



GOVERNMENT OF ZIMBABWE

NATIONAL MONITORING AND EVALUATION POLICY

FOREWORD

In charting the Nation's development agenda guided by the recently adopted economic blue print Zim ASSET, my Government has formulated a National Monitoring and Evaluation Policy. A results-oriented public sector that is geared towards contributing to sustainable development, economic growth and the well being of citizens in an efficient and effective manner requires a well defined framework that outlines clearly the guidelines for assessment of outputs, outcomes and impacts of Government programmes and project priorities within stipulated timeframes.



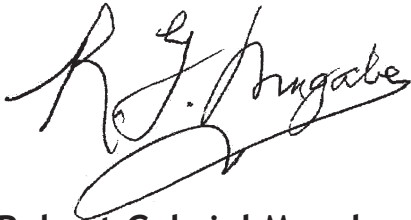
His Excellency the President of the Republic of Zimbabwe Cde R. G. Mugabe

The National Monitoring and Evaluation Policy draws from practical applications of the conceptual underpinnings of the Results Based Management System. It is designed to establish common structures and standards across the entire public sector for tracking progress in the implementation and evaluation of all Government policies, programmes and projects.

The Policy provides a clear framework for the institutionalisation of monitoring and evaluation in the public sector as well as guidelines for the co-ordination, administration and general management to those responsible for implementing.

Further, the Policy will improve the performance of the public sector through strengthening operational, cost effective production and use of objective information on implementation results of national strategies, policies, programmes and projects. It will also contribute to improved governance and enhance the effectiveness of public sector organisations in Zimbabwe.

Finally, this policy will provide useful guidance and sustain this country towards achieving the nation's development goals through accelerated implementation of Zim ASSET.

A handwritten signature in black ink, appearing to read 'R. G. Mugabe', with a large, sweeping flourish underneath.

Robert Gabriel Mugabe
PRESIDENT OF THE REPUBLIC OF ZIMBABWE

Harare, May 2015

PREAMBLE AND ACKNOWLEDGEMENTS

This Monitoring and Evaluation Policy is guided by the Vision “*Towards an Empowered Society and a Growing Economy*”, in alignment with to the current National Development Plan, the Zimbabwe Agenda for Sustainable Social Economic Transformation (Zim Asset) 2013 - 2018. It is a Policy that is responsive to the demands of cross cutting issues such as gender, environment, indigenization, disability and HIV and AIDS. It shall provide the basis for the development of future National Plans.



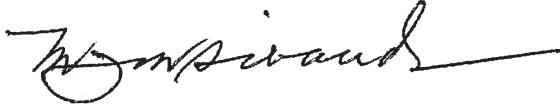
Dr M. J. M. Sibanda
Chief Secretary to the President and Cabinet

The National Monitoring and Evaluation Policy was developed to enhance the implementation of Zim Asset by providing clear guidelines for the conduct of monitoring and evaluation of all Government programmes and projects. The Policy is a product of a highly participatory and inclusive process involving stakeholders with in-depth knowledge in monitoring and evaluation of developmental programmes.

The Policy was developed under the Rapid Results Initiative (RRI), an approach which in essence advocates for the accomplishment of a project through timeous completion of set milestones within a given time frame. This Policy document clearly demonstrates that through collaboration and dedication, success can be achieved.

The Office of the President and Cabinet is deeply indebted to all the participants who made the exercise a success. These are the RRI Team, an Inter-Ministerial Team that was set up to lead the process under the leadership of the Office of the President and Cabinet; the African Community of Practice country coaches who provided guidance to the process; African Development Bank (AfDB) and the World Bank (WB) for their financial support and active

participation throughout the process. The involvement of key stakeholders, among them the public sector, the private sector, development partners, academia and civil society is highly commendable.



Dr M. J. M. Sibanda

CHIEF SECRETARY TO THE PRESIDENT AND CABINET

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LIST OF ACRONYMS

AfDB	African Development Bank
APT	Attributable, Proportionate, Transparent
CIC	Community Information Centres
COMESA	Common Market for East and Southern Africa
HIV and AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
ICT	Information Communication Technology
IRBM	Integrated Results Based Management
M&E	Monitoring and Evaluation
MfDR	Management for Development Results
OPC	Office of the President and Cabinet.
RRI/RRA	Rapid Results Initiative/Rapid Results Approach
SADC	Southern Africa Development Community
SMART	Specific, Measurable, Achievable, Result Oriented, Time Frame
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
WB	World Bank
Zim Asset	Zimbabwe Agenda for Sustainable Socio-Economic Transformation

GLOSSARY

Aims

Refer to the overall thrust and focus of policies, programmes and projects.

Baseline Information

Refers to information gathered at the start of a process so as to assess the results and consequences of an activity.

Benchmark

Refers to the study of other successful activities in similar conditions with similar goals in order to generate new ideas on how something can be done and on whether increased levels of achievement can be made.

Cluster

Grouped together based on similarities in operations and functions where both vertical and horizontal linkages/synergies are fully exploited. The Zim Asset is a cluster based Plan, reflecting the strong need to fully exploit the internal relationships and linkages that exist between the various facets of the economy. In this regard, four clusters have been identified as:

- Food Security and Nutrition;
- Social Services and Poverty Eradication;
- Infrastructure and Utilities; and
- Value Addition and Beneficiation.

Evaluation

Refers to a process of assessing the achievements of a policy, programme or project. It may also be a process of analysing the benefits or value of a policy, programme or project on the community or putting value on something.

Formative Evaluation

Stresses continuous improvement and treats the evaluation as a basis for ongoing learning and development.

Goals

Are general statements that describe the desired outcome or purpose of any activity.

Impact Assessment

Refers to the systematic analysis of significant changes-positive or negative, intended or not - in people's lives brought about by a given action or series of actions. It can also refer to a process of identifying both expected and unexpected change caused by the implementation of a policy, programme or project.

It usually goes beyond what was expected to be the expected results of the project and includes other issues or benefits that might arise after the completion of the project.

Indicators

Refer to agreed signs of effective evaluation that can clarify intentions and help in assessment of achievements. An indicator is a marker or pointer.

Inputs

Are the resources provided for an activity to take place, with the expectations of producing an output or a product.

Monitoring

Refers to keeping track of how the project aligns itself to the established goals, with respect to quality, time, resources, costs, causes and consequences of deviation from policy, programme or project objectives. It is a process of collecting data for use in analysing progress of the projects.

Objectives

Are the intended effects which a policy, programme or project has to achieve. These can either be short, medium or long term depending on the duration of the policy, programme or project.

Output

Is a concrete result or achievement that contributes to the achievement of a longer-term outcome or goal.

Outcomes

Are specific products or services, which an activity is expected to produce from its inputs in order to achieve objectives.

Policy

Refers to a guiding statement that will provide direction and thrust on what should be done to either solve a problem or to accelerate certain developments in a given sector.

Project

Is a planned undertaking which is a set of inter-related and co-ordinated activities designed to achieve certain specific objectives within a given budget and time frame.

Programme

Refers to a major activity encompassing many small activities or schemes undertaken in order to achieve the major activity. For example, the Water and Sanitation Programme is a major activity with other smaller and numerous activities like borehole drilling, sinking deep wells, piped water, toilet construction and teaching of hygienic practices.

Quantitative Measures

Tell you how much or how many.

Qualitative Measures

Tell you how well.

Rapid Results Approach/Initiative

A structured process that uses short-term (100-Day) initiatives to help build

leadership and programme management skills as well as accelerate the pace at which results are achieved. RRA combines best practices from the disciplines of organisational psychology, change management and capacity building. It creates focused arenas for “learning-by-doing” in which participants have continuous opportunities for growth through self-reflection and experience sharing within and across teams.

Results

Are concrete achievements.

Standards

Are mutually agreed criteria to describe how well work must be done.

Targets

Are agreed quantitative or qualitative standards to aim at.

CHAPTER ONE

1.0 Introduction

Pursuant to the attainment of the Vision “Towards an Empowered Society and a Growing Economy” espoused by the national socio-economic blue print, the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (Zim Asset) 2013-2018, the Government of Zimbabwe is committed to ensuring a strong culture of monitoring and evaluation of all its policies, programmes and projects. This would be underpinned by the Management for Development Results (MfDR), an approach which adheres to the principles of Integrated Results Based Management (IRBM) system. This system ensures Government endeavor to manage Public resources professionally as well as guarantee accountability, transparency, and quality service delivery.

A robust monitoring and evaluation system in Government is an imperative for successful implementation of national development policies, programmes and projects and to ensure efficient and effective service delivery. The development of a National Monitoring and Evaluation Policy for Zimbabwe is therefore critical to provide the necessary framework to institutionalise Monitoring and Evaluation (M&E) in the Public Sector.

The National Monitoring and Evaluation Policy thus aims at providing a systematic, coordinated, simplified, results oriented, reliable and effective mechanism through a consultative process. The development of the Policy for Zimbabwe, therefore involved extensive research and drawing lessons from experiences of other countries. It also involved stakeholder consultations led and coordinated by the Office of the President and Cabinet. To this end, stakeholder consultative workshops were conducted in Harare and Bulawayo to input into the policy. The workshops drew participants from various social spheres; public sector, business, political arena, multilateral agencies, civil society and academia.

In terms of Chapter 2, Section 9(1) of the Constitution of Zimbabwe, *“the State must adopt and implement policies and legislation to develop efficiency, competence, accountability, transparency, personal integrity and financial probity in all institutions and agencies of Government at every level and in every public institution....”*

The development of the M&E policy with a high anchorage on RBM and being driven by the existing highly skilled personnel in the public sector, therefore, is in fulfillment of a cardinal Constitutional requirement.

1.2 Situation Analysis

Since Independence in 1980, the Government of Zimbabwe has developed and implemented a number of policies such as Growth with Equity and Zimbabwe Programme for Economic and Social Transformation (ZIMPREST) that have brought socio-economic transformation and promoted economic growth and development in Zimbabwe. However, these achievements could have been upscaled on a more sustainable way if Government operations had been guided by a results based framework that linked strategic planning and implementation to results (outputs, outcomes and impacts). The greatest challenge that confronts Government has been the lack of sustainable implementation of these policies. The weakest link in the implementation of policies, programmes and projects has been the absence of a National Monitoring and Evaluation Policy to give guidance and credence to the achievements of results through correct diagnosis.

Against the backdrop of a citizenry that now demands quality service delivery, the Government of Zimbabwe introduced the Results Based Management (RBM) system in 2005. RBM is a management tool that is premised on ensuring that Public Sector Agencies Manage for Development

Results (MfDR), with a clear linkage among RBM components, that is, Integrated Strategic Planning, Results Based Budgeting, Monitoring and Evaluation and Personnel Performance System.

However, since the introduction of RBM in 2005, the Public Sector performance moderately improved inspite of both external and internal factors. The external factors were mostly influenced by the illegal sanctions imposed on Zimbabwe by Western Countries. Internally, the poor performance of the Public Sector was caused, among others, by a weak policy value chain that includes the absence of a Results Based Integrated Development Plan, non implementation of the Results Based Budgeting and the absence of a Results Based Monitoring and Evaluation Policy. The absence of a National Monitoring and Evaluation Policy to guide the implementation of policies, programmes and projects had a strong bearing on the development of a robust and sustainable M&E system across the Public Sector, thereby affecting the achievement of tangible results (outputs, outcomes and impacts).

CHAPTER TWO

2.0 Monitoring and Evaluation

2.1 Definitions of Monitoring and Evaluation

2.1.1 Monitoring:- Refers to keeping track of how the project aligns itself to the established goals, with respect to quality, time, resources, costs, causes and consequences of deviation from policy, programme or project objectives. It is a process of collecting data for use in analysing progress of the projects.

2.1.2 Evaluation:- Refers to a process of assessing the achievements of a policy, programme or project. It may also be a process of analysing the benefits or value of a policy, programme or project on the community or putting value on something.

2.2 Rationale for a National Monitoring and Evaluation Policy

The purpose of the National Monitoring and Evaluation Policy is to guide and improve the implementation of Government policies, programmes and projects in order to achieve effective and efficient service delivery.

Monitoring and Evaluation is an integral part of programme management and central to the measurement of a Government's performance in general. In this regard, Monitoring and Evaluation therefore:-

2.2.1 Clearly identifies problems and opportunities as well as programs and projects beneficiaries and other stakeholders.

- 2.2.2 Assists in tracking implementation and informing decision making.
- 2.2.3 Opens up channels of communication between the Government and its citizenry thus garnering support for policies, programmes and projects.
- 2.2.4 Highlights issues of gender, youths and other marginalised groups.
- 2.2.5 Clarifies the roles and responsibilities of the various actors in the assessment of the impact of policies, programmes and projects and strengthens the coordination of institutions in the provision of quality service to clients.
- 2.2.6 Promotes lifelong organisational learning for improved performance.
- 2.2.7 Assists in improving the quality of planning and management of policies, programmes and projects.
- 2.2.8 Ensures equitable, effective and efficient resources allocation and utilisation in a transparency and accountable manner.
- 2.2.9 Helps to focus Government and development partners on improving quality.
- 2.2.10 Helps focus on attainment of organisational objectives.

2.3 Strategic Objectives

In order to achieve the purpose of this National Monitoring and Evaluation Policy, the following strategic objectives must be achieved:-

- 2.3.1 Align sectoral and sub-sectoral plans to the national development plans, programmes and projects for effective monitoring and evaluation;
- 2.3.2 Establish a coordinated and sustainable Monitoring and Evaluation System throughout the Public Sector;
- 2.3.3 Establish an e-enabled Monitoring and Evaluation System;
- 2.3.4 Strengthen Monitoring and Evaluation capacity in the Public Sector to enable the tracking of implementation progress and take the necessary corrective measures;
- 2.3.5 Facilitate reviewing of existing policies, programmes and projects to enhance efficiency;
- 2.3.6 Provide effective mechanisms for reporting progress towards the achievement of targeted results;
- 2.3.7 Enhance transparency and accountability in conformity with the tenets of good governance;
- 2.3.8 Empower citizenry to demand quality service delivery;
- 2.3.9 To foster dialogue and policy design on national development challenges/issues based on robust evidence;
- 2.3.10 To promote evidence-based decision making at all levels through monitoring and evaluation results; and
- 2.3.11 To ensure both upstream and downstream uptake of analytical information for policy.

2.4 Principles

In order to achieve the above objectives, the Government of Zimbabwe is guided by the following principles:

- 2.4.1 **Managing for Results:-** Monitoring and Evaluation rides on the Integrated Results Based Management (IRBM) principles that focus on results (outputs, outcomes and impacts). The results are targeted at improving the quality of life of the citizenry.
- 2.4.2 **Value for money:-** Monitoring and Evaluation shall ensure that resources allocated achieve the intended results in the most economic, efficient and effective manner.
- 2.4.3 **Ownership and Inclusivity:-** Monitoring and Evaluation shall ensure that the public identifies with Government programmes and projects and that these programmes and projects benefits all Zimbabweans.
- 2.4.4 **Utility:-** Monitoring and Evaluation shall provide information which is readily usable by all stakeholders.
- 2.4.5 **Integrity and Credibility:-** Monitoring and Evaluation shall be based on reliable evidence based data. At project and programme levels, Monitoring and Evaluation shall use realistic and practical techniques and indicators for measurement of results and progress.
- 2.4.6 **Transparency:-** Information pertaining to monitoring and evaluation shall be easily accessible to the general public and

clear communication on the availability and use of resources shall be provided.

- 2.4.7 **Accountability:-** Individuals and institutions shall be required to explain how allocated resources are used for implementing agreed outputs and outcomes.
- 2.4.8 **Ethical considerations:-** Monitoring and evaluation shall provide due regard for the welfare, beliefs and customs of those involved or affected, upholding a strict moral code.
- 2.4.9 **Confidentiality:-** Institutions and individuals shall be assured of their right to provide information to monitors and evaluators without their identity being publicised.
- 2.4.10 **Gender equality and equity:-** Monitoring and Evaluation shall ensure the use of gender disaggregated data, in decision making.

2.5 Scope

This policy sets out to manage the implementation of programmes and projects by the Public Sector. It spells out modalities on the following:-

- 2.5.1 Conduct of monitoring and evaluation in the Public Sector;
- 2.5.2 Roles and responsibilities of key players in mainstreaming monitoring and evaluation of Public Sector programmes and projects;
- 2.5.3 Creation of supporting institutional structures for monitoring and evaluation systems;

- 2.5.4 Reporting framework (and frequency) in the implementation, monitoring and evaluation of Public Sector programmes and projects;
- 2.5.5 Monitoring and evaluation capacity building;
- 2.5.6 Coordination arrangements;
- 2.5.7 Leadership commitment;
- 2.5.8 A robust Information Communication Technology (ICT) system that will leverage an e-enabled monitoring and evaluation system; and
- 2.5.9 Provision of adequate enabling resources (human capital - with requisite monitoring and evaluation skills and competencies; appropriate hardware and software that would drive an e-enabled monitoring and evaluation system; financial capital that would ensure successful completion of projects and programmes).

CHAPTER THREE

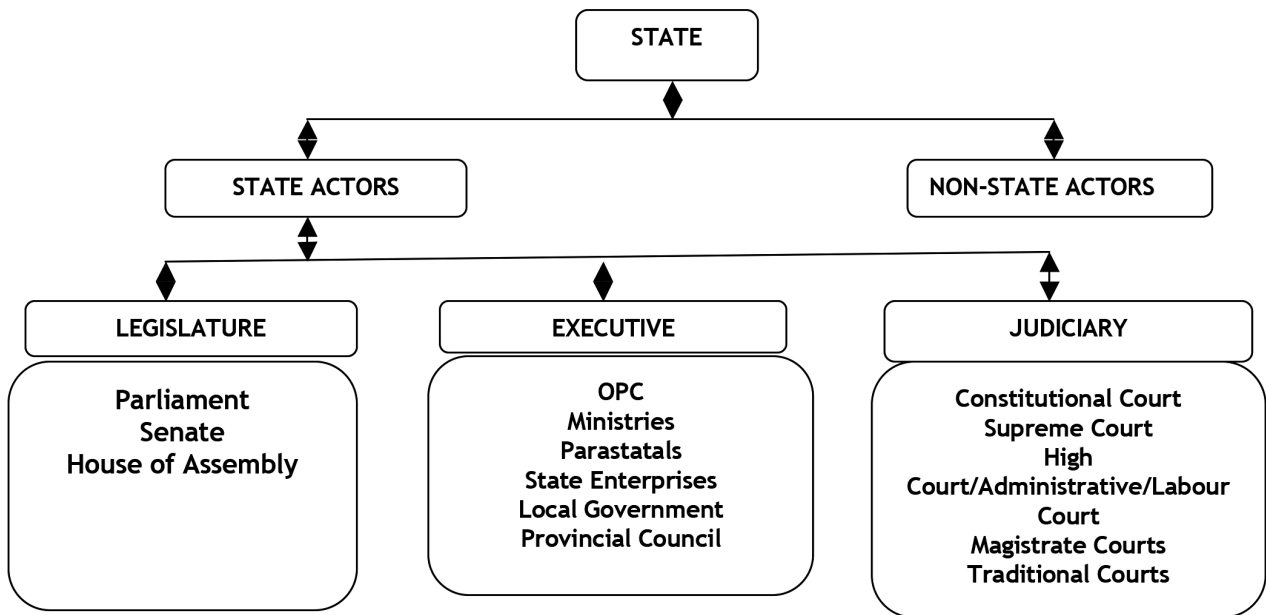
3.0 Roles and Responsibilities of Institutions in Monitoring and Evaluation

3.1 Key Institutions in Monitoring and Evaluation of Public Sector Programmes

3.1.1 The key institutions in monitoring and evaluating Public Sector programmes include State and Non-State Actors. State Actors include the Legislature, the Judiciary and the Executive. Organisations such as the United Nations, Non Governmental Organisations, Religious Organisations, Development Partners, Diplomatic Community in Zimbabwe, monitoring and evaluating champions, the Private Sector, Associations, Unions among others, would be covered under Non-State actors. The Zim Asset implementation and coordination architecture (**Annex 1**) provides a platform where state and non-state actors interface in the implementation of Zim Asset.

3.1.2 The Organogram (Diagram 1) serves to illustrate the linkages amongst the State's various State Actors and Non-State Actors that are relevant in monitoring and evaluation of Public Sector programmes.

Diagram 1



3.2 Roles and Responsibilities

3.2.1 The State Actors

3.2.1.1 Executive

3.2.1.1.1 The Presidency

There is need to:

- (a) Capacitate and strengthen the Monitoring and Evaluation Department in the Office of The President and Cabinet (OPC);
- (b) Ensure that the Monitoring and Evaluation Department in OPC has a clear and separate budget;
- (c) Ensure that the OPC Monitoring and Evaluation Department creates effective linkages with Ministerial Monitoring and Evaluation Units; and

- (d) Mandate Non-State Actors to align with, and report their programmes to Government.

3.2.1.1.2 Office of the President and Cabinet (OPC)

The OPC, as the lead Government Agency, shall:-

- (a) Provide the necessary leadership and guidance in the formulation, implementation, monitoring and evaluation of Public Sector policies, programmes and projects;
- (b) Ensure transparency and accountability for, and oversight of Government performance and results;
- (c) Develop, adopt, and implement a National M&E system for Public Sector programmes;
- (d) Keep under review the operations of the Government with respect to its purposes, scope, and objectives to ensure that Government programmes are evaluated on a regular basis;
- (e) Ensure the establishment of Monitoring and Evaluation Units in line Ministries; and
- (f) Collaborate with Monitoring and Evaluation practitioners from outside the State institutions when there is need.
- (g) Capacitate the staff in the Monitoring and Evaluation Units to enable them to effectively monitor and evaluate projects and programmes.
- (h) Develop an adaptable M&E framework for all Public Sector entities.

- (i) Use evidence based decision making.
- (j) Develop a logical Monitoring and Evaluation framework (matrix) which is RBM compliant.
- (k) Determine a threshold for projects that require external evaluators to ensure independence.

3.2.1.1.3. Ministries, Local Authorities and Public Entities

The Ministries, local authorities and public entities should:

- (a) Establish and maintain respective Monitoring and Evaluation Units as guided by OPC;
- (b) Develop, implement and review Monitoring and Evaluation Plans;
- (c) Ensure that there is budget allocation for Monitoring and Evaluation;
- (d) Ensure that each project and programme has a Monitoring and Evaluation component that has a clear budget allocation;
- (e) Educate all staff on the importance of Monitoring and Evaluation on projects and programmes;
- (f) Generate and disseminate Monitoring and Evaluation reports to all levels; and
- (g) Create effective linkages between the Ministerial Monitoring and Evaluation Units and those in respective Local Authorities, and Public entities.

3.2.1.2. Legislature

The Legislature shall:

- (a) Create an enabling legislative environment for the effective implementation of Monitoring and Evaluation;
- (b) Monitor and evaluate Public Sector projects and programmes through the Parliamentary Portfolio Committees; and
- (c) Ensure that there is a separate Monitoring and Evaluation budget for programmes and projects.

3.2.1.3. Judiciary

The role of the Judiciary will be as mandated by the Constitution.

3.2.2. Non-State Actors

Non-State Actors:

- (a) Need to align their operations to Public Sector programmes and projects and comply with the Government mandate on reporting; and
- (b) Are expected to support Government (materially, financially and in terms of human resources (skills transfer) for project/programme implementation and M&E activities;

3.2.3. Zim Asset Steering Committee.

The Steering Committee shall:

- (a) Provide oversight and strategic guidance in the implementation of Zim Asset policies, programmes and projects.

- (b) Consider monitoring reports from Clusters and evaluation reports from Independent Evaluation Teams.

3.2.4. Zim Asset Joint Review Committee

The Joint Review Committee shall:

- (a) Identify policy gaps in the implementation of Zim Asset policies, programmes and projects and make appropriate recommendations for policy review.
- (b) Come up with strategies that will enhance effectiveness and efficiency in the implementation of Zim Asset programmes and projects.
- (c) Regularly review the status of industry and make appropriate recommendations with a view to improve production and efficiency.
- (d) Work towards removal of barriers to programme implementation by identifying issues requiring policy response.
- (e) Develop effective working relations with the private sector, development partners and NGOs.
- (f) Consider monitoring reports from Clusters.
- (g) Assess evaluation reports by independent Evaluation Teams.

3.2.5. Zim Asset Clusters

The Zim Asset Clusters shall:

- (a) Develop Cluster vision;

- (b) Outline Cluster Priorities, Goals and Objectives;
- (c) Develop Action Plans and strategic direction for meeting cluster goals and targets;
- (d) Develop Cluster Outcomes, Outputs and Strategies;
- (e) Develop a budgetary framework to fund the implementation of Cluster projects;
- (f) Monitor the implementation of Cluster projects using the provided RBM template, clearly outlining the performance targets and indicators and produce monthly and quarterly reports;
- (g) Provide quarterly reports to the Office of the President and Cabinet as part of the Monitoring and Evaluation Plan;

CHAPTER FOUR

4.0 Communication Structure and Policy Requirements

4.1 Communication Structure

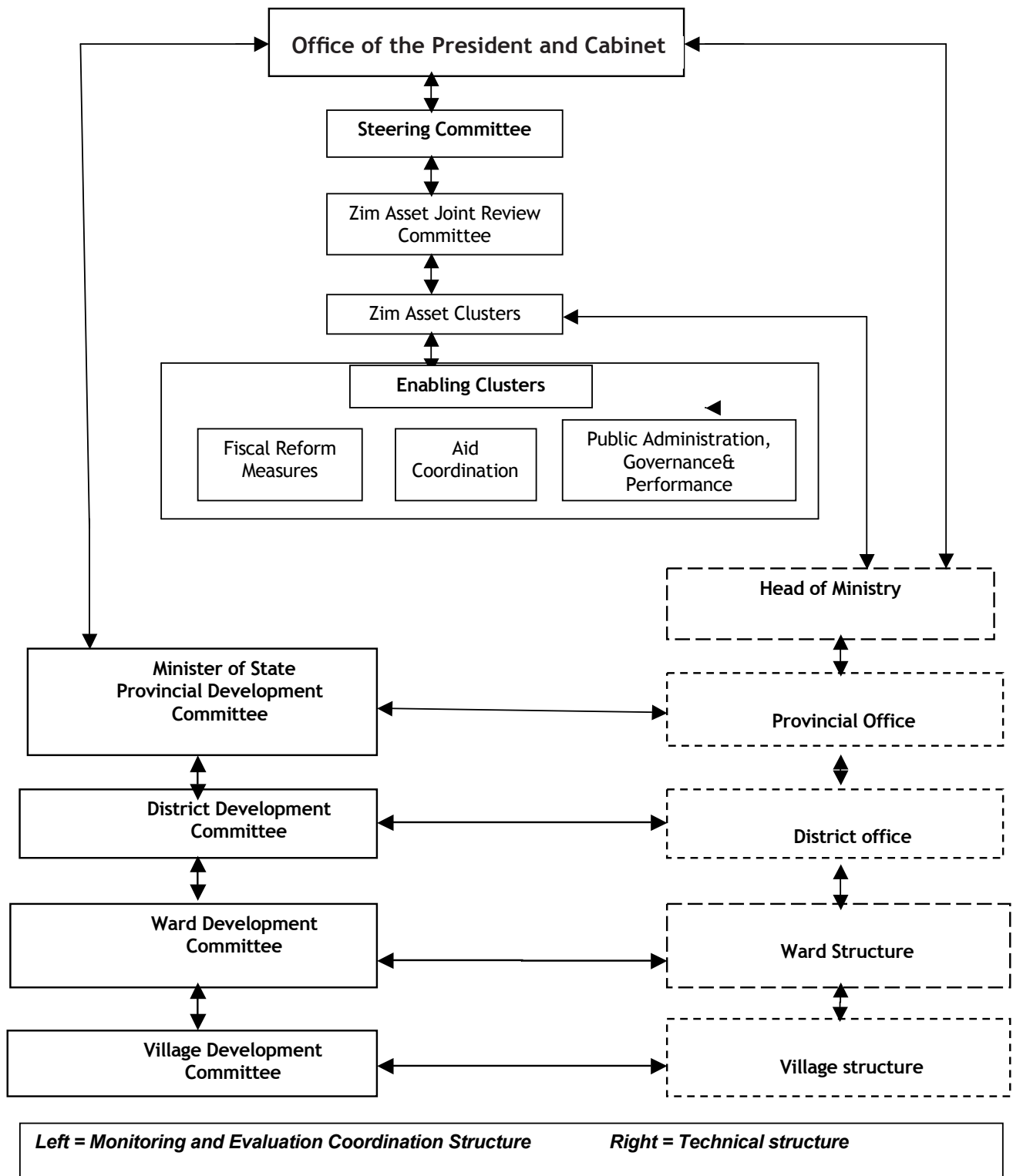
The communication structure for Monitoring and Evaluation is illustrated in Diagram 2 overleaf.

Diagram 2 entails a communication structure involving a technical and coordinative approach. The technical approach involves the use of Ministry structures from OPC to village structures and vice versa, on all developmental issues.

On Zim Asset issues the Ministries communicate with OPC through the Cluster structures. The coordinative approach uses Local Government structures in communicating with OPC.

Apart from regular mechanisms, monitoring and evaluation shall be conducted through independent agencies or experts.

Diagram 2



4.2 Dissemination of Monitoring and Evaluation Reports

4.2.1 Definition of Dissemination

Dissemination is the periodic sharing of monitoring and evaluation findings and recommendations, sufficiently packaged to meet targeted audience requirements and provide scope for feedback for informed decision making.

4.3 Responsibility for the Production and Dissemination of M & E Reports

4.3.1 Production of M & E Reports

The structures which were created by the 1984 Prime Minister's Directive shall produce the reports. These structures are:-

4.3.1.1 The Village Development Committee (VIDCO) at the village level;

4.3.1.2 Ward Development Committee (WADCO) at Ward level;

4.3.1.3 District Development Committee (DDC) at District level; and

4.3.1.4 Provincial Development Committee (PDC) at Provincial level.

In line with the new dispensation, Clusters at national level and Heads of Ministries shall also produce M & E reports. Further, financiers shall also generate Monitoring and Evaluation Reports targeted at budgets and expenditures made.

Implementing Agencies and Heads or Focal Persons of relevant communication structures must produce Monitoring and Evaluation reports monthly, quarterly or annually as guided by the Monitoring and Evaluation Reporting Template.

Consultative processes must be adhered to in the production of Monitoring and Evaluation reports.

4.3.2 Dissemination of M & E Reports

Monitoring and Evaluation Focal Persons at all levels shall disseminate the M & E reports to all key stakeholders up to national level and vice-versa, through the established communication structure.

Development Partners shall submit copies of their M&E reports to the Government.

Various platforms for dissemination shall be employed including Information Centers, properly accredited NGOs, ICT Websites, Focus Group discussions, and community social gatherings through community leaders.

M & E reports shall include information packaged in all official languages.

CHAPTER FIVE

5.0 Policy Requirements

5.1 Monitoring Policy Requirements

To adequately monitor performance and contribution to the current National Development Plan objectives, all Clusters will be required—to establish and implement the following:-

- (a) Cluster Integrated Results Based Plans and Budgets with clear results frameworks, defining inputs, outputs and expected outcomes as well as performance indicators that are SMART and APT.
- (b) Pre-appraisal of the feasibility of projects, including cost-benefit analysis, where necessary.
- (c) Regular reviews of Plans and Budgets.
- (d) A performance monitoring system will consist of the following:-
 - (i) A Monitoring Strategy, based on a matrix of performance indicators;
 - (ii) A Management Information System to facilitate the capturing, processing, analysis and use of monitoring data within each sector, including its relevant Ministries;
 - (iii) Staffing for monitoring, commensurate to the Cluster requirements. All Clusters are to establish a secretariat with a monitoring and evaluation function; and
 - (iv) A sufficient budget for monitoring at Public Sector Investment Project level as well as Ministry and Local Authority and public entities.

- (e) The Ministry of Finance and Economic Development shall ensure that adequate finances are budgeted for each Government funded institution to conduct monitoring and evaluation in line with the requirements stipulated in this Policy.

5.2 Performance Progress Reviews

All Clusters, Ministries and Local Authorities shall conduct periodic reviews of physical and financial performance.

5.3 Evaluation of Policy Requirements

Evaluation will be conducted to ensure learning from the implementation of public policy interventions.

5.3.1 Planning, Programme and Project Evaluations

All Clusters and Ministries shall prepare and implement five-year rolling Evaluation Plans for policies, programmes and projects. The plans will include:-

- (a) A description of the various categories of evaluations to be conducted (baseline, mid-term and final, impact evaluations);
- (b) An outline of methodologies to be used;
- (c) Roles and responsibilities;
- (d) A dissemination and follow up strategy;
- (e) A work plan;
- (f) A detailed budget;

- (g) Terms of reference; and
- (h) An implementation monitoring system.

5.3.2 Budgeting for Project Evaluation

Sufficient budget shall be formulated for all types of evaluation.

5.3.3 Public Policy Evaluation

The Office of the President and Cabinet shall come up with a five-year rolling matrix of policies, programmes and projects of national interest for evaluation updated annually.

5.4 Use of Monitoring and Evaluation Results

National Monitoring and Evaluation Policy requires that monitoring and evaluation results are usable to inform decision making to improve service delivery.

5.4.1 OPC shall see to the dissemination of data generated from monitoring and evaluation to inform all stakeholders on the progress of implementation of policies, programmes and projects.

5.4.2 All institutions shall be required to maintain a Monitoring and Evaluation Recommendation Implementation Tracking Plan which will keep track of review and evaluation recommendations agreed, follow-up actions, and status of the actions.

CHAPTER SIX

6.0 Monitoring and Evaluation Policy Implementation Process

6.1 Key Issues In The M&E Policy Implementation Process

All Government Plans shall clearly spell out and address key concepts in monitoring and evaluation that will provide the basis upon which the actual monitoring and evaluation will be carried out.

6.1.1 Results Based Management (RBM)

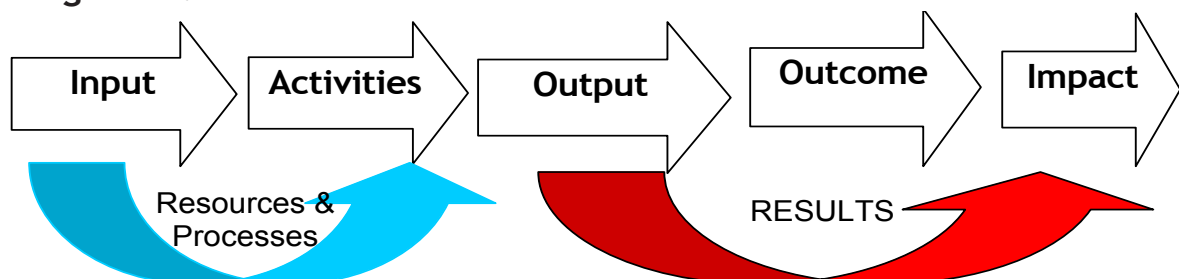
All public sector agencies or entities should embrace RBM with all its constituent components as outlined:-

- (a) Integrated Strategic Planning;
- (b) Results Based Budgeting;
- (c) Monitoring and Evaluation;
- (d) Personnel Performance System;
- (e) Management Information System; and
- (f) E-Government.

6.1.2 Results Chain

The chain consists of the hierarchy of inputs, activities, outputs, outcomes and impacts as shown in the diagram below:

Diagram 3: Results Chain



Government Plans need to provide a road map for planners, implementers and decision makers, showing what needs to be achieved, how it should be done and resources required. The Results Chain provides that framework.

6.1.3 Evidence Based Decision Making

Evidence based decision making is a process for making decisions about a policy, programme and project that is grounded in the best available research evidence and informed by experiential learning evidence from the field and relevant contextual evidence. Thus, all plans must clearly show evidence of extensive research informing the decision taken.

6.1.4 Baseline Data

This is the first data point of evaluation which clearly defines where implementation begins, improvement is measured or comparison is made. It is a measurement of the current conditions that a Government programme of action seeks to address. It is essential that plans take cognisance of the current position to inform the future.

6.1.5 Performance Indicators

Performance indicators can be quantitative or qualitative variables that provide a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance of an organisation against the stated outcome. They show the specific direction which the plan

intends to take and therefore keep implementers on track as they operationalise plans. It is imperative that all evaluations provide clear indicators to inform any progress and impacts being realised.

6.1.6 Milestones

These are scheduled events that indicate the completion of major deliverables of projects. They are measurable and observable and serve as progress markers (flags). Plans should therefore include clear milestones to enable proper assessment of the progress of projects.

6.2 Key Success Factors of Monitoring and Evaluation

The following are the conditions which are necessary to enable effective monitoring and evaluation to take place:-

- (a) Political will, key stakeholder and senior management buy in;
- (b) Availability of an RBM compliant Monitoring and Evaluation framework (matrix);
- (c) Use of Results Frameworks with extensive stakeholder consultation;
- (d) Availability of an RBM compliant Reporting Framework;
- (e) Inculcation of a culture of achieving results in the public sector;
- (f) Availability of user friendly Management Information Systems;
- (g) The creation of an enabling environment for learning and adaptability;
- (h) Clear performance standards and targets as well as credible performance reporting;

- (i) Adequate budgetary allocations for M & E activities at all levels;
- (j) Availability of reliable and credible baseline data;
- (k) Clear roles and responsibilities for implementing M & E with formal organisational and political lines of authority established;
- (l) No part of an organisation should be exempt from inclusion in the M & E system or from accountability to stakeholders;
- (m) Availability of adequate human resources with requisite skills in data collection and analysis;
- (n) Regular and consistent monitoring;
- (o) Consistent resourcing (human and financial) of the M & E function.

6.3 Tools and Methodologies for Monitoring and Evaluation

The OPC, in consultation with stakeholders, should develop monitoring and evaluation tools and methodologies that will assist Clusters, Ministries and Departments to continuously self- assess their projects and programmes as well as carry out their own evaluations.

These should include the following documents:-

- 6.3.1 Monitoring and Evaluation Framework for the Public Sector;
- 6.3.2 Training Manuals for monitoring and evaluation concepts, tools and implementation strategies; and
- 6.3.3 Monitoring and Evaluation Definitions Handbook.

6.4 Monitoring and Evaluation Policy Strategies

All Clusters, Ministries and Departments in consultation with relevant Service Commissions shall develop and submit to the OPC a Monitoring and Evaluation strategy. The strategy shall include:-

- (a) Structure of the Monitoring and Evaluation Unit clearly showing its visibility and authority within the Organisation;
- (b) Comprehensive description of the plan to be followed in monitoring and evaluation spelling out inputs, activities, outputs, outcomes and impacts;
- (c) Integration with existing Strategic Plans;
- (d) Adaptation of the particular Organisation to the National Monitoring and Evaluation framework as is provided by the OPC;
- (e) Capacity Building Plan; and
- (f) Evidence of liaison with other critical stakeholders and incorporation of their input into the Organisational plans.

All Government plans should include an implementation matrix which provides a basis for monitoring and evaluation.

Subsequently, the Clusters, Ministries and Departments are expected to implement the strategy mentioned above as well as continuously review it in line with the prevailing environment. In addition to implementation plans, reports shall be submitted periodically.

CHAPTER SEVEN

7.0 Capacity Development in Monitoring and Evaluation

7.1 Definition of Capacity Development

Capacity development in Monitoring and Evaluation is a participatory needs-based enhancement of knowledge, skills and abilities of individuals. Institutions and systems also require capacity development in Monitoring and Evaluation to meet specified objectives.

7.2 Key Players in Capacity Development

The key players in M & E include the following:

- (a) Ministers and Members of Parliament;
- (b) Permanent Secretaries;
- (c) Government planners and implementers;
- (d) State Enterprises and Parastatals;
- (e) Local Government structures;
- (f) Private Sector;
- (g) Institutions of Higher Learning;
- (h) Civil Society; and
- (i) Development Partners.

All key players shall be capacitated in order to deepen their appreciation of M & E in the implementation of Government programmes and projects.

7.3 Implementation of Capacity Development

In its leadership role, the Office of the President and Cabinet shall ensure that Ministries and Commissions place emphasis on training of staff in Monitoring and Evaluation.

CHAPTER EIGHT

8.0 Compliance with M & E Policy and Standards

All stakeholders shall comply with the National Monitoring and Evaluation Policy to ensure effective implementation of Government Policies, programmes and projects.

Compliance in this Policy is adhering to guidelines, standards, operating procedures and regulations.

All Public Sector Institutions, Civil Society and Private Organisations that are registered with Government and handle public funds will be required to comply with the provisions of this National Monitoring and Evaluation Policy. Standards set out in this Policy document that guide the monitoring and evaluation processes shall be applicable across the Government structures.

8.1 Compliance Requirements and Obligations Shall Include:-

- (a) Reporting obligations according to agreed formats;
- (b) Abiding by the principles of the National Monitoring and Evaluation Policy;
- (c) Abiding by the Monitoring and Evaluation criteria; and
- (d) Abiding by the agreed quality, quantity, time and cost standards.
(These shall be defined and agreed with stakeholders)

8.2 Non-Compliance

Non-compliance to this Policy shall be managed in accordance with the relevant legal and regulatory provisions.

8.3 Review of Policy

A process evaluation shall be carried within the first twelve months and thereafter every five years. There shall however be a continuous review process of the Policy.

ANNEX 1

ZIM ASSET IMPLEMENTATION AND COORDINATION ARCHITECTURE

