



Republic of Ghana

NATIONAL MONITORING AND EVALUATION POLICY

SEPTEMBER 2024

FOREWORD

The Government of Ghana in the 4th republic has made monitoring and evaluation (M&E) a mainstay for evidence-based decision-making in its decentralised planning system. M&E takes place at all levels, from national to the community level. Some of the challenges of M&E include inadequate data, use of different standards, inadequate capacity, loss of institutional memories and resource constraints.

It is therefore right that this National M&E Policy has been prepared to strengthen evidence-based implementation of interventions. It recognises the challenges of M&E and outlines remedies. The policy provides a clear framework for strengthening the coverage, quality and utility of the assessment of public interventions in terms of plans, policies and investments.

M&E in the country has been practiced over the years and in recent times has been technologically advanced to echo the tenets of good practices. It further provides the yardstick for tracking the progress and effectiveness of every intervention. It gives direction for identifying bottlenecks associated with the prosecution of interventions and provides feedback mechanism for good quality data dissemination and system.

The National Development Planning Commission and all stakeholders in the decentralized planning system will collaborate to enhance M&E practice in Ghana cognisant of its international commitments such as the Sustainable Development Goals (SDGs) and Agenda 2063. In these efforts, measures will be put in place to ensure comprehensive citizens' ownership and participation.

The Commission is committed to sustaining the practice of M&E in Ghana. It is hoped that the Policy will ensure that there is promotion of good practices, scaling up of good interventions, evidence of equitable resource allocation and social investment across the country on the solid basis of M&E.



Professor George Gyan-Baffour
Chairman
National Development Planning Commission

ACKNOWLEDGEMENTS

The National Development Planning Commission (NDPC) is commended for collaborating with the former Ministries of Monitoring and Evaluation (MoME); the Ministry of Planning (MoP); the Ghana Monitoring and Evaluation Forum (GMEF), the Consultancy Services Division of the Ghana Institute of Management and Public Administration (GIMPA); and Twende Mbele to lead the process to develop and implement the National Monitoring & Evaluation Policy (NMEP). This deliverable of the Commission is a key deliverable in fulfillment of a constitutional mandate. The Commission's Special gratitude goes to all institutions for their effortless advisory services and support rendered during the entire process towards the formulation of this policy document. The Commission duly recognises all stakeholders who helped bring this document to its finality, especially public sector institutions, academia, civil society organizations, the private sector, development partners and professional bodies.

Special thanks goes to the following personalities and individuals. They are: Professor George Gyan-Baffour, Chairman of the Commission and Dr. Kodjo Esseim Mensah-Abrampa (deceased), Director-General, NDPC for their oversight, leadership, and direction. Again, the trajectory for drafting this policy would be insignificant without acknowledging the technical disposition of and the unalloyed services rendered by Dr. Opere-Djan Nana, Director, Monitoring and Evaluation (M&E) Division and the tacit influence of Mrs. Alice Gyening-Amekudzi, Director, Development Policy and Planning Division (DPP), NDPC for the initiative to draft the policy.

The fond memories of Hon. Dr Anthony Akoto Osei (deceased), former Minister for MoME will forever be remembered for his terse contributions towards the development of the policy especially taking up the leadership mantle to provide the political direction required to shape the first draft NMEP. Further appreciation goes to the following staff of former MoME, for their various roles they played towards the development of the policy. They are Mr. Kwabena Agyei Boakye - former Chief Director; Mr. Ebenezer Dwira, Officer responsible for M&E; and the management staff. Special thanks goes to Mrs. Dede Bedu-Addo, the National Coordinator of GMEF whose foresight and instrumentality saw the birth of this policy. Finally the Commission shall forever be grateful to Prof. Charles Amoatey and Mr. Richard Otoo of GIMPA whose energetic roles as the lead consultants led immensely to shaping the final document.

Finally, the Commission is grateful to the President of the Republic, H.E Nana Addo Dankwa Akufo-Addo for the elevation of M&E practice in Ghana to an appreciable pedestal worth emulating by other countries.

TABLE OF CONTENTS

FOREWORD	2
ACKNOWLEDGEMENTS	3
LIST OF TABLES AND FIGURES	6
LIST OF ABBREVIATIONS	7
EXECUTIVE SUMMARY	10
GLOSSARY	11
CHAPTER ONE: INTRODUCTION	13
1.1 Background	13
1.2 Policy Scope	14
1.3 Process of Preparing the Policy	14
1.4 Policy Statement	15
1.5 Content and Structure	16
CHAPTER TWO: POLICY CONTEXT	17
2.1 International Context	17
2.2 Local Context	17
2.2.1 Policy, Planning and M&E	17
2.2.2 Legal Framework for M&E	17
2.2.3 Structure of National M&E system	18
CHAPTER THREE: POLICY FRAMEWORK	22
3.1 Vision	22
3.2 Goal	22
3.3 Policy Objectives	22
3.4 Core Values and Guiding Principles	22
CHAPTER FOUR: STRATEGIES TO ACHIEVE THE KEY OBJECTIVES	24
4.1 Introduction	24
4.2 Strategies for Addressing key objectives	24
CHAPTER FIVE: IMPLEMENTATION FRAMEWORK/PLAN	26
5.1 Institutional Arrangements for Implementation	26
5.1.1 Roles and Responsibilities for the M&E Policy	27
5.2 Resource Mobilisation	29

5.3 Implementation Plan	30
CHAPTER SIX - MONITORING AND EVALUATION ARRANGEMENTS	33
6.1 Introduction	33
6.2 Monitoring and Evaluation	33
6.3 Reporting	33
6.4 Data Management and IT	33
6.5 Knowledge Management and Learning	34
6.6 Compliance with M&E Norms, Standards and Competences	34
6.7 Review of Policy	34
CHAPTER SEVEN - COMMUNICATIONS STRATEGY	35
7.1 Introduction	35
7.2 Communication Strategy	35
REFERENCES	36
ANNEX 1: ANALYSIS OF COUNTRIES M&E POLICIES	37

LIST OF TABLES AND FIGURES

List of Tables

Table 1: Implementation Plan for M&E Policy	30
---	----

List of Figures

Figure 1: Process of developing the National M&E Policy	15
---	----

Figure 2: M&E Institutional arrangement	26
---	----

LIST OF ABBREVIATIONS

APR	Annual Progress Report
CISPIP	Civil Service Performance Improvement Programme
CLA	Collaborating Learning and Adapting
CMA	Central Management Agencies
CSO	Civil Society Organization
CSPGs	Cross-Sectoral Planning Groups
DERs	District Evaluation Reports
DPAT	District Assemblies Performance Assessment Tool
DPCU	District Planning Coordinating Unit
DPs	Development Partners
ECOWAS	Economic Community of West Africa States
EI	Executive Instrument
EIDM	Evidence-Informed Decision-Making
FSDM	Frontline Service Delivery Monitoring
GAS	Ghana Audit Service
GIMPA	Ghana Institute of Management and Public Administration
GMEF	Ghana Monitoring and Evaluation Forum
GPRS	Ghana Poverty Reduction Strategy
GSS	Ghana Statistical Service
IAA	Internal Audit Agency
KM	Knowledge Management
LKM	Learning and Knowledge Management
M&E	Monitoring and Evaluation
MDAs	Ministries Department and Agencies
MEL	Monitoring, Evaluation and Learning
MMDAs	Metropolitan Municipal and District Assemblies
MoF	Ministry of Finance

MoI	Ministry of Information
MPs	Members of Parliament
MTDP	Medium-Term Development Plans
MTNDF	Medium-Term National Development Framework
NaMEIS	National Monitoring and Evaluation Information System
NDPC	National Development Planning Commission
NDPF	National Development Planning Framework
NERs	National Evaluation Reports
NGOs	Non-Governmental Organization
NIMC	National Integrated Monitoring Committee
NIMP	National Integrated Monitoring Plan
NIMRC	National Integrated Monitoring Reporting Cycle
NIMS	National Integrated Monitoring System
NIRP	National Institutional Renewal Programme
NITA	National Information Technology Agency
NMEP	National Monitoring and Evaluation Policy
NMES	National Monitoring and Evaluation System
OHCS	Office of the Head of Civil Service
PARDIC	Public Administration Restructuring and Development Implementation Committee
PFM	Public Financial Management
PPME	Policy Planning Monitoring and Evaluation
PSC	Public Services Commission
RAPERs	Regional Annual Progress and Evaluation Reports
RBMS	Results-Based Management System
RCC	Regional Coordinating Council
RERs	Regional Evaluation Reports
RFG	Responsive Factor Grant

RPCU	Regional Planning Coordinating Council
RSIM	Research, Statistics and Information Management
SDGs	Sustainable Development Goals
SOE	State-Owned Enterprises
UNICEF	United Nations Children's Fund

EXECUTIVE SUMMARY

Introduction

Monitoring and Evaluation has long been practiced in the governance of Ghana. Over the past 3 decades, the country has put in place legislations, systems, processes and programmes aimed at laying a solid foundation for effective implementation of the national M&E systems. There have also been developed an institutional arrangement for the practice of M&E which cuts across all levels.

The National M&E Policy provides the overall guidance for the functioning of Monitoring and Evaluation (M&E) in the country and serves as an articulation of governments commitment to enhance accountability for development outcomes.

Vision, Goal and Objectives of the Policy

The Vision of the Policy is to enhance efficiency and value for money in development outcomes through the effective utilisation of M&E results. The Goal is to institutionalise monitoring and evaluation practice across public sector institutions and encourage the application of M&E principles, tools and standards to underpin programme management and policy formulation.

To achieve this, six broad objectives have been outlined in the Policy, namely;

- Strengthen the data management system to support monitoring and evaluation
- Enhance the demand and use of M&E information for evidence-based decision making
- Strengthen capacity to effectively monitor and evaluate policies, programmes and projects at all levels
- Mainstream knowledge management and learning at all levels
- Improve resource mobilisation for M&E, data production and management
- Ensure effective coordination of M&E systems

Financing, Monitoring and Evaluation Arrangements

The Policy articulates for need for adequate provision for resourcing the undertaking of M&E activities. It proposes for the creation of a budget line for M&E. The Policy also recognises the need for monitoring and evaluation. It highlights the frequency of reporting, the importance of data management and knowledge management and learning. The Policy makes provision for its review every five (5) years or as the need may arise.

GLOSSARY

Monitoring and Evaluation (M&E) System: Is the continuous monitoring and periodic assessment of the implementation of a policy through its programmes, projects and processes that transform inputs into outputs and outcomes.

Monitoring: The regular collection and analysis of information to assist timely decision making, ensure accountability and provide the basis for evaluation and learning. It is a continuing function that uses methodical collection of data to provide management and the main stakeholders of a project or programme with early indications of progress and achievement of objectives, or shortcomings.

Monitoring systems: Are institutional mechanisms and arrangements that facilitate continuous collection of data to determine how well policies and programmes are functioning using specific indicators. The information derived from the process provides feedback to influence decision-making, learning and adaptation. Monitoring systems include plans, processes, resources and databases and/or dashboards.

Evaluation: Is the systematic (and as objective as possible) examination of a planned, on-going or completed project. The important outcome of evaluations is a set of recommendations that address issues relating to the design or plan (e.g., objectives), and implementation (including allocation of human and financial resource), and lessons learned to guide future policymaking, planning, budgeting and implementation.

Evaluation System: Refers to all the tools, resources and processes used to assess whether a policy or an intervention has been implemented according to plan, whether desired results are being achieved and the corresponding feedback mechanism, how it can be strengthened, and the required institutional framework to make this happen.

Participatory Monitoring and Evaluation: Is a process in which primary stakeholders actively participate in tracking progress towards the achievement of self-selected or jointly agreed results and the drawing of actionable conclusions.

Ex-ante evaluation: Is an evaluation that is conducted prior to the implementation of an intervention. It identifies the problem and assesses how robust intervention design is to address the problem. Also measures feasibility of carrying out an evaluation. E.g. environmental impact assessment (EIA), feasibility studies.

Mid-term evaluation: Is an evaluation performed towards the middle of the period of implementation of the project. Its principal goal is to draw conclusions for reorienting the project strategy.

Terminal evaluation: Is carried out to assess the achievements recorded through the implementation of programmes and projects. The results from final evaluations are very useful in the formulation of policy.

Ex-post evaluation: Is conducted sometime after the implementation of any development intervention to assess the impact. Evaluations in this category include impact studies and beneficiary assessments.

Indicators: A quantitative or qualitative factor or variable that provides a simple and reliable basis for assessing achievement, change or performance.

Baseline: Refers to the situation before or at the beginning of a development intervention.

Target: Is the quantifiable level of performance to be achieved by a given time.

Result: A describable or measurable change in state that is derived from a cause-and-effect relationship.

Inputs: The financial, human, and material resources used for the development intervention.

Activities: The collection of tasks to be carried out in order to achieve the Outputs

Outputs: The tangible products, goods, and services that stems from the implementation of a policy, program, project or an initiative.

Outcomes: The expected changes or immediate effects on the intended beneficiaries occurring as a result of policy, programme or project implementation.

Impacts: The long-term changes arising from the implementation of programmes /projects interventions.

Stakeholders: Refers to a person, group or institution that has interests or can be affected (positively or negatively) by a development policy or intervention (programme or project) and must therefore be taken into account before, during and after its implementation.

Non-state actors: These are organizations and individuals that are not affiliated with, directed by, or funded through the government. These include corporations, private financial institutions, NGOs, Academia, among others.

M&E Capacity: Is the ability of individuals and organisations to perform their M&E functions efficiently and effectively in a sustainable manner.

M&E Conditions: Refer to the material resources and incentives required to create an enabling environment for effective M&E.

M&E Budget: Refers to the cost estimates for creating the necessary conditions and implementing the activities required for a functional M&E system.

M&E Report: Is a compilation of data and information from M&E processes.

Validation: The process of cross-checking to ensure that the data obtained from one monitoring method are confirmed by the data obtained from a different method.

CHAPTER ONE: INTRODUCTION

1.1 Background

Monitoring and Evaluation has long been practiced in the governance of Ghana. Over the past 3 decades, the country has put in place systems, processes and programs aimed at laying a solid foundation for effective implementation of the national M&E systems and to develop the requisite human capacity. Some of the key reforms and initiatives implemented in Ghana include; the Public Administration, Restructuring and Development Implementation Committee (PARDIC) established in the early 1980s, Civil Service Performance Improvement Program (CISPIP) and the National Institutional Renewal Program (NIRP) of the 1990s. The introduction of a formal monitoring and evaluation framework to track the Ghana Poverty Reduction Strategy 1 (GPRS 1) of 2003 by the NDPC and a development of the first National Manual for M&E practice in 2014, have further contributed to the practice. Also, the creation of delivery units at the office of the President further institutionalised the practice of M&E. In 2017, institutionalisation of M&E was further deepened by the creation of the Ministry of Monitoring and Evaluation. In 2021, the M&E Ministry was dissolved, however there still exists an M&E secretariat under the Office of the President. In 2022, the District Development Data Platform (DDDP) was rolled-out to monitor development outcomes at the local level. The Ghana Institute of Management and Public Administration has introduced a Master's program in M&E aimed at enhancing the supply of high-level M&E practitioners in the public service to strengthen M&E to improve government performance and accountability. Development Partners, NGOs and other Civil Society Organisations (CSOs) also undertake M&E for programmes they implement in Ghana. The drive to deepen the use of M&E as a tool for improving governance and development through evidence-based decision making in Ghana has necessitated the development of this policy.

The National M&E Policy provides the overall guidance for the functioning of Monitoring and Evaluation (M&E) in the country and serves as an articulation of governments commitment to enhance accountability for development outcomes under the implementation of the government of Ghana's vision as articulated in the Vision 2025⁷ Long-Term National Development Perspective Framework, the

Coordinated Programme of Economic and Social Development Policies (CPESDP) and Medium-Term National Development Frameworks. It outlines the key components, principles, roles and responsibilities at all levels. It recognises non-state actors as constituting an integral part of the national M&E system. It provides the conceptual framework and key steps for promoting evidence-based decision-making, enhancing accountability and delivering results that are measurable and transformational.

1.2 Policy Scope

This policy applies to all public sector institutions and all other institutions or partners (including non-state actors) involved in the implementation of interventions.

1.3 Process of Preparing the Policy

The preparation of the policy was done in a consultative and inclusive manner involving many stakeholders. The preparation began with the development of the concept in 2016 after the 2015 Global Year of Evaluation held in Ghana. There was a desk review of experiences in the development of national monitoring and evaluation policies in selected countries across the world (Annex 1), among others. A national policy dialogue was held to share the output of the desk review, brainstorm key components of the policy and develop a road map. The dialogue was attended by a broad spectrum of professionals from national and international NGOs, Development Partners (DPs), Ghana Monitoring and Evaluation Forum (GMEF) members, the private sector and resource personnel drawn from the CSOs and the media. The GMEF in collaboration with the National Development Planning Commission (NDPC), Ghana Institute of Management and Public Administration (GIMPA) and Twende Mbele, South Africa led the process of reviewing the roadmap and formed the technical committee to develop the Policy. The process was rejuvenated in 2018 after a brief halt with the organisation of a two-day workshop to assess the initial desk review and design the structure for the policy. A Steering and Review Committees for the policy was inaugurated. Further, a three-day workshop was held to develop the draft Policy. A two-day review workshop was organised to incorporate feedbacks from the Review Committee Members after which stakeholder forums and validation workshops were conducted in three Zones – Accra, Kumasi and Tamale to solicit citizens' views into the policy. The document received Cabinet approval and was submitted to NDPC for adoption and implementation launched in 2024. Figure 1 provides an illustration of the process for development of the Policy.

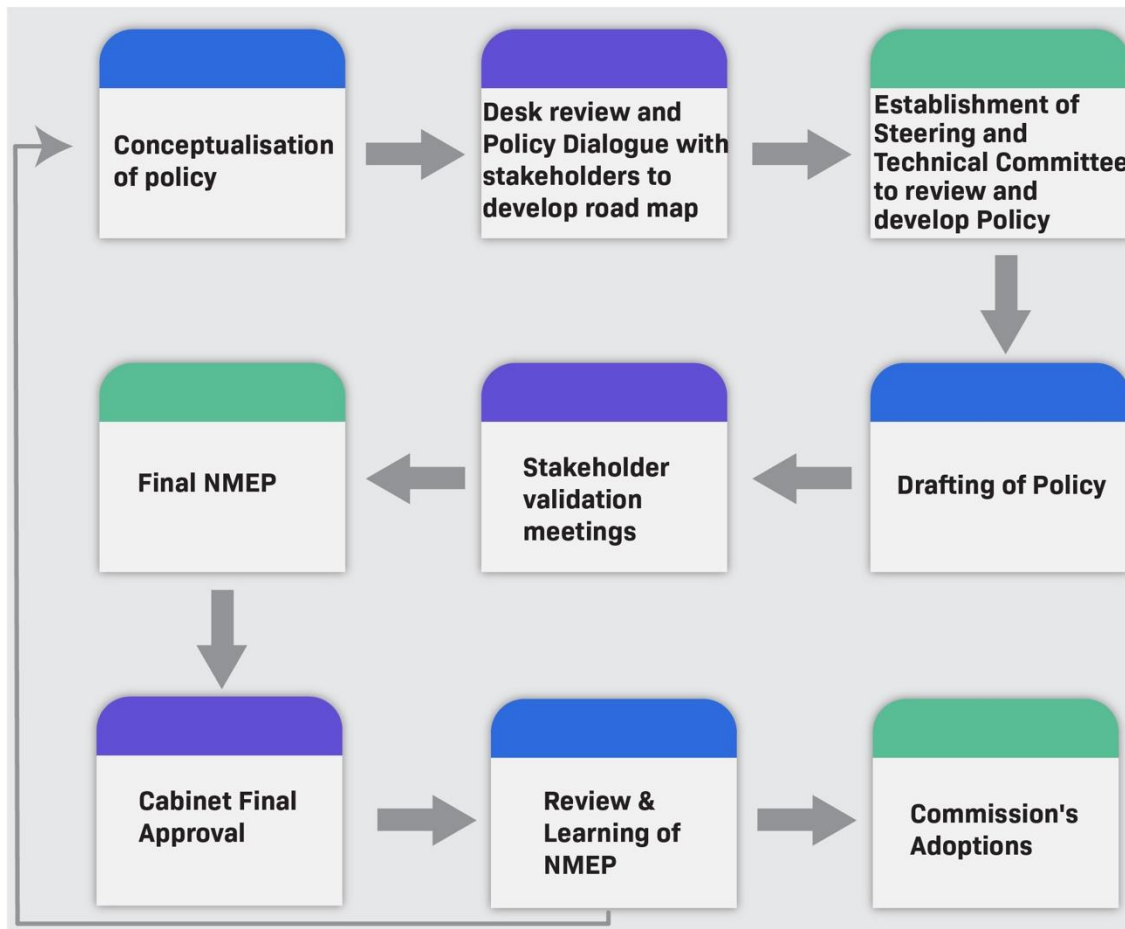


Figure 1: Process of developing the National M&E Policy

1.4 Policy Statement

The Policy is guided by the following key statements:

Statement 1: The policy shall be used to ensure transparency, accountability and effectiveness of policies, programmes, projects, and activities across the entire public sector

Statement 2: The policy shall require effective management and strengthening of the M&E function at all organisational levels.

Statement 3: Government shall commit to allocating necessary human, logistics and financial resources required for the proper functioning of M&E activities at all levels

Statement 4: All development programmes shall be guided by M&E principles and adhere to it as established in this policy.

Statement 5: All non-state actors shall align their M&E to the principles, standards and reporting framework outlined in the policy.

1.5 Content and Structure

The policy document is structured into seven chapters. Chapter One provides a brief background and scope of the policy as well as the processes utilised in developing the policy. The context of policy including the legal basis, overarching national, regional and global frameworks are presented in Chapter Two. Chapter Three highlights the goals and objectives and the core values and guiding principles. The strategies for achieving the goals and objectives are highlighted in Chapter Four. Chapter Five provides the implementation framework for the policy while the monitoring and evaluation arrangements for the policy are provided in Chapter Six. Chapter Seven presents the communication strategy for the Policy. national, regional and global frameworks

CHAPTER TWO: POLICY CONTEXT

2.1 International Context

Ghana has signed on many international agreements and is required to report on progress of implementation. At the United Nations Sustainable Development Summit on September 2015, Ghana joined 192 other countries to ratify the sustainable development goals (SDGs) and report on achievement. The SDGs reaffirm Ghana's commitment to end poverty and to build a more sustainable, safer and more prosperous planet for its citizenry. The SDGs have sets of universal indicators and targets which must be routinely reported on. On March 2005, ministers of developed and developing countries and heads of multilateral and bilateral development institutions ratified the Paris Declaration to promote aid effectiveness. All countries including Ghana who signed this declaration are required to routinely report on the use of donor funds. Ghana is a signatory to Agenda 2063 – a strategic framework for the socio-economic transformation of the African continent. Again, the country has also signed on to the ECOWAS Protocols on Regional Reintegration which requires reporting on how member states are working towards meeting the targets. Ghana is also a member of the African Peer Review Mechanism, a specialized tool for promoting good governance in Africa.

2.2 Local Context

2.2.1 Policy, Planning and M&E

According to the 1992 Constitution (Article 36 {5}), a President of the Republic of Ghana is required to submit a Coordinated Programmes of Economic and Social Development Policies (CPESDP) to Parliament within two years in office. The NDPC develops the vision of the government for the country and carves out the Medium-Term National Development Framework (MTNDPF) to suit the needs of the MDAs and MMDAs. Guidelines and templates are issued by NDPC for the MDAs, RCCs and MMDAs to develop their M&E frameworks as part of their Medium-Term Development Plans (MTDPs). The MDAs, RCCs and MMDAs implement the plans, undertake M&E activities and submit quarterly and annual reports (including evaluations undertaken) to NDPC for collation and production of the Annual Progress Reports to assess the implementation of government interventions as espoused in the MTNDPF. The NDPC also works in collaboration with the Ghana Statistical Service (GSS) for data on some key indicators.

2.2.2 Legal Framework for M&E

The 1992 Constitution mandates the National Development Planning Commission to advise the President on development planning, policies and strategies. Article 87(1) lists NDPC's functions to include monitoring, evaluating and coordinating

development policies, programmes and projects. The National Development Planning Commission Act, 1994, (Act 479) established the Commission and the National Development Planning (System) Act, 1994 (Act 480) specifies the planning, coordination, monitoring and evaluation functions of the Commission. Section 12(1)(b) of the Civil Service Act, 1993 (Act 327) requires all MDAs to establish a Policy Planning Monitoring and Evaluation Directorates to coordinate and monitor programmes of the government at the sector level. The National Development Planning Systems Act of 1994, Act 480 requires all ministries to monitor and evaluate the implementation of sector Medium-Term Development Plans and submit quarterly and annual reports to the NDPC as prescribed. The Local Governance Act, 2016 (Act 936) established the Regional and District Planning Coordination Units with M&E functions. The Act 480 also requires districts to monitor and evaluate the implementation of the Medium-Term Development Plans and report to NDPC on quarterly and annual basis.

The Public Financial Management (PFM) Act, 2016 (Act 921), PFM Regulations, 2019 (LI 2378) and the National Development Planning (System) Regulations, 2016 (LI 2232) provide guidelines for developing monitoring and evaluation plans, implementation and reporting.

The Ghana Statistical Service Act, 2019 (Act 1003) provides for the production of quality, relevant, accurate and timely statistical information for the purpose of national development.

2.2.3 Structure of National M&E system

Ghana's Monitoring and Evaluation (M&E) system is organised into a three-tier structure that involves key stakeholders operating at different administrative levels: national, regional, and district. This structured approach aims to enhance the effective monitoring and evaluation of policies, programmes, and projects, supporting evidence-based decision-making and attaining developmental objectives.

At the national level: The M&E system revolves around key institutions, including the Office of the President, Cabinet Secretariat, and Parliament. These entities are the foundation for policy formulation, decision-making, and legislative functions. The Office of the President, as the highest executive office, plays a central role in both demanding and utilising M&E results to ensure government actions' accountability and transparency. The Cabinet Secretariat contributes to coordinating inter-ministerial M&E efforts, while Parliament exercises its

oversight role by deliberating on M&E outcomes, ensuring efficient resource allocation, and promoting governance transparency.

The National Development Planning Commission (NDPC) coordinates M&E activities across all administrative levels. The NDPC ensures national and subnational policy formulation and decision-making are grounded in evidence and data-driven insights. It plays a vital role in demanding standardised progress reports from various government bodies, fostering effective M&E capacity building, and offering guidance through developing M&E guidelines and manuals. Additionally, the NDPC is responsible for formulating the National M&E Guidelines, making it a fulcrum for systematically organising M&E endeavours nationwide.

The current national M&E system relies on core national indicators that serve as the foundation for reporting on the implementation of the national development policy framework. An essential output of this national M&E system is the Annual Progress Report (APR), submitted to Parliament to evaluate Ministries, Departments, and Agencies' (MDAs) performance. The NDPC is tasked with establishing the national monitoring and evaluation framework. The Commission develops result frameworks aligned with the National Medium-Term Development Plan and monitors project and programme performance.

All MDAs must prepare quarterly and annual progress reports, with copies submitted to the NDPC, by their Sector Medium-Term Development Plans, as stipulated in the National Development Planning (Systems) Act, 1994 (Act 480). These reports are primarily used internally to inform management about progress towards agreed-upon objectives within each sector. The information is employed within the sector to shape policy decisions and overcome implementation challenges. However, there is a need to enhance the use of these reports for decision-making purposes.

The Ministry of Finance (MoF) adopts the programme-based budgeting system to formulate the national budget, aligning it with the National Medium-Term Plan and Expenditure. MoF meticulously tracks expenditure and performance on both quarterly and annual scales in adherence to the provisions of the Public Financial Management Act, 2016 (Act 921).

At the Regional Level: Ghana's regional M&E system comprises the Regional Coordinating Council (RCC) and the Regional Economic Planning Office, both functioning within the country's various regions. These entities are primarily responsible for coordinating and overseeing the implementation of national

policies at the regional level. The RCC serves as a vital link connecting national policies with local realities, ensuring that regional development efforts are in sync with national objectives. Concurrently, the Regional Economic Planning Office plays a pivotal role by furnishing crucial data and insights, facilitating informed decision-making at the regional level, and harmonising initiatives across the regional districts.

The Regional Planning Coordinating Units (RPCUs) are key in guiding the districts in crafting and executing their M&E plans. They play a crucial role in demanding and consolidating data at the district level, which is subsequently transmitted to the National Development Planning Commission (NDPC) and other relevant stakeholders. Periodic visits by RPCU representatives to key project sites allow them to report on district development progress. Additionally, RPCUs verify the indicators provided by the districts and facilitate the dissemination of M&E reports to all districts and relevant stakeholders, promoting transparency and accountability in the regional development process.

At the District Level: The district-level M&E system in Ghana is driven by key actors, namely the District Assembly and the District Planning and Coordinating Unit (DPCU). These entities play pivotal roles in local governance, primarily focusing on implementing development plans tailored to the specific needs of their respective districts. The District Assembly, functioning as the local governing body, holds a central role in the execution of development initiatives, ensuring efficient allocation and utilisation of resources. The DPCU complements this process by coordinating and aligning district-level activities with broader national and regional development objectives.

The Metropolitan, Municipal, and District Assemblies (MMDAs) shoulder the responsibility of monitoring and evaluating expenditure and programme performance and carrying out quarterly and annual reporting. They are mandated to submit these reports to the NDPC through the Regional Planning Coordinating Units (RPCUs) in accordance with the National Development Planning (Systems) Act, 1994 (Act 480). These reports serve as essential inputs for preparing the National Annual Progress Reports. However, limited evidence indicates that the monitoring information is effectively utilised to enhance programme performance and service delivery. An additional monitoring tool, the District Assembly Performance Assessment Tool (DPAT), has been introduced. DPAT serves as a diagnostic instrument for assessing the performance of MMDAs and plays a role in determining the allocation of the Responsive Factor Grant (RFG).

At the district level, the Ministry of Local Government and Rural Development has introduced community participatory planning and monitoring tools to promote citizen participation in monitoring government policies and programmes. MMDAs are also required to conduct evaluations, although this practice remains limited in scope. Enhancing the utilisation of monitoring information and expanding the scope of evaluations can contribute to improved programme performance and service delivery at the district level.

Summary of key challenges with current monitoring and evaluation system

In spite of the institutional arrangement Ghana has in place, there is no clear standardized regulation that gives direction and harmony on how Government-Wide Monitoring and Evaluation activities are to be conducted. This has resulted in fragmentation of M&E systems with many inadequate reports which only comply with requirements but are rarely used for decision-making and improvement of government policy implementations. Also, there is weak link between policy formulation, planning, M&E and budgeting.

Further, though there has been growing recognition for the value of evaluation in Ghana, most evaluations conducted are donor-driven and the culture of using evaluations to assess the relevance, effectiveness, efficiency, impact and sustainability of government programmes and projects is non-existing.

There is limited capacity for monitoring and evaluation practice in Ghana. In most cases, the MDAs and MMDAs receive far less than budgeted for M&E activities and in the event of financial constraints, M&E is the first item to be scrapped. Ghana's M&E system is not backed by a strong Information system for data management. M&E works best with an efficient data science (data collection, data quality assessment, storage, retrieval and analysis).

CHAPTER THREE: POLICY FRAMEWORK

3.1 Vision

The vision is to enhance efficiency and value for money in development outcomes through the effective utilisation of M&E results.

3.2 Goal

The overall goal of this policy is to institutionalise monitoring and evaluation practice across public sector institutions and encourage the application of M&E principles, tools and standards to underpin programme management and policy formulation.

3.3 Policy Objectives

The strategic objectives of the policy are to:

1. Strengthen the data management system to support monitoring and evaluation
2. Enhance the demand and use of M&E information for evidence-based decision making
3. Strengthen capacity to effectively monitor and evaluate policies, programmes and projects at all levels
4. Mainstream knowledge management and learning at all levels
5. Improve resource mobilisation for M&E, data production and management
6. Ensure effective coordination of M&E systems

3.4 Core Values and Guiding Principles

The following core values and principles shall underpin the practice and development of M&E as required by this policy:

Transparency: Openness in the generation and use of evidence in monitoring and evaluation.

Accountability: Utilisation of M&E results to demonstrate outcomes vis a vis plans and resources.

Credibility: Consistency in the application of M&E tools and adherence to international best practice.

Objectivity: Persons undertaking monitoring and evaluation must have the requisite core competences and must exercise their function without any personal opinions or biases.

Ethics: Those entrusted with carrying out M&E duties must adhere to agreed M&E standards.

Utility: M&E information must be used to promote learning, programme management and policy formulation.

Participatory: All M&E processes must be collaborative and consultative

Mainstreaming: M&E should be integrated in all development policies, programmes and projects across the country.

Timeliness: Reports and information from M&E shall be made available in real-time and as when needed for use by stakeholders.

Equity and inclusiveness: ensure processes, procedures and outcomes promote justness and impartiality to all groups of people.

Professionalism: The practice of M&E shall uphold high standards of job performance and balance diverse public interests.

Value for money: Economy, efficiency and effectiveness shall drive the performance of M&E function throughout an intervention's life cycle.

Learning: M&E shall be used for continuous improvement and more effective and efficient ways of achieving development results.

CHAPTER FOUR: STRATEGIES TO ACHIEVE THE KEY OBJECTIVES

4.1 Introduction

The chapter highlights the key strategies for achieving the identified objectives.

4.2 Strategies for Addressing key objectives

Objective 1: Strengthen the data management system to support monitoring and evaluation

Strategies:

1. Harness ICT, AI and emerging technology for effective M&E
2. Enhance statistical data collection and utilisation
3. Enhance infrastructure for quality statistical data management

Objective 2: Enhance the demand and use of M&E information for evidence-based decision making

Strategies:

1. Promote a culture and practice of M&E
2. Promote dissemination, communication of M&E findings
3. Strengthen accountability and feedback mechanisms
4. Develop data/report quality assurance framework
5. Ensure timely and accurate reporting of progress and results at all levels
6. Promote the conduct of evaluations at all levels

Objective 3: Strengthen capacity to effectively monitor and evaluate policies, programmes and projects at all levels

Strategies:

1. Design and implement special programmes to build M&E capacity
2. Enhance investment in human capacity development and infrastructure
3. Enhance in-service training at all levels
4. Enhance capacity for statistical information management systems and research
5. Develop evaluation capabilities at all levels

Objective 4: Mainstream knowledge management and learning at all levels

Strategies:

1. Promote learning from best practice
2. Develop policies, manuals and procedures to guide knowledge management and learning

3. Strengthen knowledge management and learning for effective development processes
4. Develop online repository of M&E reports and practices

Objective 5: Improve resource mobilisation for M&E and data production and management

Strategies:

1. Enhance resource mobilisation capacity for M&E
2. Establish a dedicated budget line for M&E
3. Enhance revenue mobilisation capacity of MMDAs

Objective 6: Ensure effective coordination of M&E systems

Strategies:

1. Harmonize M&E systems at all levels
2. Enhance coordination of M&E processes and standardization of M&E practice

CHAPTER FIVE: IMPLEMENTATION FRAMEWORK/PLAN

5.1 Institutional Arrangements for Implementation

This policy mandates institutions working on government interventions to prepare M&E plans. The policy outlines the implementation framework for institutionalisation of M&E culture and practice in Ghana. It defines the roles and responsibilities of key actors for the effective implementation of the policy. Political and institutional leadership would be expected to support M&E processes by championing the establishment and operationalisation of the national M&E system.

Figure 2: M&E Institutional arrangement

Figure 2 provides the institutional arrangement for the operationalisation of the national M&E policy.

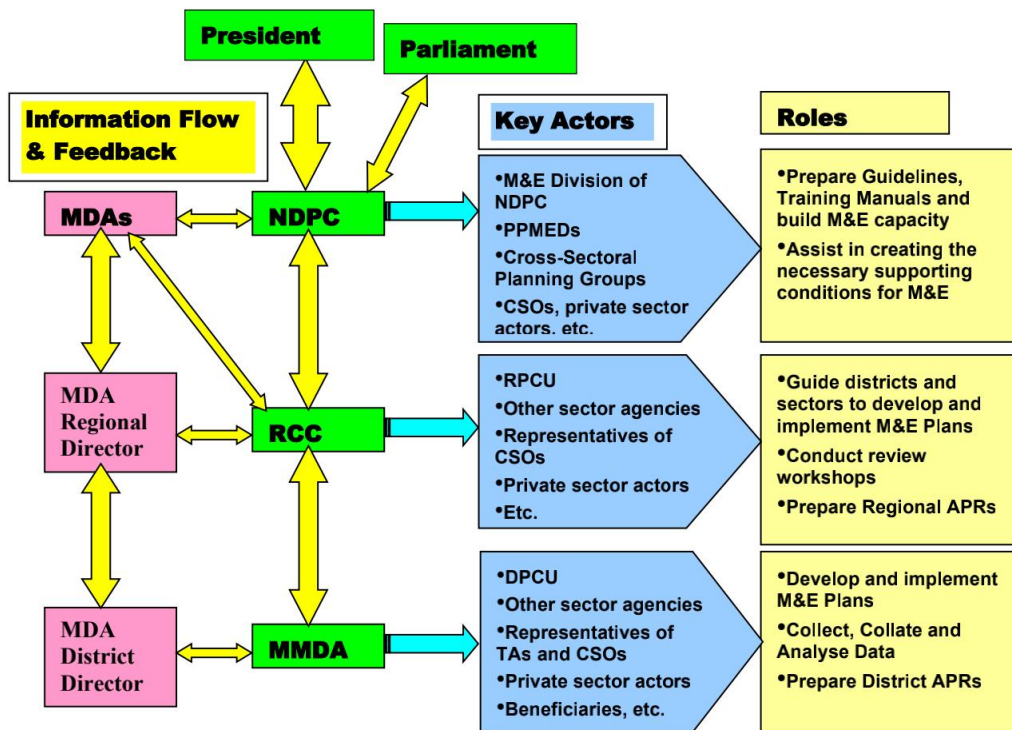


Figure 2: M&E Institutional arrangement

5.1.1 Roles and Responsibilities for the M&E Policy

The effective implementation of the policy would be hinged on the various stakeholders within the national M&E system efficiently undertaking their assigned roles and responsibilities.

National Level:

Office of the President (OoP): The Office through the Cabinet shall ensure the creation of the enabling environment for M&E. It shall demand monitoring and evaluation reports of key national programmes and policies and use findings to inform decision making.

Parliament: Parliament shall demand and use monitoring and evaluation reports in the performance of their oversight function. In addition, it shall ensure the allocation of required resources for effective M&E at all levels.

National Development Planning Commission (NDPC): NDPC shall coordinate the implementation of the policy. It shall ensure the adherence to standards and principles outlined in the policy. Further, it would ensure the development of national M&E plans, their implementation and use of results to inform government policies, programmes and projects. It shall also ensure the creation of the necessary capacities at all levels.

Council of State: The Council of State shall ensure that they utilise M&E results in the provision of advice to the President.

Ministry of Finance: The Ministry of Finance shall use evidence from M&E to support the budget process. It shall also ensure the creation of the necessary environment for the effective budgeting for M&E activities.

Office of the Head of Civil Service (OHCS): The OHCS shall ensure that M&E and RSIM positions are created at all levels and filled with qualified personnel. The OHCS shall also coordinate performance reporting of the Civil Service and submit to Cabinet.

Office of the Head of Local Government Service (OHLGS): The OHLGS shall ensure that there is requisite capacity at the local level for the conduct of M&E. Further, it shall institute performance monitoring systems and ensure the conduct evaluations at the local level.

Ghana Statistical Service: The Ghana Statistical Service shall ensure that adequate and quality data are available to support the M&E processes. It shall provide a framework/system for ensuring that there is quality data production at all levels especially at the local level where data is generated.

Ministry of Local Government, Decentralisation and Rural Development (MLGDRD):

The Ministry of Local Government, Decentralisation and Rural Development shall ensure the creation of the necessary environment for the conduct of M&E at the local level. It shall institute measures to incentivise the conduct of M&E at the local level.

Public Service Commission (PSC): The PSC shall ensure recruitment of personnel with the requisite qualification and skills for M&E functions in the public service. The PSC shall conduct performance assessment of the public service.

Ministry of Information (MoI): The MoI shall collaborate with key institutions for the effective communication of M&E results.

Ghana Audit Service (GAS): The GAS shall undertake value for money assessment of all government initiatives with due regard to economy, efficiency and effectiveness.

Cross-Sectoral Planning Groups (CSPGs): The CSPGs shall assist NDPC to define national core indicators, assess implementation and review M&E reports.

Sector level:

Policy, Planning, Monitoring & Evaluation (PPME) Directorates: The PPMEs shall develop the sector M&E plans and ensure their timely implementation and reporting.

Research, Statistics and Information Management (RSIM): The RSIMs shall support the M&E function with timely, adequate and quality data.

Sub-national Level:

Regional Ministers: The Ministers shall ensure the creation of the necessary environment for M&E to function in the region. In addition, they shall ensure that M&E is adequately resourced.

Regional Planning Coordinating Units (RPCUs): The RPCU shall coordinate M&E functions at the regional level. It shall ensure that M&E is adequately budgeted and implemented.

Metropolitan, Municipal and District Chief Executives (MMDCEs): The MMDCEs shall ensure the creation of the necessary environment for M&E to function in the region. In addition, they shall ensure that M&E is adequately resourced.

District Planning Coordinating Units (DPCUs). The DPCUs shall coordinate M&E functions at the district level. It shall ensure that M&E is adequately budgeted and implemented.

Collaborating Institutions

Internal Audit Agency (IAA): The IAA shall undertake auditing of the M&E processes to enhance efficiency, accountability and transparency in the management of resources in the public sector.

Civil Society (NGOs, CBOs, FBOs, Voluntary): The Civil Society shall provide advocacy, capacity building/professionalisation and networking on M&E among various stakeholders. In addition, the civil society shall ensure reporting on their results through the national M&E system.

Development Partners (DPs): DPs shall provide technical and financial resources support to strengthen M&E at all levels.

Academia and other research institutions: These institutions shall assist in building M&E capacities and conducting research/evaluation to supply the needed evidence.

Private Sector: The Private Sector shall demand and use M&E results to inform decision-making. They shall provide technical and financial support for the conduct of M&E functions at all levels.

Media: The media shall demand and use M&E results to ensure transparency and accountability in the delivery of government initiatives. They shall ensure the dissemination of M&E results and also monitor and report on programmes and projects.

Professional Associations: Professional Associations shall utilise M&E results for advocacy and accountability of government interventions. The associations shall assist in capacity building, conduct of evaluations and dissemination of M&E results.

Local Communities and Traditional Authorities: Local Communities and Authorities shall demand and use M&E results for holding stakeholders accountable in the delivery of goods and services. In addition, they shall assist in the dissemination of M&E results.

5.2 Resource Mobilisation

The effective implementation of the policy would require that adequate provision is made for the resourcing the undertaking of M&E activities. The policy requires

that a separate budget line for M&E with adequate resources be created by all MDAs, RCCs and MMDAs. Further, about 5-10 percent of programme sum of government interventions should be allocated for M&E including donor funded interventions. In addition, the NDPC in collaboration with the Ministry of Finance, the Office of the President, and other stakeholders shall develop a resources mobilization strategy to boost the conduct of M&E function in the public sector.

5.3 Implementation Plan

Table 1 below provides roadmap for implementation of M&E policy.

Table 1: Implementation Plan for M&E Policy

Key Actions	Timeframe	Source of funding	Responsibility
Approval of M&E Policy			
Review of the M&E Policy	By 2024	GoG	NDPC
Submission of M&E Policy to Cabinet	By 2024	GoG	NDPC
Dissemination of M&E Policy	By 2024	GoG/Partners	NDPC
Strengthening data management systems			
Develop data quality assurance framework	By 2025	GoG	GSS/NDPC/Academia
Strengthen the capacity of the Statistics Directorate at all levels	Every year	GoG/Partners	NDPC/OHLGS/OHCS/GSS
Enhance demand and use of M&E information			
Conduct an Audit of existing evaluations	By 2025	GOG	NDPC/OoP/Academia/Professional Associations
Organise National M&E Conference and Policy Fair	Every year	GoG/Partners	NDPC/MDAs/OoP
Preparation of Annual Progress Reports (National, Sector, Regional and District)	Every year	GoG/Partners	NDPC/MDAs/RCCs/MMDAs
Preparation of Evaluation Reports	Every 2 years	GoG/Partners	NDPC/MDAs/RCCs/MMDAs
Conduct Evaluations	Every 2 years	GoG/Partners	NDPC/MDAs/MMDAs/Academi

Key Actions	Timeframe	Source of funding	Responsibility
			a/Professional Associations
Development of Communications Plan	By 2025	GoG/Partners	NDPC/Professional Association
Strengthen capacity to effectively monitor and evaluate			
Conduct capacity needs assessment	By 2025	GoG/Partners	NDPC/MDAs/RCCs/MMDAs/Academia/Professional Associations
Develop M&E Capacity Development Strategy	By 2025	GoG/Partners	NDPC/MDAs/RCCs/MMDAs/Academia/Professional Associations
Review of National M&E Manual	By 2024	GoG/Partners	NDPC/OoP
Develop National M&E Plan	Every 4 years	GoG/Partners	NDPC
Develop MDAs, RCCs and MMDAs M&E Plan	Every 4 years	GoG/Partners	MDAs/RCCs/MMDAs
Develop short courses and programmes for M&E	Every year	GoG/Partners	Academia/Professional Associations/NDPC
Develop and implement Scheme of service for M&E professionals	By 2026	GOG	NDPC/OHCS/OHLGS/PSC/Professional Associations
Mainstream knowledge management and learning			
Develop and implement National M&E Repository	By 2026	GoG/Partners	NDPC/OoP
Develop knowledge management and learning manuals, tools and procedures	By 2026	GoG/Partners	NDPC/Academia/Professional Associations
Improve resource mobilisation for M&E and data production and management			
Development of Resource Mobilisation Strategy	By 2025	GoG	NDPC/MoF/OoP/Academia/Professional Associations
Develop risk assessment framework to identify interventions with a high risk to value for money	By 2025	GoG	NDPC/MoF/OoP

Key Actions	Timeframe	Source of funding	Responsibility
Ensure effective coordination of M&E systems			
Establish and implement CSPGs	Every year	GoG/Partners	NDPC
Establish national integrated M&E system	By 2025	GoG/Partners	NDPC/OoP/MLGDRD/OHLGS/OHCS/GSS
Develop M&E Norms Standards, ethics and competences	By 2026	GoG	NDPC/OoP/Academia/Professional Associations
Establish partnerships with international evaluation bodies and associations	Every year	GoG	NDPC/OoP/Professional Associations
Review M&E Policy	Every 5 years	Gog/Partners	NDPC/OoP/Other stakeholders

CHAPTER SIX - MONITORING AND EVALUATION ARRANGEMENTS

6.1 Introduction

The chapter outlines the process through which monitoring and evaluation would be conducted through out the implementation of the policy. It outlines the monitoring and evaluation requirements, data management processes, reporting and review process for the policy.

6.2 Monitoring and Evaluation

The monitoring and evaluation of the policy shall be done through the existing national M&E system architecture. The M&E shall seek to identify progress and corrective measures for enhancing the implementation of the policy. The M&E actions to be undertaken under the policy would be done through the Medium-Term Development Plans (MTDPs). The NDPC and MDAs at the national level, RPCUs at the regional level, and DPCUs at the district level shall be responsible for conducting the M&E.

6.3 Reporting

Monitoring and evaluation information must facilitate learning and adaptive management while putting emphasis on what works, what does not work and why in an objective manner.

All stakeholders shall adhere to the following monitoring and evaluation reporting cycles:

- Monitoring – monthly, quarterly and annually
- Evaluation – annually, bi-annually, every 4 years

6.4 Data Management and IT

The NDPC and GSS shall work together to develop a data quality assurance framework that would ensure that data produced at all levels would be of the appropriate standards. There shall also be developed a national integrated M&E system to help harmonise and manage data generated through the M&E processes at all levels. The GSS shall provide data quality assurance support for the national integrated M&E system.

6.5 Knowledge Management and Learning

Managing knowledge and learning from it would be an integral part of ensuring the full implementation of the policy. The policy requires that all public sector institutions share their M&E reports with all stakeholders and the public at large to enhance knowledge and learning to help improve upon the design and implementation of the policy. NDPC in conjunction with other stakeholders shall develop knowledge management and learning manuals, tools and procedures that would guide all public sector institutions and other stakeholders.

Knowledge Management shall focus on effective utilization of technology to document, store, share, map, and maintain information on program management best practices, among others. The main purposes of knowledge management are to:

1. promote a culture of learning and continuous performance improvement;
2. promote application of lessons learned and evidence-based decision-making at all levels through sharing of findings; and
3. ensure institutional memory through proper documentation and storage of information.

6.6 Compliance with M&E Norms, Standards and Competences

The norms, standards and competences developed out of this policy shall be adhered to by all stakeholders in the national M&E system. NDPC in conjunction with other stakeholders shall develop the norms, standards and competences. Capacities of all stakeholders would be built on the norms, standards and competences to allow for compliance.

6.7 Review of Policy

The policy shall be reviewed every five (5) years or as the need may arise. The review would be participatory and take into consideration prevailing circumstances. The review shall be coordinated by NDPC and based on thorough assessment of the level of implementation of the policy.

CHAPTER SEVEN - COMMUNICATIONS STRATEGY

7.1 Introduction

The purpose of communication is to increase advocacy and publicity on demand for use of the policy, participation in the M&E process and ensure accountability for use of public resources. Under the policy, communication of M&E results is critical for enhancing evidence-based decision making. A detailed Communication Plan shall be developed to guide the communication of the results from the Policy.

The major objectives of the communication strategy are to:

- Attract stakeholders' participation in the implementation of this policy;
- Create public awareness about the importance of M&E in the national development process; and
- Build the public image of M&E as an effective tool for national development.

7.2 Communication Strategy

Subnational level

Target audience— Regional Ministers, MMDCEs, District Assemblies, RPCUs, DPCUs Traditional Authorities, Local Communities

Outputs — M&E Policy, M&E guidelines, M&E Plans, M&E Manuals, Monitoring reports (Q/APR; Field Visit reports, etc.), Evaluation Reports, PM&E Reports, Policy Briefs, Commitment Reports (SDGs, Agenda 2063, etc), among others

Channels— M&E Conferences and Fairs, Durbars, Townhall meetings, Seminars, Workshops, Retreats, Meetings, Emails, Websites, television and radio discussions and documentaries



M&E RESULTS

National

Target audience—NDPC, Office of the President, Parliament, Cabinet, Ministers, Council of State, MDAs,

Outputs —M&E Policy, M&E guidelines, M&E Plans, M&E Manuals, Monitoring reports (Q/APR; Field Visit reports, etc.), Evaluation Reports, PM&E Reports, Policy Briefs, Commitment Reports (SDGs, Agenda 2063, etc), among others

Channels—M&E Conferences and Fairs, Seminars, Workshops, Retreats, Meetings, Emails, Websites, television and radio discussions and

Others

Target audience— Think tanks, DPs, CSOs, Media, Academia, research institutions, Student Unions, NGOs, Private Sector, Trade and Labour Associations, Faith Based Organizations, the General Public

Outputs — M&E Policy, M&E Plans, M&E Manuals, Monitoring reports (Q/APR; Field Visit reports, etc.), Evaluation Reports, PM&E Reports, Commitment Reports (SDGs, Agenda 2063, etc), among others

Channels— M&E Conferences and Fairs, Seminars, Workshops, Websites,

REFERENCES

1. United Nations Children's Fund (2009). Country-led monitoring and evaluation systems; Better evidence, better policies, better development results. CH 1211 Geneva 10, Switzerland.
2. National Development Planning Commission (August 2016) revised. National Monitoring and Evaluation Manual. Accra, Ghana.
3. National Development Planning (System) Regulations (2016) L.I. 2232
4. National Development Planning Commission Regulations (2020) L.I. 2402
5. Twende Mbele (2019). Baseline on M&E Culture: National Monitoring and Evaluation Systems in Ghana. South Africa. National Development Planning Commission (2020). National Public Policy Formulation Guidelines. Accra, Ghana.
6. Federal Government of Nigeria (2022). National Monitoring and Evaluation Policy of Nigeria. Nigeria.
7. National Treasury and Planning State Department for Planning (2022). Kenya National Monitoring and Evaluation Policy. Kenya.
8. The Presidency of the Republic of South Africa. Policy Framework for the Government-wide Monitoring and Evaluation System. South Africa

ANNEX 1: ANALYSIS OF COUNTRIES M&E POLICIES

No.	Country	Policies	Lead Institution	Lessons from review of policies
1.	Nigeria	National M&E Policy	Federal Ministry of Finance, Budget, and National Planning (FMFBNP)	<ul style="list-style-type: none"> • It guides the conduct of M&E at all levels • Reporting is at all levels and well-structured to include citizens • There are clear timelines for the conduct of evaluations • M&E system anchored on a strong legislative framework
2.	Kenya	National M&E Policy	National Treasury and Planning & State Department for Planning	<ul style="list-style-type: none"> • There is a government-wide M&E system (NIMES) underpinning the country M&E Policy • The M&E system is linked to the Long-term Vision of the country (Vision 2030) • There is a clear direction on the use of M&E findings at all levels • M&E system anchored on a strong legislative framework
3.	South Africa	<ul style="list-style-type: none"> • M&E Policy Framework • National Evaluation Policy Framework 	Department of Planning, Monitoring and Evaluation (DPME)	<ul style="list-style-type: none"> • The framework provides the basis for M&E at all levels • The framework provides minimum standards for evaluation across government • Reporting on achievements is done to the cabinet • There is a strong legislative framework underpinning the M&E Policy
4.	Benin	National Evaluation Policy (NEP)	Ministry of Planning and Development	<ul style="list-style-type: none"> • The Policy provides guidance for the conduct of evaluations • The national statistics system underpins M&E
5.	Uganda	National Policy on Public Sector Monitoring and Evaluation	Office of the Prime Minister (OPM).	<ul style="list-style-type: none"> • The policy provides a clear framework for strengthening the coverage, quality and utility of the assessment of public policies and investments • The policy is linked to the National Vision and National Development Plan • The policy emphasises on the knowledge management and learning