.
 - x. Publish and disseminate the Annual State Performance Monitoring Report for public access through appropriate channels.
 - xi. Submit State Performance Monitoring Report to the National Monitoring & Evaluation Department.

7.1 Implementation Arrangements

In performance of its mandates, the Federal Ministry of Finance, Budget and National Planning (National Monitoring & Evaluation Department) shall collaborate with specialized MDAs to carry out the following activities:

- (i) Conduct data collection of macro-economic and financial analysis of MDAs performance for the purposes of preparing Quarterly, Bi-annual and Annual Performance M&E report on Nigerian economy.
- (ii) Provide technical coordination support to all MDAs delivering on Government priority deliverables in line with key National policy thrust.
- (iii) Ensure public investments in capital projects captured in Annual Appropriation Budget aligned with National Development Agenda and complements delivery of Nigeria's Development Priority Objectives.
- (iv) Ensure all capital projects captured in the annual appropriation budget provide M&E component in their implementation arrangements.
- (v) National M&E Department shall coordinate quarterly meeting with stakeholder MDAs to track progress in the implementation of National M&E Policy.
- (vi) National M&E Department shall coordinate from time-to-time development of MDAs score cards, its deployments and retrieval for data collection on M&E.
- (vii) National M&E Department shall strengthen inter-agency collaboration and carryout quarterly inspection of projects and programme for the purposes of verifying releases and actual utilization of fund for performance monitoring purposes.
- (viii) National M&E Department shall coordinate the establishment of performance reporting standards and facilitate MDAs compliance.
- (ix) MDAs shall at the annual budget planning stage provide detail report on status of existing or ongoing capital project for each successive fiscal year and;
- (x) This shall be done in such manner that estimated budget for each category of capital expenditure components be able to meet expected minimum actual target expenditure of not less 60% implementation annually.
- (xi) MDAs shall be required to provide in each capital budget component a section with detail description of project activities including project execution status, approved date, scope, execution timelines, funding pattern, alternative funding plans, as well as expected outcome at the end of each Fiscal year.
- (xii) MDAs shall be responsible for data collection and tracking of Key Performance Indicators (KPIs) and submit report on outcomes to

National M&E Department in the Ministry of Budget and National Planning.

- (xiii) National M&E Department shall optimize the functionality of the Ministry's MIS and GIS web-based and automated data collections tools for M&E.
- (xiv) A Division/Unit under the M&E Department will be established to serve as M&E Resource Centre to be dedicated and responsible for capacity building and training of all MDAs on M&E practices.
- (xv) The National M&E Department shall conduct quarterly performance monitoring, analysis and reporting on the economy and verification of social intervention programme such as National Social Investment Programme and other special interventions programme approved by Government.

7.2. M&E Policy Incentives, Benefits and Sanctions

The Federal and State Governments shall have obligations of mainstreaming M&E at the national and State levels in programmes and projects being implemented at those levels. M&E being a management tool will enable program and project actors to achieve their development objectives more effectively. Incentives, benefits, and sanctions will be based on adherence to standards mechanisms for programmes and project implementation at national and State levels as spelt out in this policy document.

7.2.1. Incentives and Benefits

M&E reports should showcase performance of all MDAs both at the Federal and State levels undertaking programmes and projects. Compliance with the requirements for submission of M&E reports through M&E Department at the FMBNP/State and the content of the reports shall be used as a reference when resources are allocated to public sector institutions by the department responsible for Finance. Appropriate incentives and benefits shall be put in place for MDAs who comply with set standards.

7.2.2. Sanctions

Sanctions will be based on results obtained from performance assessments as reflected in by the performance contract targets agreed by the Permanent Secretaries of Ministries, Heads of government agencies in conjunction with M&E Department at the FMBNP/State. Through legislation, the Minister/Commissioner of Finance at the Federal/State shall be given mandate to sanction MDAs who fail to meet the set standards.

Sanctions could include (i) non-acceptance of projects without Theory of Change in the Annual Budget Plan by the Minister/Commissioner of Planning; and (ii) withholding capital release by the Ministry of Finance until submission of Performance Report.

8.1 Governance Structure and Operational Procedures

- 1) The designated Minister of National Planning is responsible for monitoring and evaluation in the Federal Government of Nigeria
- 2) At State Level, the designated Commissioner responsible for Monitoring & Evaluation anchored to the Cabinet of the Governor.
- 3) There shall be established a National Council on Monitoring and Evaluation to be the highest decision-making body in the government's evaluation policy, its assessment, its implementation and recommendations. The Council shall be constituted by the President Federal Republic of Nigeria and membership composition of the Council shall comprise the Vice President as Chairman of the council, Secretary to the Government of the Federation, Minister of Justice/Attorney General of the Federation, Minister (s) of Finance, Budget and National Planning , Clerk of the National Assembly, Head of Civil Service of the Federation, DG Budget Office of the Federation, Accountant General of the Federation, Auditor General of the Federation, Chairman, Revenue Mobilization Allocation and Fiscal Commission, Chairman, Fiscal Responsibility Commission, Statistician General of National Bureau of Statistics, Chairman, National Population Commission, DG Bureau of Public Procurement, DG Bureau of Public Service Reforms, DG National Productivity Centre, DG Nigeria Governors Forum, Civil Society Organization, Co-Chairs Open Government Partnership, Nigerian economic Summit Group, State Commissioners responsible for Monitoring & Evaluation, and representatives of Nigeria Association of Evaluators, , and Private Sector organisations who promote evaluation practices in Nigeria, and the Permanent Secretary of the Ministry responsible for Evaluation shall be the Secretary to the council.
- 4) The Council shall meet quarterly to review, update, and approve policy initiatives/actions on Monitoring and Evaluation practices in line with Key National policy trust of the Government as well as recommend National statutory laws and regulations on M&E practices in Nigeria for consideration and approval to the National Assembly.
- 5) The Council shall receive from the Minister-in-charge, an evaluation work plan submitted by the National M&E Department and any other matter that the Minister deems as requiring the attention of the Council.
- 6) The designated Minister responsible for Monitoring & Evaluation shall submit a five-year M&E strategic plan for consideration and approval to the Federal Executive Council.

- 7) The designated minister responsible for Monitoring & Evaluation shall prepare an annual costed evaluation work plan with recommendations from the National Council on Evaluation based on the 5-year M&E Strategic Plan.
- 8) The National M&E Department has responsibility for promoting strategic partnership at all levels of governance and all sectors in order to promote joint working and learning on M&E among MDAs and all stakeholders with key roles in strengthening the national M&E system; and, also to provide technical support to MDAs in building their M&E capacity by providing M&E tools such as KPIs, guidelines and templates to standardize M&E functions in the federal government.
- 9) There shall be an equivalent at each State level.
- 10) All evaluations promoted by the National M&E Department shall be with the participation of the MDAs and stakeholders responsible for the project/programme being evaluated.
- 11) Government policies, programmes, projects, etc., shall be evaluated systematically and periodically.
- 12) The National M&E Department shall recommend and justify to the Minister responsible for evaluation on an annual basis, a costed evaluation work plan, with rationale, purpose, expected value-addition, approach, methodology, budget, and timeline. The annual evaluation work plan is developed in close collaboration with the MDAs involved, including external financing partners where appropriate.
- 13) All MDAs are to be involved in the monitoring of government policies, programmes and projects in their ministry. Prepare performance improvement plan based on the findings and recommendations of the monitoring report and prepare biannual reports on the performance of the respective MDAs and submit such reports to the National M&E Department focusing on pre-determined implementation and outcome targets. The score cards should be based on reliable sources of data.
- 14) The Co-ordinating M&E Departments at Federal and States level shall collaborate on a systematic and regular basis with the Statistics office, the unit responsible for the policy monitoring in government, the audit, inspection and control functions in government, to avoid duplication of mandates, of activities as well as to prevent waste of public resources. Minutes of meetings, agreements reached and recommendations should be provided to responsible Ministers and Commissioners.
- 15) There shall be established Monitoring and Evaluation Technical Working Group consisting of global, regional, and country experts in the M&E field, including professional evaluators within the government, Nigeria Association of Evaluators and other

specialised stakeholder groups to provide from time-to-time professional advice and technical support to the Council. Membership of the Technical Working Group (TWG) shall comprise Director of DPRS of MDAs, Representatives of Cabinet Secretariat OSGoF, Director BME BoF, Representative of NOA and representatives of the academia, National Bureau of Statistics, Nigerian Institute of Social and Economic Research, Centre for Management Development, professionals, and independent Evaluation Experts. The Director of NM&E shall chair the TWG, and staff members of NM&E Department shall provide secretariat to the TWG.

- 16) The National Monitoring and Evaluation policy shall encourage participatory M&E practices in Nigeria and the Citizens can interface with M&E system by way of contributing to and participating in monitoring & evaluation processes and data collection. Citizens should have unfettered access to Monitoring & Evaluation Reports and can provide feedback on Monitoring & Evaluation processes.
- 17) The TWG shall provide guidance and advice to the National M&E Department on monitoring & evaluation standards practices, policy enforcement and developments in the evaluation discipline, with a focus on evaluation in government, related to key aspects of evaluation such as:

methodology, quality assurance, evaluation capacity and professional development.

- 18) All MDAs shall establish internal monitoring systems for the implementation of policies, programmes and projects in their ministry. MDAs shall prepare based on credible data generated from the internal monitoring systems and other sources biannual reports and annual performance scorecard of their respective MDAs and submit such reports to the National M&E Department.
- 19) MDAs shall prepare and implement performance improvement plans based on the findings and recommendations of the monitoring and evaluation reports.
- 20) Prior to the commencement of each annual budget cycle, the Director of the National M&E Department shall present to the Minister responsible for Monitoring & Evaluation, priorities and operational plan for the coming year as developed by all stakeholders.
- 21) The NM&E Department shall be responsible for setting the competencies for evaluators and evaluation managers.
- 22) The quality assurance system shall be established and draw on a pool of professionally accredited evaluators in Nigeria with recognized expertise to assess the quality of each evaluation in the government of Nigeria.

- 23) The National M&E Department shall produce periodically, a digest of evaluations in the government of Nigeria together with a summary assessment of quality based on quality assurance of evaluations.
- 24) The National M&E Department shall establish and maintain an Evaluation E-Library to keep all Evaluation reports as repository
- 25) The National M&E Department shall develop and manage a quality assurance system for evaluation in line with international standards.
- 26) Evaluation and management of evaluations shall be carried out by qualified and registered evaluators in Nigeria, including consulting firms and evaluation managers to be contracted are to be subjected

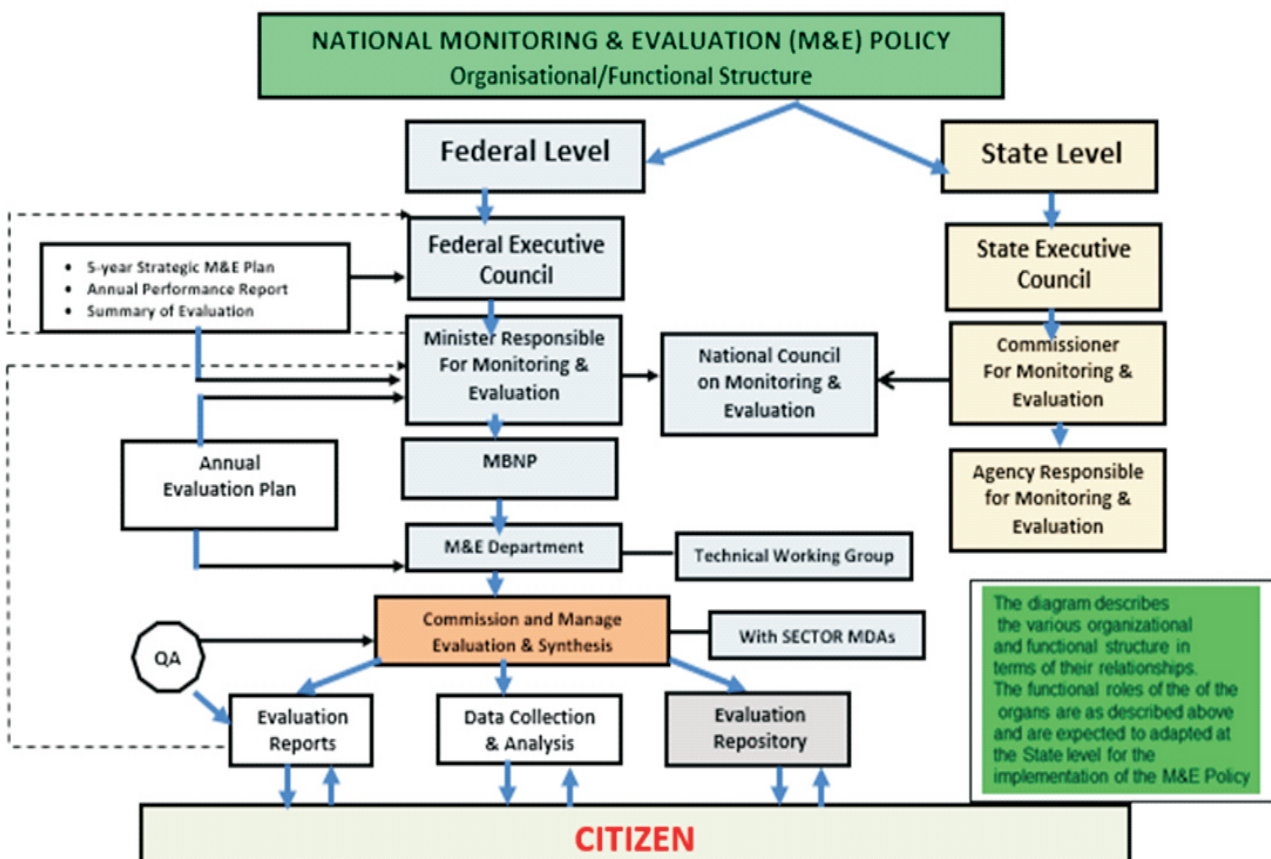
through rigorous competitive procurement process.

- 27) The positions of evaluator and of evaluation manager shall be formally classified at the professional level in the government's job classification system and remunerated as such.

- 28) M&E systems shall be mainstreamed into the Nigerian Educational Curricula for it to be taught in the Nigerian Tertiary Institutions.

8.2. Organogram and Stakeholder MDAs

The diagram below describes the various organizational and functional structures in terms of their relationships. The functional roles of the organs are as described above and are expected to be adapted at the State level for the implementation of the M&E Policy.



9.1 Performance Reporting Standards

- 1) All evaluation reports shall be made public in a manner that is accessible to citizens.
- 2) A publicly accessible repository/ e-library of all evaluations conducted in Nigeria shall be managed by the National M&E Department.
- 3) A summary of all evaluations shall be presented to the Federal Executive Council for information purposes and to seek directives on recommendations to improve governance.
- 4) The evaluation function of the government of Nigeria is peer reviewed by other countries with effective M&E system on an appropriate periodic basis; in this perspective, a report is produced and presented to the Minister responsible for evaluation; and the report is made public.
- 5) The National M&E Department shall engage with the public, monitoring and evaluation practitioners, national associations of evaluation practitioners, academia, CSOs, NGOs, FBOs and partners nationally, regionally and globally, on technical evaluation issues and questions on behalf of government.

9.2. Capacity Development and Training Programme

The Federal Ministry of Finance, Budget and National Planning shall establish a division known as National Monitoring & Evaluation Resource Centre to be dedicated and responsible for capacity building and training of all MDAs on M&E practices in Nigeria in collaboration with other partners and stakeholders. The key functions of the Resources Centre shall include the following;

- a. To provide capacity building to staff of federal and State MDAs in the areas of Monitoring and Evaluation practices; particularly through coaching and hands-on training by involving public servants in real life evaluations.
- b. To provide a platform to mobilize and coordinate utilization of resources from all stakeholders for the promotion of Monitoring, Evaluation, Accountability and Learning in the public sector in Nigeria.
- c. To serve as a center for research, learning and knowledge translation to support public sector Monitoring and Evaluation with a view to improve the delivery of public services in Nigeria

The Ministry will provide running cost, funded from its overhead costs, and the center would explore funding options

available on project-basis from MDAs, development partners and other stakeholders.

9.3. Operational and Financial Arrangement for Externally Funded Evaluation

To effectively monitor and evaluate policies, programmes and projects, the M&E directorate shall be allocated adequate funds to enable it coordinate M&E activities, provide required infrastructure at all levels and conduct trainings on M&E in the country. The funding for implementation of the policy shall come from the under listed sources:

- i. Federal and State Budgetary Appropriations
- ii. External Financing from Development and Private Sector Partners
- iii. For all government (federal and state) investment in capital budget, at least 0.1 % of the total capital budget should be allocated to the National M&E Departments at federal and states for the departments to undertake routine M&E technical support and independent evaluation of cross-sectoral policies and strategies.
- iv. For all MDAs, at least 0.05% of their capital investment should be allocated to monitoring and evaluation. Development Partners and the private sector

will provide technical and financial support to conducting monitoring and evaluation.

The Strategies to mobilize resources at all levels to support M&E initiatives shall be put in place including budgetary appropriation and may also include external financing. Effective implementation of the M&E Policy requires provision of adequate financial resources. Consequently, M&E shall be an explicit component of planning and budgeting at project and programme level.

All evaluations of government initiatives planned and funded by external financing partners are to be submitted to the National M&E Department, for coordination, participation, assurance of consistency with the National Evaluation Policy, compliance with evaluation standards and quality assurance. They shall also be deposited into the government evaluation repositories and in the public e-library of evaluations in the states and in the National M&E Department. The equivalent should be replicated at State levels.

9.4. Operationalization of Evaluation Practices by Government

The M&E policy will guide Country-led commissioning and management of evaluations. The Country-led evaluations will be coordinated by the designated Minister for Monitoring & Evaluation and the National M&E Department in collaboration with all relevant MDAs' M&E Units, Development partners and Civil Society Organizations. The following practice will be adopted and implemented:

1. Evaluation and management of evaluation shall be carried out by qualified and registered evaluators, consulting firms and evaluation managers contracted through rigorous competitive procurement process.
2. The positions of evaluator and of evaluation manager shall be formally classified at the professional level in the government's job classification system and remunerated as such.
3. An Evaluation Technical Working Group, or equivalent, consisting of professional evaluators from Government, Nigerian Association of Evaluators and other stakeholders shall provide technical advice to the National M&E Department.
4. The Evaluation Technical Working Group shall be up to date on developments in the field of evaluation, globally and in the region because of the rapidly evolving state of theory and practice of the evaluation discipline.
5. The Evaluation Technical Working Group shall advise the Director of the National M&E Department on developments in the evaluation discipline, with a focus on evaluation in government, relevant to key aspects of evaluation such as: methodology, quality assurance, evaluation capacity and professional development for evaluation.
6. The National M&E Department shall develop and manage a quality assurance system for evaluation in line with international standards.
7. The quality assurance system shall establish and draw on a pool of professionally accredited evaluators in Nigeria with recognized expertise to assess the quality of each evaluation in the government of Nigeria.
8. The National M&E Department shall produce periodically, a digest of evaluations in the government of Nigeria together with a summary assessment of quality based on quality assurance of evaluations.
9. The National M&E Department shall establish and maintain an Evaluation E-Library to keep all Evaluation reports as repository
10. Prior to the commencement of each arrival budget cycle, the Director of the National M&E Department presents to the Minister responsible for evaluation, priorities and operational plan for the coming year as developed by all stakeholders.
11. The National M&E Department shall collaborate on a systematic and regular basis with the Statistics

- office, the unit responsible for the monitoring policy in government, the audit, inspection and control functions in government, to avoid duplication of mandates, of activities as well as to prevent waste of public resources. Minutes of meetings, agreements reached, and recommendations are provided to responsible Ministers.
13. The Citizens can interface with M&E system by way of contributing to and participating in evaluation process and data collection. Citizens shall have unfettered access to Evaluation Reports and can also provide feedback on Evaluation processes.
 2. Key lessons learned and recommendations arising from M&E activities should be presented to the media by the Minister on regular basis
 3. The National M & E Department shall ensure that the recommendations from monitoring & evaluations are mainstreamed into programming, analysis, and decision-making for national development.

9.5. Communication and Use of Evaluation Evidence

1. A National Communication Plan shall be developed by the National M&E Department to promote advocacy and engagement with policy makers, parliament, media, and relevant stakeholders on the benefits of evaluation to the country.

10.1. Evaluation of the National Monitoring and Evaluation Policy.

The Minister responsible for Monitoring & Evaluation shall commission an independent evaluation of the National Monitoring & Evaluation Policy for Nigeria every five years in a participatory process in which state and non-state actors are involved. The National M&E policy shall be due for review after every five years.