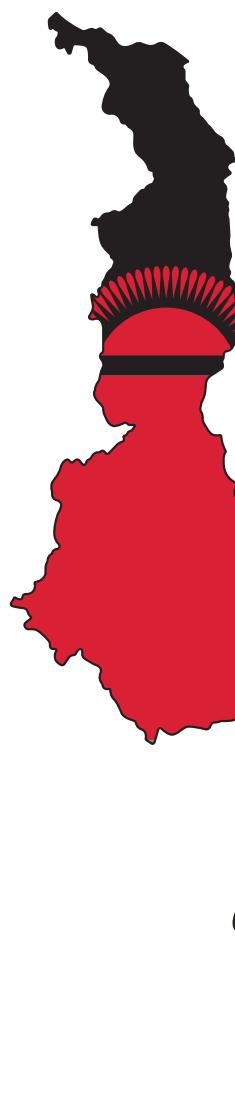




Government of Malawi



NATIONAL
**MONITORING
& EVALUATION**
POLICY 2023



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FOREWORD



The Malawi 2063 expected outcome is to create an inclusively wealthy and self-reliant nation by transitioning from low-income to upper-middle-income status by 2063.

The Malawi 2063 expected outcome is to create an inclusively wealthy and self-reliant nation by transitioning from low-income to upper-middle-income status by 2063.

The Government recognises the need to institutionalise Monitoring and Evaluation (M&E) across the public sector to assess the impacts of development programmes and policies, thereby improving service delivery. Hence, the Government developed the National Monitoring and Evaluation Policy (NMEP) to entrench a performance management and accountability culture, thereby contributing to Malawi's development goals. The policy provides a guiding framework to strengthen and consolidate M&E as a key tool for accountability and evidence-based planning and management to achieve results. The Government is aware that a results-oriented public sector that is geared towards contributing to sustainable development, economic growth, and the well-being of citizens efficiently and effectively requires a well-defined framework that clearly outlines the guidelines for the assessment of outputs, outcomes, and impacts of government programmes and policies, including financial performance within stipulated timeframes.

Although the Government has established comprehensive policies and development plans, such as Malawi 2063, along with a clearly defined M&E framework, there remains a challenge in ensuring that institutions across all

sectors have functional M&E systems. These systems are essential support tools for results-based management. The Government recognises that M&E systems are fragmented. There is inadequate capacity to conduct M&E, and demand for M&E products is low in the public sector. Through this policy, the Government aims to create a sustained culture of demanding and supplying M&E products for evidence-based decision-making at all levels.

The policy emphasises partnerships with key stakeholders in ensuring policy, legal, and institutional capacity building for improved and enhanced ownership of M&E activities. It also promotes knowledge management and learning through the use of M&E products at the national and council levels. As such, all relevant stakeholders are urged to adhere to policy guidelines if our country is to achieve its long-term development aspirations, as outlined in the Malawi 2063 vision.

Finally, I would like to express the Government's unwavering commitment to implementing this policy and continuing to support a sustainable M&E system.

A handwritten signature in black ink, appearing to read "Hon. Simplex Chithyola Banda, MP".

HON. SIMPLEX CHITHYOLA BANDA, MP
Minister Of Finance and Economic Affairs

PREFACE



DR. JACOB MAZALALE

**Principal Secretary for
Economic Planning
and Development**

A handwritten signature in black ink, appearing to read "Mazalale" and "Jacob".

The development of the National Monitoring and Evaluation Policy (NMEP) is necessitated by the need to strengthen the generation and use of data and information to improve the performance of national development programmes and policies. Reports on the State of Monitoring and Evaluation (M&E) studies conducted in 2014 and 2021 in the public sector revealed that the absence of a comprehensive NMEP affects the generation of evidence and information for decision-making, which has impacted the achievement of development outcomes articulated in the national development strategies. The policy is, therefore, a useful guide for all Ministries, Departments and Agencies (MDAs), and Local Authorities (LAs) to establish common systems, frameworks and guidelines for M&E.

The policy was developed at a time when the country launched Malawi Vision 2063 and its Ten-Year Implementation Plan, which will require an efficient and effective M&E system. The Government is also implementing various international commitments, such as the African Union Agenda 2063 and Agenda 2030 for Sustainable Development, that demand a strengthened M&E system to track the achievement of the defined goals. Furthermore, the public sector has recently experienced public demand for accountability. This policy will enhance the availability and accessibility of high-quality M&E products.

It is worth noting that the public sector has inadequate data management and evaluation capacities. Data management and evaluation operations are heavily dependent on donor funding. Furthermore, it has been observed that evaluation findings are not utilised in decision-making. This policy shall address these challenges. Stakeholders are required to change their mindset and approach to implementing this policy.

The NMEP was developed through extensive consultations involving stakeholders across all public sector entities, including academia, civil society organisations, non-governmental organisations, United Nations agencies, development partners, and local authorities.

Therefore, the Government would like to thank all stakeholders for their technical and financial support in developing the NMEP and urge them to own the policy and actively engage in its implementation.

ACRONYMS AND ABBREVIATIONS

AfCFTA	The African Continental Free Trade Area
COMESA	Common Market for Eastern and Southern Africa
CSO	Civil Society Organisation
DAC	Development Assistance Committee
DFID	Department For International Development (UK)
DMECC	District Monitoring and Evaluation Coordination Committee
DMIS	Development Monitoring Information System
DPoA	Doha Programme of Action
EP&D	Economic Planning and Development
FGDs	Focus Group Discussions
GDI	Gender Development Index
GIZ	German International Cooperation Agency
GWMES	Government Wide Monitoring and Evaluation System
ICAM	Institute of Chartered Accountants in Malawi
ICTs	Information and Communication Technologies
IHS	Integrated Household Survey
KRAs	Key Result Areas
LA	Local Authorities
LDPs	Local Development Plans
MDAs	Ministries, Departments and Agencies
M&E	Monitoring and Evaluation
MGDS	Malawi Growth and Development Strategy
MIS	Management Information Systems

MoA	Ministry of Agriculture
MoE	Ministry of Education
MoFEA	Ministry of Finance and Economic Affairs
MoGCDSW	Ministry of Gender, Community Development and Social Welfare
MoH	Ministry of Health
MoLGCU	Ministry of Local Government, Culture and Unity
MP	Member of Parliament
NGOs	Non-Governmental Organisations
NMEP	National Monitoring and Evaluation Policy
NPC	National Planning Commission
NSO	National Statistics Office
OECD	Organisation for Economic Cooperation and Development
OPC	Office of the President and Cabinet
RBME	Results-Based Monitoring and Evaluation
SADC	Southern Africa Development Community
SDGs	Sustainable Development Goals
SWGs	Sector Working Groups
PECGs	Pillars and Enablers Coordination Groups
TWGs	Technical Working Groups
UNDP	United Nations Development Programme
PRSP	Poverty Reduction Strategy Paper
VOPA	Voluntary Professional Association
VPoA	Vienna Programme of Action

DEFINITION OF CONCEPTS

The definitions of the key assessment functions associated with Monitoring and Evaluation are as follows:

ACCOUNTABILITY

An obligation to explain and take responsibility for one's actions or willingness to be transparent, allowing others to observe and evaluate their performance in compliance with the agreed rules and standards.

ASSUMPTION

A hypothesis about factors or risks that could affect the progress or success of a development or result.

AUDIT

The evaluation of performance primarily determines validity and authenticity, compliance, or adherence to set rules and procedures.

BASELINE STUDY

An analysis describing the situation prior to an intervention and against which progress can subsequently be assessed or compared.

EFFECTIVENESS

The extent to which activities achieved or are accepted as having achieved the intended results of an intervention's objectives, taking into account their relative importance.

EFFICIENCY

A measure of how inputs are economically converted to intended results.

**DEFINITION
OF CONCEPTS****EVALUATION**

Analysis of the results chain of both intended and unintended results, conducted as systematically and impartially as possible, of an activity, project, programme, strategy, policy, topic, theme, sector, operational area or institutional performance.

FRAMEWORK

A basic overview, outline, skeleton or structure that underlies a system or concept, with a particular set of rules, ideas, or beliefs used to deal with problems or to decide what to do.

GOAL

The higher-order objective to which an intervention is intended to contribute.

IMPACT

Positive or negative, primary and secondary long-term effects produced by an intervention, directly or indirectly, intended or unintended.

INDICATOR

Quantitative or qualitative factors or variables that provide a simple and reliable means of measuring achievement reflect the changes connected to an intervention.

LESSON LEARNED

Generalisations based on evaluation experiences with projects, programs, or policies that abstract from the specific circumstances to broader situations, usually to strengths or weaknesses in design, implementation, and results.

META-EVALUATION

An evaluation designed to aggregate findings from a series of evaluations.

**DEFINITION
OF CONCEPTS****MONITORING**

A continuing function that uses systematic and regular collection, analysis and communication of data and information on specified indicators related to an intervention.

MONITORING AND EVALUATION

Data collection and management for regular and periodic assessment of an intervention's performance, relevance, efficiency, and impact in the context of its stated objectives and mission.

PERFORMANCE APPRAISAL

A process of assessing an employee's or an organisation's work in relation to expectations and targets.

OUTCOME

The likely or achieved short and medium-term effects of an intervention's outputs.

OUTPUTS

Products and services that result from the completion of activities within a development intervention.

POLICY

A deliberate statement of intent with aims and principles implemented as a procedure or protocol is officially agreed upon and adopted to achieve rational outcomes.

RELEVANCE

The extent to which the objectives of an intervention are consistent with requirements, needs, or global priorities.

**DEFINITION
OF CONCEPTS****RESULTS**

Output, outcome, or impact (intended or unintended, positive or negative) of an intervention.

RESULT-BASED MONITORING AND EVALUATION

A management tool used systematically to track the progress of implementation to demonstrate results that bring about change.

STAKEHOLDER

An agency, organisation, or group with a direct or indirect interest in an intervention.

STRATEGY

A high-level plan or method of action designed to bring about a desired future.

SUSTAINABILITY

Continuation and probability continued the long-term benefits of an intervention.

1. INTRODUCTION

1.1 INTRODUCTION

Monitoring and Evaluation (M&E) is increasingly becoming an important practice as governments are being called upon to use evidence for programming and policy decisions, as well as to demonstrate the results and impact of executed programmes, policies, and other development agendas. Through robust M&E, the Government can demonstrate the results and impact of the executed policies and programmes outlined in the national development agenda. Currently, Malawi has a fragmented M&E; hence, developing a National Monitoring and Evaluation Policy (NMEP) is critical to providing the necessary framework to institutionalise M&E in the public sector. The institutionalised M&E will enable ministries, departments, and agencies (MDAs) to continuously generate quality data to measure the level of achievement of development policies and programmes.

NMEP is a comprehensive guide for monitoring, evaluating, and reporting service delivery and development results. The Policy will provide a better understanding of the importance of M&E for the country and, in turn, establish a strong culture of performance management and accountability. It will set standards for the methodological, quality and ethical data generation and application and utilisation of M&E findings.

1.2 BACKGROUND

Since its independence, the Government of Malawi has developed and implemented several long-term policies focusing on economic growth, such as the Statement of Development Policies and Vision 2020. Vision 2020 was formulated in 1998 with the aim of transforming Malawi into a middle-income country. A number of medium-term development strategies with well-defined outputs

and outcome indicators have been implemented to operationalise the Vision. These long-term policies brought socio-economic transformation and promoted economic growth and development in Malawi. However, these achievements could have been sustained if government operations were guided by a results-based framework that linked strategic planning and implementation to results. The greatest challenge confronting the Government is the lack of sustainable implementation of these policies. The weakest link in the implementation of policies, programmes, and projects has been the absence of an M&E Policy to guide the achievement of results.

The Government has consistently made efforts to strengthen M&E systems at both the central and local levels to track development results. In 2006, the country developed the National Monitoring and Evaluation Masterplan to inform the development, integration and implementation of the M&E Systems. The Plan was to serve as the main framework for monitoring and evaluating economic and social development policies and programmes in the country. The M&E Master Plan aimed to establish an integrated, user-friendly Development Monitoring Information System (DMIS) and link major databases from MDAs. It was envisaged that the system would facilitate the flow of information for use by decision-makers.

In that regard, the Government, in collaboration with partners, implemented a number of programmes to strengthen M&E systems in the country between 2006 and 2012. The programmes focused on building capacities of M&E personnel and the development of management information systems to collect and aggregate data for decision-making at the national and local authority levels. At the local authority level, efforts included recruitment and building the capacity of M&E officers, the

establishment of databanks and the development of the Local Authority Performance Assessment to assist Local Authorities (LAs) in improving service delivery through periodic reviews, assessments, and feedback.

The ministry responsible for Economic Planning and Development (EP&D) formulated Sector Working Groups (SWGs) designed to provide a platform for multi-sectoral and stakeholder engagement around the Malawi Growth and Development Strategy (MGDS) III implementation and periodically monitor and review it. However, not all the SWGs were fully functional for various reasons.

The Government, with its fragmented M&E, has been unable to sustain most of the achievements made in M&E, hence the need for a policy to provide institutionalised M&E. For example, the councils were unable to maintain the recruited M&E officers and databanks after the programme's closure. Besides, the M&E Master Plan strongly recommended the development of the M&E Policy for the sustainability of the achievements realised.

Pursuant to attaining the Malawi 2063 aspiration of "an inclusively wealthy and self-reliant industrialised upper-middle income," the Government is committed to ensuring a strong culture of M&E in all its policies, programmes, and projects. This requires institutionalised and integrated M&E, which the Policy intends to achieve.

1.3 CURRENT STATUS OF M&E

M&E is currently characterised by uncoordinated systems, approaches, and methods despite the Government implementing various initiatives to strengthen it. While some MDAs have developed their own M&E systems,

others still do not. As such, most MDAs undertake some form of M&E without an explicit and definable guiding framework.

The planning units in each MDA have an M&E and reporting function. Reports flow from the lowest aggregation points, councils, to the MDAs. The planning units are linked to the ministry responsible for EP&D and provide quarterly reports for national aggregation. However, the flow of data and information to the ministry is inconsistent, with MDAs only reporting when prompted by the ministry to fulfil the reporting obligations. According to the Guide for Executive Decision Processes (2016), the ministry responsible for EP&D is one of the central agencies that would help ensure that Government priorities are met through coordination, monitoring, regulation and management. MDAs have an inadequate capacity for data management, resulting in difficulties in data quality, aggregation and reporting. The existence of Management Information Systems (MISs) in the public sector is not mandatory; hence, only MDAs associated with donor funding support have strong MIS that are donor-driven and not aligned with the sector's M&E framework, but systems in sectors with limited funding remain weak or non-existent. A weak reporting system negatively affects performance monitoring and public sector accountability. The demand for data (including disaggregated data) in decision-making has been observed to be very low. The absence of a functional "feedback loop," which would have enabled the M&E function to better feed into decision-making at both the national and council levels, worsens the situation.

Most evaluations conducted are donor-driven, and the culture of using evaluations to assess the efficiency and effectiveness of programmes and policies is not prominent. Government-commissioned evaluations are limited, and a National Evaluation Plan is lacking. In addition, there is

an inadequate capacity for commissioning, conducting and managing evaluations in the public sector. These key gaps need to be addressed if learning for development effectiveness is to be achieved. The national evaluation plan assists in leveraging technical and financial support from stakeholders to undertake the evaluation.

The link between M&E and programme planning and budget allocation in the public sector is weak, and there is limited scope for M&E to inform learning and design follow-up projects. As a result of the current status, most programmes are conceived and implemented without sound evidence to support interventions. Where evidence is used, the quality of the data is usually compromised, as it is either outdated, incomplete or inconsistent. Furthermore, there is no common vision for operating an M&E system at various levels. These challenges

are largely the result of limited numbers of skilled M&E staff, statistical staff, Information and Communication Technologies (ICTs) staff, weak coordination mechanisms, and limited financial resources. This policy will assist in resolving issues that M&E is facing by institutionalising the national and local authority M&E systems.

A Government with an intergovernmental structure with diffused powers and functions requires strong M&E systems to promote coordination and assist in institutional management by timely identifying performing and non-performing institutions, thereby allowing those with authority to implement necessary performance-enhancing measures.

1.4 LINKAGES WITH OTHER RELEVANT POLICIES AND LEGISLATIONS

The policy is inspired by and developed in the context of national frameworks, regional and global instruments, and protocols adopted by the country. Key among these are:

MALAWI CONSTITUTION

The Constitution obligates the Government to introduce measures that will guarantee accountability, transparency, personal integrity, and financial probity, strengthening confidence in public institutions. The Policy intends to enhance accountability and transparency in the public sector.

OTHER RELEVANT ACTS

Apart from the Constitution, the Public Finance Management Act (2022) and Public Audit Act (2003), among others, also promote transparency, accountability, integrity, efficiency and effectiveness in public institutions. Other legislation, such as the Local Government Act (1998) and the Access to Information Act (2020), explicitly aim to foster the popular participation of citizens in development planning and governance processes, as well as facilitate access to public information that may be key for increasing social and public accountability. Finally, the National Statistics Act (2013) emphasises data quality and coordination in data generation and dissemination.

MALAWI 2063, MIP-1 AND NATIONAL POLICIES

The policy is anchored on Malawi 2063 and its Ten-Year Implementation Plan and other national policies, such as the Decentralisation Policy. The country implements national policies and mid-term development strategies that have embedded performance measurement indicators at both output and outcome levels.

Currently, all development efforts of the Government are geared towards realising the Malawi 2063 goal, which is to transform the country into an inclusively wealthy and self-reliant nation through its medium-term implementation plans and policies. This policy will lead the Government towards the attainment of the vision through institutionalising public sector M&E.

In addition, institutionalised evaluation of programmes and policies will enable the Government to understand the efficiency, effectiveness, coherence, relevance, sustainability and impact of its medium-term development plans.

PROTOCOL, TREATIES AND AGREEMENTS

Malawi is a signatory to several treaties, protocols, and agreements and is required to report on the progress of implementation. A number of these treaties, protocols, and agreements have performance indicators and targets to be achieved within a specified period and report periodically at the regional level. More generally, building and sustaining comprehensive results-based M&E systems will be key to measuring and monitoring the achievement of international commitments. Some of the key treaties and protocols are:

- a. Southern Africa Development Community (SADC) Regional Indicative Strategic Development Plan
- b. 2030 Agenda for Sustainable Development
- c. African Union Agenda 2063
- d. Vienna Programme of Action (VPOA)
- e. Doha Programme of Action (DPOA)
- f. Common Market for Eastern and Southern Africa (COMESA) Treaty
- g. The African Continental Free Trade Area (AfCFTA)
- h. Tripartite Free Trade Agreement

1.5 PROBLEM STATEMENT

The absence of a comprehensive policy to aid systematic and coordinated M&E as well as lack of culture of using M&E products in the past has hitherto resulted in sectors generating less and incomplete data and evidence necessary for making good decisions regarding implementation of programs. Consequently, over time, this has compromised the ability of sector entities to fully achieve the broad objectives of national policies and programmes as articulated in national development plans.

1.6 PURPOSE OF THE POLICY

The policy aims to institutionalise M&E systems for improved public sector service delivery, accountability and good governance. M&E is a public management tool that can improve Government results. As the Government needs financial, human resources, and accountability systems, it needs good performance feedback systems. The policy will provide a platform for establishing the Government Wide Monitoring and Evaluation System (GWMES) that will provide an integrated, encompassing framework of M&E principles, practices, and standards to be used throughout the Government for all development processes.

2. BROAD POLICY DIRECTION

2.1 POLICY GOAL

This policy aims to strengthen M&E functions for evidence-based planning and implementation of development programmes and policies, improving public sector performance.

2.2 POLICY OUTCOMES

The following are the expected outcomes of the policy:

- a. Improved enabling environment for evidence-based formulation and implementation of development programmes and policies;
- b. Improved culture of learning and accountability to duty bearers and rights holders; and
- c. Strengthened integration of M&E systems in the public sector.

2.3 POLICY OBJECTIVES

The objectives of the Policy are to:

- a. Create a conducive M&E environment for evidence-based programming and policy decisions;
- b. Produce a well-integrated M&E system that contributes to improved access to information and learning;
- c. Strengthen M&E capacities of the public sector; and
- d. Achieve nationwide compliance with M&E principles, standards and good practices.

2.4 GUIDING PRINCIPLES

The implementation of this NMEP is based on the guiding principles described below:

MANAGING FOR RESULTS

The results imply improvements to peoples' lives or welfare, which is the expected outcome of public policy or programme. Evidence from M&E activities should focus on measuring the results of implemented policies, plans, programmes, and projects, and lessons learnt should be used to improve future performance. It should address compliance with norms and procedures, as well as physical and financial implementation, and generate lessons for improving future performances.

PARTNERSHIP

Effective partnerships should be formed to achieve transparency and ownership without compromising the integrity of the work. Joint evaluations between MDAs and external evaluators are encouraged to promote transparency and ownership. The advantage of joint government-donor assessments is that they minimize duplication of efforts.

LEARNING

Monitoring should be guided by the information needs of the users, including policymakers, implementers, and the public. The information and lessons generated from monitoring should be timely, accessible, and usable to guide policy and programmatic decisions and cumulatively contribute to a knowledge bank.

VALUE FOR MONEY

Monitoring and evaluating public sector policies and programmes should determine whether the results (output and outcomes) are commensurate with the investment in terms of financial, physical, and human resources used based on market prices for the inputs.

RESPONSIVE SUPPLY

The quality and timeliness of quantitative and qualitative information must respond to the demand. Data producers should ensure that the production cycle is synchronised with the policy and budget cycles and inform the planning and budget cycles.

ETHICS AND INTEGRITY

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

HARMONISATION AND CONSOLIDATION

M&E shall synthesise existing studies or stores or consolidate the many types of available data. This will lead to the development of the Harmonised National M&E Management Information System and Evaluation Repository.

DEMAND-DRIVEN

M&E should start with a clear identification of users and their information needs at all levels (strategic, management and implementation) using a participatory approach. The M&E shall evolve over time to respond to the changing needs of stakeholders and to adjust to new data and analysis needs emerging from various users.

3. POLICY PRIORITY AREAS

The three priority areas of this policy:

1. Legal and strategic policy requirements for Results-Based Monitoring and Evaluation (RBME)
2. Institutional and performance capacities for M&E
3. Implementation of M&E functions for efficient results-based system delivery

3.1 POLICY PRIORITY AREA 1

LEGAL AND STRATEGIC POLICY LEVEL REQUIREMENTS FOR RESULTS-BASED M&E

The public sector lacks harmonised operational RBME. This emanates from the absence of a mandatory requirement for systematic RBME for all programmes and policies. Therefore, to implement this policy effectively, a law requiring all institutions to comply with the requirements of this policy will be necessary. In this regard, the law will be based on the following principles: achieving and accurately reporting results is a primary responsibility of public service managers, and they must be accountable for their performance to higher management, ministers, parliament, and Malawians. In addition, MDAs and Local Governments must embed M&E into their management practices. Further, MDAs shall be responsible for ensuring 52 that objectivity and discipline in evaluation are sufficiently deployed within their jurisdiction.

The M&E provides a framework for effective measurement of results. However, the Monitoring and Evaluation Situation Assessment Report (2021) found a weak linkage and enforcement between public sector performance and accountability to the public. Although politicians and senior officials in the public and civil society organisations (CSOs) have a general awareness of the need for results-based management for good governance and accountability, translating this awareness into concrete actions for performance and accountability is lacking. This implies the need for continued effort to entrench these values.

There are inadequate M&E implementation and coordination mandates in relevant MDAs. The ministry responsible for EP&D has an operational mandate to coordinate M&E in the public sector. Despite this, M&E systems are still operating in silos at all levels and overlap at times. Uncoordinated M&E roles still exist among MDAs, including the coordinating central agencies such as the National Planning Commission (NPC), EP&D, and Performance Enforcement Department in the Office of

the President and Cabinet (OPC). In some MDAs and LAs, M&E roles and functions are marginalised by technical departments but are also under-resourced. Furthermore, some MDAs lack M&E systems.

The lack of mandatory requirements to apply RBME for all programmes, policies, and interventions weakens transparency and accountability in their implementation. Since no legal framework demands compliance with the requirements for the RBME of the development agenda

and related policies and programmes, this has resulted in M&E being loosely applied and recognised as part of the planning cycle.

In addition, decentralised M&E functions for empowering councils to generate and use their own data need to be strengthened, and there is low participation of communities in M&E due to weak community-based M&E. As such, the demand for accountability is insignificant at this level.

POLICY STATEMENT 1

The policy will ensure strengthened coordination and a clear mandate to a central M&E coordinating agency and other complementary units to coordinate, supervise, and guide MDAs in RBME.

Policy Strategies

- a. Strengthening Policy and Planning Units in public institutions;
- b. Developing M&E guidelines for the public sector;
- c. Enhancing submission of annual M&E plans and quarterly reports within the public sector; and
- d. Strengthening the coordination mechanism in M&E at all levels.

POLICY STATEMENT 2

This policy will ensure that results-based management for good governance and accountability is enhanced.

Policy Strategies

- a. Setting headline national development indicators for targeted M&E within a specified timeframe;
- b. Inclusion of evidence-based decision-making, accountability, and learning aspects in public sector performance and other agencies.

POLICY STATEMENT 3

The policy will ensure that systematic RBME of all programmes and policies under related Acts of Parliament is a mandatory requirement.

Policy Strategies

- a. Initiating the enactment of related Acts of Parliament for compulsory knowledge management and application of RBME of all programmes and policies across all MDAs and councils;
- b. Revamping the M&E system in MDAs and councils to a result-focused system; and
- c. Sensitising all CSOs and all other agencies about the need for results-based management for good governance and accountability.

POLICY STATEMENT 4

This policy will ensure the implementation of decentralised M&E functions, empowering councils to generate and use their own accurate, timely, and complete data.

Policy Strategies

- a. Developing LAs M&E frameworks;
- b. Empowering LAs (i.e. DMECC) with resources, including M&E skills;
- c. Assessing M&E capacities at council level; and
- d. Reviewing Local Development Plans (LDPs).

POLICY STATEMENT 5

The policy will ensure the supporting participatory M&E processes across all sectors.

Policy Strategies

- a. Utilising data and reports from CSOs and communities in M&E;
- b. Providing evaluation feedback to communities and CSOs;
- c. Reviewing the performance of M&E structures at the grass root level;
- d. Providing M&E capacities to local structures (i.e. Village Development Committees, Area Development Committees; and
- e. Developing user-friendly guidelines for community M&E.

■ 3.2 POLICY PRIORITY AREA 2

INSTITUTIONAL AND PERFORMANCE CAPACITIES FOR M&E

While some higher education institutions carry out M&E training in the country, most training is on-the-job and tailor-made short courses. Institutions of higher learning integrate M&E as part of other degree programmes such as sociology, demography, statistics, and biostatistics; however, consultations revealed that the current levels of training in the country may not be sufficient to generate long-term capacities in evaluation without pitching the courses at a higher level, such as postgraduate level. While graduates may have some monitoring knowledge, there is uncertainty regarding their ability to conduct workplace evaluations.

The Government has inadequate staff with M&E knowledge and skills at all levels, which means that M&E functions are carried out to a limited extent. While the ministry responsible for EP&D has capacity to conduct monitoring, there is still a lack of capacity for evaluation, including the absence of the institutional capacity to mount a system of evaluations. In addition, the District and City Council Secretariat lacks coordination of M&E activities.

The ministry responsible for EP&D does not have a comprehensive knowledge management system. As a result, it becomes a challenge to aggregate national-level monitoring results. Consequently, there is no system for storing important documents, such as evaluation reports, that can be easily accessed by interested users. Furthermore, there are no established forums for the deliberate sharing of evaluations and facilitating the debate and use of M&E results. Hence, the learning and adopting best practices across the public sector have become ad hoc.

Inadequate funding for M&E functions implementation across the public sector including LAs affects service delivery. Most of the programmes and policies have no dedicated budget for M&E. In some instances, the MDAs and councils do not adhere to approved work plans and budgets during the implementation of their activities. As a result, M&E activities are implemented on an ad hoc basis, depending on the availability of funding.

While development partners commission evaluations of programmes that they support, it is very rare for the Government to commission independent evaluations of its programmes from its own budget. This leads to inadequate or lack of evaluations for evidence-based decision-making and development programming in public sector performance.

POLICY STATEMENT 1

The policy will ensure that the capacity of M&E personnel and relevant committees at all levels increases.

Policy Strategies

- a. Developing a personnel skills assessment system for M&E officers in MDAs and LAs;
- b. Implementing M&E training programme for MDAs and LAs;
- c. Reviewing curriculum on M&E programmes and courses of higher learning institutions; and
- d. Establishing a university programme on M&E at the tertiary level in public academic institutions.

POLICY STATEMENT 2

The policy will ensure that the implementation of M&E activities among MDAs and LAs is strengthened.

Policy Strategies

- a. Strengthening inter-sectoral M&E coordination committees at all levels;
- b. Establishing a clear reporting mechanism for M&E;
- c. Spearheading the M&E planning and review meetings;
- d. Creating and operationalising a forum for knowledge management, learning and information sharing in projects and programmes; and
- e. Ensuring all projects undertake the baseline study, mid-term review, and final evaluation.

POLICY STATEMENT 3

The policy will ensure the establishment of a functional web-based national M&E MISs.

Policy Strategies

- a. Establishing MISs within sectors and institutions, including councils;
- b. Ensuring that MISs use standardised tools and comply with Government reporting standards;
- c. Linking MDAs databases to the central database;
- d. Linking devolved sectors' databases to the council secretariat database; and
- e. Enhancing GWMES connectivity.

POLICY STATEMENT 4

The policy will ensure proper management of evaluations of policies, programmes, projects, and other interventions.

Policy Strategies

- a. Developing a national evaluation plan;
- b. Disseminating evaluation findings to the oversight institutions; and
- c. Developing the evaluations repository.

POLICY STATEMENT 5

The policy ensures the provision of funding with dedicated annual budgets for M&E in all MDAs and LAs.

Policy Strategies

- a. Allocating funding for all M&E operations;
- b. Ensuring that all MDAs and councils allocate resources in their budget for M&E activities;
- c. Ensuring that M&E functions are fully devolved to councils.

■ 3.3 POLICY PRIORITY AREA 3

IMPLEMENTATION OF M&E FUNCTIONS FOR EFFICIENT RESULTS-BASED SYSTEM DELIVERY

RBME is a public management tool mostly used to help policymakers, and decision-makers track progress and demonstrate the impact of a given programme and policy. It differs from traditional M&E in that it moves beyond the emphasis on inputs and outputs to a greater focus on outcomes and impacts. Building and sustaining

robust RBME systems requires continuous commitment, resources, and champions; however, this is achievable. It is important to recognise that RBME systems are continuously a work in progress.

The ability of MDAs to perform M&E functions is hampered by both limited resources and weaknesses in the MISs to aid M&E. The absence of mechanisms for sharing data and information is a binding constraint that needs to be addressed. The sustainability of M&E is also affected by the low demand of different sections of society, including public sector decision-makers.

POLICY STATEMENT 1

The policy will ensure the establishment and operationalisation of the vibrant RBME system at all levels.

Policy Strategies

- a. Establishing guidelines for the RBME system along the internationally accepted ten steps;
- b. Generating and providing quality data and information for continuous monitoring of performance with clear baselines; and
- c. Enhancing data utilisation at all levels.

POLICY STATEMENT 2

The policy will ensure quality assurance, standards and ethics for M&E.

Policy Strategies

- a. Reviewing sectoral M&E systems and MIS platforms to ensure quality and foster a culture of M&E;
- b. Advancing M&E Standards and Ethics through an Independent M&E Association;
- c. Establishing an M&E platform where stakeholders share experiences and lessons, thereby promoting the M&E agenda;
- d. Creating a conducive environment for the formation of an independent Voluntary Professional Association (VOPA) for M&E; and
- e. Linking VOPA to the M&E and coordinating with the ministry as its secretariat for initial operational support and technical guidance.

POLICY STATEMENT 3

The policy will ensure the development and execution of applicable financial sanctions for non-adherence and non-completion of approved and funded work plans.

Policy Strategies

- a. Providing funding on the condition that previous annual work plans and budgets were fully implemented;
- b. Executing applicable sanctions for non-adherence to agreed-upon work plans;
- c. Conducting annual performance reviews and providing recommendations; and
- d. Budgeting and financing are based on reviews of performance in MDAs conducted by the M&E coordinating ministry.

4. IMPLEMENTATION ARRANGEMENTS

4.1 INSTITUTIONAL ARRANGEMENTS

The Government of Malawi recognises the key roles and responsibilities of various stakeholders and partnerships in implementing this policy. The stakeholders include MDAs, development partners, academia and research institutions, the private sector, CSOs, non-governmental

organisations (NGOs), faith-based organisations (FBOs), and communities. This will ensure proper coordination, facilitate complementarities and synergies in the monitoring and evaluation, and ultimately improve the delivery of public services. The roles and responsibilities of institutions with respect to performance monitoring and evaluation are presented below.

4.1.1 Office of the President and Cabinet

The office of the President and Cabinet will be responsible for providing overall guidance and direction in implementing, monitoring, and reviewing the policy.

4.1.2 Ministry Responsible for Economic Planning and Development

The ministry responsible for EP&D is responsible for the overall leadership and management of M&E in the country.

Specifically:

- a. Provide overall direction for the implementation of this policy;
- b. Ensure that sufficient resources are allocated annually through the national budget to the statistics, monitoring and evaluation functions of the Government in line with this policy;
- c. Ensure compliance of all MDAs with the provisions and implementation of the policy;
- d. Support the mobilisation and allocation of financial resources for the implementation of statistics, monitoring and evaluation functions in accordance with the policy;

- e. Ensure that all government institutions have M&E systems and plans, including programmes and projects;
- f. Monitor budget execution and progress to promote efficiency and effectiveness of all public spending;
- g. Oversee evaluations and impact assessments of development initiatives;
- h. Champion M&E programmes and policies;
- i. Facilitate the establishment and management of an online integrated central databank;
- j. Facilitate the development and implementation of sectoral evaluation plans;
- k. Facilitate cross-sectoral cooperation on matters of evaluation and monitoring;
- l. Ensure all public investment projects have a clear M&E plan and sufficient resources for conducting M&E activities;
- m. Facilitate M&E capacity development for MDAs and LAs;
- n. Facilitate the quality of M&E programming and programming results among partners;
- o. Facilitate national M&E feedback processes and active use of M&E products for decision-making and management; and
- p. Provide technical assistance for M&E assessments.

4.1.3 National Planning Commission

- a. Prepare long-term vision, result-oriented, and integrated medium and long-term development plans for the country;
- b. Oversee the implementation of long and medium-term development initiatives;
- c. Coordinate the setting of development goals in line with the national agenda;
- d. Coordinate and harmonise development planning in the country;
- e. Support local capacity development for national planning and, in particular, provide support and guidance to national and local bodies responsible for the decentralised planning process;
- f. Guide periodic reviews of long and medium-term development initiatives; and
- g. Input into policy planning and reviews, as well as other policy-level studies.

4.1.4 National Statistics Office

- a. Ensure that adequate and quality data are available to support the M&E processes;
- b. Provide technical support or guidelines for national surveys;
- c. Guide the generation of administrative data within sectors;
- d. Strengthen the National Statistical System to ensure quality statistics;
- e. Ensure production, harmonisation and dissemination of statistical information;
- f. Strengthen the statistical capacity of planning units in MDAs and LAs for data production and use;
- g. Ensure best practice and adherence to standards, classifications, and procedures for statistical collection, analysis, and dissemination in MDAs and LAs.

4.1.5 Ministry Responsible for Local Government

- a. Engage in iterative M&E processes, especially at the council level;
- b. Strengthen the council M&E coordination committee to ensure proper M&E coordination at all levels;
- c. Facilitate the production of result-orientated LDPs;

- d. Allocate M&E staff in the councils in collaboration with the Local Government Service Commission;
- e. Capacity development of local authority-level M&E staff;
- f. Facilitate community-level engagement in M&E activities;
- g. Mobilise resources for implementing the M&E Policy;
- h. Ensure that by-laws prepared by councils are advancing the implementation of the M&E Policy;
- i. Facilitate the adoption of the nationally acceptable M&E standards, procedures, and guidelines for LAs;
- j. Ensure that the Local Government MIS is functional in all councils;
- k. Monitor compliance with the M&E Policy on all councils to ensure effective implementation;
- l. Ensuring that all LAs operationalise client charters, outlining the minimum level of service that the public can expect;
- m. Utilise M&E findings to inform programme, policy and resource allocation decisions; and
- n. Assist in preparing result-oriented plans (including monitoring and statistics) and budgets.

4.1.6 Ministry of Finance and Economic Affairs

- a. Coordinate the preparation and presentation of the national budget;
- b. Ensure the rational financing of statistics, monitoring and evaluation functions in Government by establishing a chart of accounts, with budget ceilings set in line with this policy;
- c. Ensure that sufficient resources are allocated annually through the national budget to the statistics, monitoring and evaluation functions of the Government in line with this policy;
- d. Monitor budget execution and progress to promote efficiency and effectiveness of all public spending;
- e. Ensure that all public investment projects approved by the Public Sector Investment Programme (PSIP) division, together with the budget division, have a clear monitoring and evaluation plan and sufficient resources for conducting monitoring and evaluation activities;
- f. Release timely and quality information on budget

- execution; and
- g. Report periodically to the Cabinet and Parliament on budget preparation, execution, and performance.

4.1.7 Department of Human Resources

Management and Development

- a. Provide authorisation to create and fill in M&E and statistician positions with qualified personnel;
- b. Facilitate and coordinate the development of terms of reference (TORs) and job descriptions for M&E staff;
- c. Establish a clear career path for M&E personnel;
- d. Provide support for postgraduate studies in M&E; and
- e. Facilitate productivity and performance improvements in all civil service institutions.

4.1.8 Ministries, Departments and Agencies

- a. Provide every quarter data and explanatory information on progress against performance indicators to the ministry responsible for EP&D and OPC;
- b. Ensure all programmes and policies have an M&E plan and adequate resources for implementation;
- c. Engage in internal iterative M&E processes and report to the ministry responsible for EP&D;
- d. Develop sector M&E plans and systems;
- e. Examine the methodological quality of monitoring data collection and analysis;
- f. Utilise the guidelines, instructions, and technical support provided to the M&E;
- g. Utilise M&E findings to inform programme, policy, and resource allocation decisions;
- h. Maintain a Recommendation Implementation Tracking Plan that will keep track of review and evaluation recommendations, agree with follow-up actions, and the status of these actions;
- i. Ensure that a functional MIS is in place;
- j. Plan and budget for monitoring and statistics annually;
- k. Ensure proper coordination and oversight of M&E activities in the MDA;
- l. Independently conduct and commission evaluations and review all projects prior to their approval to ensure

- that they meet agreed M&E requirements;
- m. Take the lead in the identification of own programme-level indicators and the use of data for monitoring performance on the programme;
- n. Ensure that complete and approved M&E reports are made readily available to the public in a timely manner;
- o. Assess and submit M&E staff performance reports to the ministry responsible for EP&D as a coordinating agency of the Economic Common Service; and
- p. Conduct an objective assessment of the M&E function at their institution at least once every five years.

4.1.9 Local Authorities

- a. Produce result-oriented development plans and annual budgets;
- b. Oversee monitoring activities at the council and community levels;
- c. Utilise M&E findings to inform policy and resource allocation decisions;
- d. Ensure that the district administration adheres to the policy;
- e. Strengthen M&E governance structures;
- f. Ensure that all programmes and projects have an M&E plan and adequate resources for implementation;
- g. Ensure that complete and approved M&E reports are easily made available to citizens in a timely manner;
- h. Plan and budget for monitoring and statistics annually; and
- i. Ensuring that a functional Local Government MIS is in place.

4.1.10 Statutory Corporations

- a. Facilitate the implementation of the M&E Policy in all statutory corporations;
- b. Coordinate development of M&E plans and systems in state-owned enterprises;
- c. Ensure that all state corporations assign one or more positions responsible for the statistical production, M&E;
- d. Ensure that a functional MIS is in place;

- e. Plan and budget for monitoring and statistics annually; and
- f. Provide timely and high-quality data on the financial and physical implementation of programmes and projects.

4.1.11 Ministry Responsible for Justice and Constitutional Affairs

- a. Facilitate review of relevant regulatory frameworks;
- b. Identify bottlenecks and gaps in the law in relation to M&E; and
- c. Provide legal advice on any matters that are legal in nature regarding the implementation of this policy.

4.1.12 Pillars and Enablers Coordinating Groups

- a. Facilitate evidence-based policy dialogue with various stakeholders on Pillar and Enabler priorities;
- b. Develop a harmonised joint (Pillar & Enabler) strategy highlighting the objectives, outcomes, outputs, strategies, and activities with indicators and targets;
- c. Conduct routine joint M&E on Pillar & Enabler interventions and projects being implemented;
- d. Conduct joint M&E reviews to assess the progress of the Pillars and Enablers annually;
- e. Disseminate the M&E review report findings to relevant stakeholders;
- f. Discuss capacity-building issues on how to deliver the milestones of Pillars & Enablers;
- g. Develop strategies for addressing the challenges and bottlenecks in the implementation of each Pillar & Enabler;
- h. Iterate and submit joint monitoring reports to the ministry responsible for EP&D and NPC; and
- i. Provide a forum for negotiation, policy dialogue, and agreement on plans and undertakings among Government and other key stakeholders.

4.1.13 Monitoring and Evaluation Voluntary Professional Association

- a. Undertake collaborative review of results-based accountability for the policy;
- b. Ensure improvement in quality of programming and policy results;

- c. Advance M&E standards, ethics, and lesson sharing;
- d. Ensure that MDAs account for the utilisation of M&E budgets;
- e. Disseminate M&E results, lessons, and recommendations;
- f. Provide feedback on government performance and results;
- g. Compliment government on M&E capacity building;
- h. Assist the Government through financial, technical and other forms of assistance to strengthen its performance; and
- i. Advance independent evaluations.

4.1.14 Academia

- a. Provide capacity building on M&E; and
- b. Provide tailor-made training to students/individuals and institutions on M&E.

4.1.15 Parliament

- a. Advanced evidence use in decision-making processes;
- b. Demand evidence for decision-making;
- c. Approve regulatory frameworks that advance M&E;
- d. Assure transparency and accountability in the application of public funds; and
- e. Monitor the implementation of Government programmes and projects.

4.1.16 Development Partners, Private Sectors and Civil Society Organisations

- a. Participate in M&E to advance the objectives of this policy;
- b. Take part in participatory approaches to results-based M&E in development initiatives;
- c. Participate in public sector planning processes at Local Government and sector levels;
- d. Provide quality data on the financial and physical implementation of projects;
- e. Participate in discussion and decision-making committees at programme, sector and national levels;

- f. Provide an external perspective on Government performance and results; Provide feedback to domestic and international constituencies on Government performance and results; and
- g. Assist the Government through financial, technical and other forms of assistance to strengthen its performance.

The OPC, the ministry responsible for EP&D and the NPC play the most significant roles in public sector M&E. To ensure that the roles of each institution do not duplicate the others, they are mutually reinforcing; all three institutions are represented by the National Monitoring and Evaluation Technical Committee and the subcommittees on performance Monitoring Data and Evaluation. These committees provide oversight to ensure that all institutions collaborate on relevant tasks.

4.3 MONITORING AND EVALUATION

The Ministry of Finance and Economic Affairs (MoFEA) is responsible for coordinating, monitoring, and evaluating this policy. A monitoring and evaluation framework was developed to track the outcomes and impact of the policy, as detailed in Annex 2. Implementation tracking relies on data generated through routine monitoring of processes and outputs, while results depend on periodic surveys and data routinely collected through other agencies such as the National Statistical Office (NSO). In short, monitoring will be ongoing and done regularly, while mid-term and end-term evaluations shall be performed after three and five years of implementing the policy, respectively.

4.2 IMPLEMENTATION PLAN

The plan focuses on the action areas whose achievements will generate the planned outcomes and contribute to strategic policy directions. The policy will be implemented by various stakeholders according to their respective roles, as specified in the Implementation Plan presented in Annex 1. The strategies in the Implementation Plan will inform stakeholders of the activities in the work plan.

ANNEX 1

■ TABLE 1: IMPLEMENTATION PLAN

Objective	Strategies	Responsibility	Time Frame						
			2022/23	2023/24	2024/25	2025/26	2026/27		
Policy Priority Area 1: Legal and Strategic Policy Level Requirements for Results-Based M&E									
Policy Statement 1: The policy will ensure strengthened coordination and a clear mandate for the central M&E coordinating agency and other complementary units to coordinate, supervise, and guide all MDAs in RBME									
1.1: To create a conducive M&E environment for evidence-based programming and policy decisions	a) Strengthening Policy and Planning Units in public institutions	MoFEA NSO							
	b) Developing M&E guidelines for the public sector	MoFEA							
	c) Enhancing submission of annual M&E plans and quarterly reports within the public sector	MoLGCU, MoFEA, OPC							
	d) Strengthening coordination mechanism in M&E at all levels	MoFEA							
Policy Statement 2: The policy will ensure that the results-based management for good governance and accountability is enhanced									
1.2: To create a conducive M&E environment for evidence-based programming and policy decisions	a) Setting headline national development indicators for targeted M&E within a specified time frame	NPC MoFEA							
	b) Inclusion of evidence-based decision-making, accountability and learning aspects in public sector performance and other agencies	NPC, MoFEA							
Policy Statement 3: The policy will ensure that systematic RBME of all programmes and policies under related Acts of Parliament is a mandatory requirement.									
1.3: To create a conducive M&E environment for evidence-based programming and policy decisions	a) Initiating the enactment of related Acts of Parliament for compulsory knowledge management and application of RBME in all programmes and policies across all MDAs and councils	MoFEA NSO MoLGCU							
	b) Revamping the M&E systems of all MDAs and councils to a results-focused system	MoFEA MDAs							
	c) Sensitising all CSOs and all other agencies about the need for results-based management for good governance and accountability	MoFEA							

Objective	Strategies	Responsibility	Time Frame				
			2022/23	2023/24	2024/25	2025/26	2026/27
Policy Statement 4: The policy will ensure the implementation of decentralised M&E functions to empower councils to generate and use their own accurate, timely and complete data							
1.4: To produce a well-integrated M&E system that efficiently and effectively contributes to information and learning	a) Developing local authority M&E framework	MoLGCU, NSO, MoFEA					
	b) Empowering local authority structures (i.e.DMECC) with resources and specific M&E skills	MoLGCU, CSOs					
	c) Assessing M&E capacities in district councils	MoFEA					
	d) Reviewing District Development Plans (DDPs)	MoLGCU					
Policy Statement 5: The policy will ensure supporting participatory M&E processes across all sectors.							
1.5: To produce a well-integrated M&E system that efficiently and effectively contribute to information and learning vis-à-vis national development goals	a) Utilising data and reports from CSOs and communities in M&E	MoLGCU					
	b) Providing evaluation feedback to communities and CSOs	MoLGCU, MoFEA					
	c) Reviewing the performance of M&E structures at the grassroots level	MoFEA, MoLGCU					
	d) Providing M&E capacities to local structures (i.e.VDCs, ADC, DEC)	MoFEA,					
	e) Developing user-friendly guidelines for community M&E	MoFEA, MoLG					
Policy Priority Area 2: Institutional and Performance Capacities for M&E							
Policy Statement 1: The policy will ensure that the capacity of M&E personnel and relevant committees at all levels is increased							
2.1: To strengthen M&E capacities of the public sector	a) Developing a personnel skills assessment system for M&E officers in MDAs and LAs	MoFEA, MoLGCU					
	b) Implementing M&E training programme for MDAs and LAs	MoFEA, MoLGCU					
	c) Reviewing curriculum of M&E programme and courses of higher learning institutions	MoE, MoFEA					
	d) Establishment of a university programme on M&E at the tertiary level in public academic institutions	Colleges, Institutes of Higher Education					

Objective	Strategies	Responsibility	Time Frame				
			2022/23	2023/24	2024/25	2025/26	2026/27
Policy Statement 2: The policy will ensure that the implementation of M&E activities among MDAs and LAs is strengthened							
2.2: To strengthen M&E capacities of the public sector	a) Strengthening inter-sectoral M&E coordination committees at all levels	MoFEA, MDAs					
	b) Establishing a clear reporting mechanism for M&E	MoFEA, MDAs					
	c) Spearheading M&E planning and review meetings	MoFEA, MDAs					
		LAs					
	d) Creating and operationalising a forum for knowledge management, learning and information sharing in projects and programmes	MoFEA, MDAs					
	e) Ensuring that all projects undertake a baseline study, mid-term review and final evaluation	MoFEA, MDAs					
Policy Statement 3: The policy will ensure that a functional web-based national M&E MIS is established							
2.3: To produce a well-integrated M&E system that efficiently and effectively contributes to information and learning vis-à-vis national development goals	a) Establishing MISs within sectors and institutions, including council	MDAs,					
		MoFEA					
	b) Ensuring MISs are using standardised tools and compliant with government reporting standards	MoFEA, E-Govt, MDA					
	c) Linking MDAs databases to the central database	E-Govt, MoFEA					
	d) Linking devolved sectors' databases to the council secretariat database						
	e) Enhancing the GWMES connectivity	E-Govt, MDAs					
Policy Statement 4: The policy will ensure proper management of evaluations of policies, programmes, projects and other interventions.							
2.4: To achieve national-wide compliance with M&E principles, standards and good practices	a) Developing a National Evaluation Plan	MoFEA					
	b) Disseminating evaluation findings to the oversight institutions	MoFEA					
	c) Developing an Evaluations Repository	MoFEA					

Objective	Strategies	Responsibility	Time Frame				
			2022/23	2023/24	2024/25	2025/26	2026/27
Policy Statement 5: The policy will ensure the provision of funding with dedicated annual budgets for M&E in all MDAs and LAs							
2.5: To improve adherence to principle standards, ethics and guidelines in M&E at all levels	a) Allocating funding for all M&E operation	MoFEA	Yellow				
	b) Ensuring all MDAs and councils have allocated resources in their budget for M&E activities	NPC, MoFEA		Yellow	Yellow	Yellow	Yellow
Policy Priority Area 3: Implementation of Public Sector M&E Functions for Efficient Results-Based System Delivery							
Policy Statement 1: The policy will ensure the establishment and operationalisation of a vibrant RMBE system at all levels							
3.1: To achieve a national-wide compliance with M&E principles, standards and good practices	a) Establishing guidelines for a results-based M&E system along the internationally accepted ten-steps	MoFEA	Yellow				
	b) Generating and providing quality data and information for continuous monitoring of performance with clear baselines	NSO	Yellow				
	c) Enhancing data utilisation at all levels	NSO		Yellow	Yellow	Yellow	Yellow
Policy Statement 2: The policy will ensure that there is high-quality assurance, standards and ethics for M&E							
3.2: To strengthen M&E capacities of the public sector	a) Reviewing sectoral M&E systems and MIS platforms to ensure quality and foster a culture of M&E	MoFEA		Yellow	Yellow	Yellow	Yellow
	b) Advancing M&E standards and ethics through the Independent M&E Association	MoFEA		Yellow	Yellow	Yellow	Yellow
	c) Establishing an M&E platform where stakeholders share experiences and lessons, thereby promoting the M&E agenda	MoFEA		Yellow	Yellow	Yellow	Yellow
	d) Creating a conducive environment for the formation of an independent VOPA for M&E	MoFEA VOPA		Yellow	Yellow	Yellow	Yellow
	e) Linking VOPA to M&E coordinating ministry as its secretariat for initial operational support and technical guidance	MoFEA VOPA		Yellow	Yellow	Yellow	Yellow

Objective	Strategies	Responsibility	Time Frame				
			2022/23	2023/24	2024/25	2025/26	2026/27
Policy Statement 3: The policy will ensure the development and execution of applicable financial sanctions for non-adherence and non-completion of approved and funded work plans							
3.3: To create a conducive M&E environment for evidence-based programming and policy decisions	a) Providing funding on condition that the previous annual work plans and budgets were fully implemented accordingly	MoFEA					
	b) Executing applicable sanctions for non-adherence of approved work plans	MoFEA					
	c) Conducting annual performance reviews and providing recommendations	MoFEA					
	d) Budgeting and financing programmes based on reviews of performance in the MDAs conducted by the M&E coordinating ministry						

ANNEX 2

■ TABLE 2: MONITORING AND EVALUATION FRAMEWORK

Objective	Strategic Outputs	Performance Indicators	Target	Baseline	Source of Verification (SoV)	Assumptions (A) and/ Risks (R)
Policy Priority Area 1: Legal and Strategic Policy Level Requirements for Results-Based M&E						
Policy Statement 1: The policy will ensure that there is strengthened coordination and a clear mandate to the central M&E coordinating agency and other complementary units to coordinate, supervise, and guide all MDAs in RBME						
1.1: To create a conducive M&E environment for evidence-based programming and policy decisions	a) Planning Units of public institutions (MDAs & LAs) strengthened b) M&E Guidelines developed and adopted by public institutions c) Annual M&E plans and quarterly reports submission enhanced d) M&E coordination strengthened at all levels	a) Percentage of MDAs with specialised M&E desks that are functional b) Percentage adoption and use of M&E guidelines c) Number of agencies (MDAs & LAs) submitting quarterly reports d) Frequency of M&E technical meetings conducted	100% 100% All Agencies Quarterly	56% - 16 2	Observation of functioning, equipped and staffed desks in MDAs and LAs M&E Guidelines published M&E Plans and Reports Minutes	A: Skilled personnel accessible and on Government Payroll A: MDAs and LAs comply and submit timely A: Resources will be available
Policy Statement 2: The policy will ensure that results-based management for good governance and accountability is enhanced						
1.2: To create a conducive M&E environment for evidence-based programming and policy decisions	a) Headline indicators for national development plans prepared b) Evidence-based public sector performance report produced	a) Number of indicators agreed b) Number of public sectors using evidence in making decisions, demonstrating accountability and learning	List of headline indicators 16	MW 2063 M&E Framework 0	Compendium of headline indicators Sector reports	Leadership commitment

Objective	Strategic Outputs	Performance Indicators	Target	Baseline	Source of Verification (SoV)	Assumptions (A) and/ Risks (R)
Policy Statement 3: The policy will ensure that there is a mandatory requirement for systematic RBME of all programmes and policies under related Acts of Parliament						
1.3: To create a conducive M&E environment for evidence based programming and policy decisions	a) Acts of Parliament for compulsory knowledge management and application of RBME on all programmes and policies enacted	a) Proposal for the new Act on compulsory application of RBME approved by Parliament	Approval of the Act	-	Parliamentary Gazette	A: Political support
	b) RBME systems of all MDAs and LAs revamped	b) Percentage of MDAs and LAs that have embraced the RBME system	100%	12.6%	M&E Records and their operations	
	c) CSOs and all other agencies sensitised on results-based management for good governance and accountability	c) Percentage of CSOs and other agencies sensitised on results-based management for good governance and accountability	100	0	Annual work plans and reports	R: Funds availability
Policy Statement 4: The policy will ensure the implementation of decentralised M&E functions to empower district councils to generate and use their own accurate, timely and complete data						
1.4: To produce a well-integrated M&E system that contributes to improved access to information and learning	a) Local M&E indicators developed	a) Number of LAs that have developed local indicators	35	-	Indicator Matrices for LAs	
	b) District structures empowered with resources and specific M&E skills	b) Percentage of district structures (i.e. DMECCs) empowered	80%	-	Reports	A: Partners will support
	c) M&E capacities in district councils assessed	c) Number of district councils where M&E capacity assessment was conducted	35	-	M&E capacity assessment report	
	d) District Development Plans reviewed	d) Number of DDPs reviewed	28	-	Copies of reviewed DDPs	
Policy Statement 5: The policy will ensure supporting participatory monitoring and evaluation processes across all sectors						
1.5: To produce a well-integrated M&E system that contributes to improved access to information and learning	a) M&E data and reports from CSOs and communities utilised	a) Percentage levels of data utilisation from CSOs and communities	100%	-	Reports	A: CSOs willingness to participate in M&E
	b) Evaluation feedback to communities and CSOs provided	b) Frequency of evaluation feedback	Quarterly	-	Reports (M&E) from LAs, CSOs umbrella organisations	A: District skilled personnel available
	c) Performance of M&E structures at grassroots level reviewed	c) Number of Performance Audits conducted at LAs	8	-	Reports	
	d) M&E capacities at local structures developed	d) Number of LAs trained in M&E	35	-	Training Materials, and Training Report	

Objective	Strategic Outputs	Performance Indicators	Target	Baseline	Source of Verification (SoV)	Assumptions (A) and/ Risks (R)
Policy Priority Area 2: Institutional and Performance Capacities for M&E						
Policy Statement 1: The policy will ensure that the capacity of M&E personnel and relevant committees at all levels is increased						
2.1: To strengthen M&E capacities of the public sector	a) M&E skills assessment system and tool developed b) M&E training programme implemented c) M&E curriculum for public higher learning institutions reviewed d) M&E programme and courses established at the tertiary level in public academic institutions	a) M&E skills assessment conducted b) Number of MDAs and LAs trained c) Number of public higher learning institutions reviewed their M&E curriculum d) Number of public academic institutions that have introduced M&E programmes and courses at the tertiary level			M&E Capacity Assessment Tool Reviewed Curriculum University Programmes with M&E	Resources available
			12	-	Training Plan, and Training Report	
			5	-		
			5	-		A: There will be demand for M&E courses
Policy Statement 2: The policy will ensure that the implementation of M&E activities among MDAs and LAs is strengthened						
2.2: To strengthen M&E capacities of the public sector	a) Inter-sectoral M&E coordination committees strengthened b) M&E reporting mechanism established c) M&E planning and review meetings conducted d) Forums for knowledge management, learning and information sharing created	a) Number of M&E coordination committees revamped b) Percentage of targeted M&E units regularly submitting M&E data and reports to the ministry c) Number of M&E planning and review meetings held annually d) Number of meetings on knowledge management and information sharing organised annually	3 100% 4 4	1 22% - -	Meeting minutes Reports/ Data submitted Minutes Minutes/ Reports	Political support and strong oversight
Policy Statement 3: The Government will ensure that a functional web-based information management system is established						
2.3: To produce a well-integrated M&E system that contributes to improved access to information and learning	a) MISs within sectors and public institutions established b) MISs with standardised tools and compliant with the Government reporting format established c) MDAs with databases linked to central database (HN-MIS)	a) Percentage of sectors and institutions with operational MISs b) Number of MISs that are using standardised tools c) Percentage of MDAs and LAs databases linked to the central database (HN-MIS)	100% 33 80%	0 4 0	Operational MISs available Interoperable MISs Availability of functional databases	R: Funds availability Resources available MDAs Commitment

Objective	Strategic Outputs	Performance Indicators	Target	Baseline	Source of Verification (SoV)	Assumptions (A) and/ Risks (R)
2.3: To produce a well-integrated M&E system that contributes to improved access to information and learning	d) GWMES connectivity enhanced	d) Percentage of MDAs connected to a reliable GWMES	100%	20	MDAs Report	Leadership Commitment
Policy Statement 4: The policy will ensure proper management of evaluations of policies, programmes, projects and other interventions						
2.4: To produce a well-integrated M&E system that contributes to improved access to information and learning	a) National Evaluation Plan developed	a) Availability of National Evaluation Plan	1	0	Evaluation Plan	A: Leadership Support
	b) Disseminating evaluation findings to, among others, the oversight institutions disseminated	b) Number of evaluations dissemination forums held	2 Annually	0	Review Annual Reports	A: Leadership Commitment
	c) Evaluations Repository developed	c) Evaluation Repository in place	1	0	Evaluation Repository	Availability of Resources
Policy Statement 5: The policy will ensure the provision of funding with dedicated annual budgets for M&E in all MDAs and LAs						
2.5: To strengthen M&E capacities of the public sector	a) Funding for all M&E operations allocated	a) Percentage of MDAs and LAs with budget lines for M&E	100%	-	Annual Budgets	A: Political support and strong oversight
	b) All MDAs and LAs with allocated budget for monitoring	b) Number of MDAs and LAs allocated funds (10%) for development project monitoring	100%	-	Annual Budgets	A: Leadership Commitment
	c) All project evaluations with budget allocation (baseline, mid-term review and final evaluation)	c) Number of MDAs and LAs that have budgeted project evaluations	100%	-	Annual Budgets	A: Leadership Commitment
Policy Priority Area 3: Implementation of M&E Functions for Efficient Results-Based System Delivery						
Policy Statement 1: The policy will ensure the establishment and operationalisation of a vibrant, results-based M&E system at all levels						
3.1: To strengthen M&E capacities of the public sector	a) M&E guidelines for RMBE established	a) M&E guidelines developed and operationalised by MDAs and LAs	1	0	M&E Guideline	A: Leadership Commitment
	b) Quality data and information for continuous monitoring of performance generated	b) Number of data quality audits conducted	4	0	Data Quality Audit Reports	
	c) Data and information utilisation at all levels enhanced	c) Change in M&E data and information demand by users (i.e. MDAs and LAs)	90%	30	Rapid Assessment Report	

Objective	Strategic Outputs	Performance Indicators	Target	Baseline	Source of Verification (SoV)	Assumptions (A) and/ Risks (R)
Policy Statement 2: The policy will ensure that there is high-quality assurance, standards and ethics for M&E						
3.2: To strengthen M&E capacities of the public sector	a) Sectoral M&E systems and MIS platforms reviewed	a) Number of M&E systems and MIS platforms reviews conducted	80%	20%	Quarterly Review Reports	A: Leadership Commitment
	b) M&E standards and ethics advanced through the Independent M&E Association	b) Number of M&E standards and ethics forums conducted	4	-	Forum Report	R: Resources availability
	c) M&E platform for sharing experiences and lessons established	c) Number of M&E forums established	2	1	M&E Forums Report	
	d) Conducive environment to establish VOPA	d) Independent VOPA established and registered	1	0	VOPA Registration Certificate	
	e) VOPA linked to M&E coordinating ministry as its temporary Secretariat	e) Secretariat for VOPA established at M&E coordinating ministry	1	0	Office space	
Policy Statement 3: The policy will ensure the development and execution of applicable financial sanctions for non-adherence and non-completion of agreed and funded work plans						
3.3: To strengthen M&E capacities of the public sector	a) Providing funding on condition that the previous annual Work Plans and Budgets were implemented accordingly	a) Percentage funding pegged to adherence to completion of previous annual Work Plans and Budgets	100%	0	National Budget, Expenditure Reports	A: Leadership Commitment
	b) Applicable financial sanctions executed for non-adherence to annual Work Plans versus approved Budget	b) Reduction of non-adherence to annual Work Plan against the annual programme-based Budget	0%	-	Approved Annual Budget and Expenditure Reports	A: Leadership Commitment
	c) Annual Budget and Work Plan reviews conducted	c) Number of MDAs and LAs Work Plans and Reviews conducted	4	0	Review Report	
	d) Budget allocation and funding-based on MDAs and LAs implementation performance	d) Number of MDAs and LAs Budget and Performance Assessment conducted annually	2	0	Budget Performance Analysis Report	



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