ESTABLISHING MONITORING & EVALUATION SYSTEMS FOR LOCAL GOVERNMENT (AND OTHER SUBNATIONAL GOVERNMENTS)

Workshop at National Evaluation Capacities Conference Hurghada, Egypt Presenter: Angela Bester

Programme

Time	Activity
------	----------

08:00 – 09:00 Registration

09:00 - 10:30 Session 1

10:30 - 11:00 Break

11:30 – 13:00 Session 2

13:00 – 14:00 Lunch

14:00 – 15:30 Session 3

15:30 – 16:00 Break

16:00 – 17:30 Session 4

Session 1

Monitoring & evaluation at sub-national level: Why it matters for SDGs

Local government and SDGs

- Local government was 'left behind' in MDGs
- Lessons from MDGs and role of local government
 - Importance of ownership of goals
 - Huge challenge of data
 - Importance of intergovernmental coordination in federal systems
 - Funding for local government

Local government and SDGs

- Inclusion of SDG 11 recognises role of urban local government in accelerating development – transformative role of cities
- Local government's role goes beyond SDG 11, not only as implementers of development agenda, but as policymakers and shapers of the development agenda
- United Cities and Local Governments (UCLG) identified
 93 SDG targets relevant for local government





Access to basic services (target 1.3)





Access to land for production (target 2.3)





Reduce road accidents (target 3.6)





Access to ECD (target 4.2)





Mainstream gender





Equitable sanitation (target 6.2)





Affordable energy for all (target7.1)



Informal sector (target 8.1)



Local roads (target 9.1)





Citizen engagement (Target 10.2)







Waste management (target 12.4)





Climate change planning (target 13.b





Protect coastal ecosystems (target 14.2)



Conservation (target 15.1





Reduce corruption (target 16.5





Multistakeholder partnerships (target 17.11)

Challenges of M&E in local governments

- Operating environment
- Organizational culture
- Institutional arrangements
- Human capacity
- Technical challenges
- Support to local government

Common challenges

Disabling environment

- Uncoordinated demands for information from national level
- Unrealistic indicator sets from national ministries
- Absence of good policy frameworks to support local government M&E

Organizational culture

- M&E not valued
- M&E emphasis on accountability
 punishment, not about learning and improvement
- □ No or low demand for M&E
- Leaders do not understand M&E
- Lack of transparency
- Pressure to change findings

Common challenges

Institutional arrangements

- Weak M&E 'units'
- Lack of authority
- Insufficient budget
- M&E not part of organization's planning

Human capacity

- Insufficient staff with M&E skills and qualifications
- Add-on function
- Lack of capacity of councillors and managers to demand and use information

Common challenges

Technical challenges

- Misalignment between local systems and national/regional systems
- Poor data quality
- Lack of data for specific needs
- Fragmented data sources
- Outdated analytical tools
- Equipment

Support for local government

- National/state ministries not able to provide adequate support
- Too removed from day-to-day realities of local government
- Impose frameworks, reporting etc. without adequate consultation and testing

Session 2 and 3

Assessing monitoring & evaluation capacity at sub-national level

Why assess capacity

- Tendency to develop the technical side of monitoring & evaluation systems without understanding existing capacity
- Good technical systems not implemented effectively or don't yield expected results because of other capacity factors

Assessing institutional capacity

- Many instruments or tools available
- Questionnaires, surveys, self-assessment tools
- Approach is as important as the tool
 - Purpose of assessment supportive or punitive?
 - Meet resistance if assessment is imposed
 - Sensitivities of conducting capacity assessments
 - Credibility of persons conducting/facilitating assessment

Overview of workshop tool

- Very basic tool
- Designed to use as entry-level self-assessment to identify capacity gaps
- Picks up areas where deeper analysis is needed to understand root causes of problems
- Uses rubrics depicting progressive levels of capacity
- Emphasis on discussion and not the score
- Generates ideas for strengthening capacities

Overview of workshop tool

- Can be used by single municipality or by national/state/district level charged with supporting several municipalities
- Should be adapted to country context
- Can be made more sophisticated with weightings, web-based etc.

Overview of tool

- Based on six pillars
- Adopts a systems approach so pillars are interrelated
 e.g. organizational culture influences human resources
 and institutional arrangements of M&E function
- Choice of items covered under each pillar is based on areas commonly identified as essential for effective and efficient M&E function

OVERVIEW OF CAPACITY ASSESSMENT

PILLAR 1 Enabling environment 1.1 Local government legislation 1.2 Local government M&E policy 1.3 Commitment to localising SDGs 1.4 National M&E policy	PILLAR 2 Organizational culture 2.1 Value M&E 2. Relevance of M&E for SDGs 2.3 Results-orientation 2.4 Demand for and use of M&E 2.5 Transparency and accessibility of results	PILLAR 3 M & E function in local government 3.1 Institutional arrangements 3.2 Governance of M&E 3.3 Financing of M&E 3.4 Planning 3.5 Quality assurance
PILLAR 4 Human resources 4.1 Competency framework 4.2 Minimum qualifications 4.3 SDG knowledge- M&E staff 4.4 SDG knowledge – councillors 4.5 SDG knowledge – other staff 4.6 Capacity of councillors 4.7 Capacity of managers	PILLAR 5 M&E (technical) system 5.1 Tracking service delivery 5.2 SDG-readiness 5.3 Data quality and security 5.4 Infrastructure 5.5 Innovation in data sourcing	PILLAR 6: Partnerships and support 6.1 National/state/provincial ministries supporting local government 6.2 Participation in local government networks 6.3 Partnerships with other institutions

Levels of capacity

Level/Score	Interpretation	Support required
1	Little or no capacity	Intensive support
2	Moderate/emerging capacity	Strong support
3	Good capacity	Light support
4	Very good capacity	Enrol to support others

PILLAR 1: ENABLING ENVIRONMENT FOR LOCAL GOVERNMENT 1.1 Local government legislation	
There is no reference to monitoring and evaluation in the Local Government Act (country equivalent)	1
Monitoring and evaluation is implicit in the Local Government Act	2
The Local Government Act makes provision for monitoring and evaluation by local government of its administration and performance	3
The Local Government Act makes provision for monitoring and evaluation by local government of its administration and performance. It also sets out requirements for reporting.	4
Agreed level/score	
Comments	

PILLAR 1: ENABLING ENVIRONMENT FOR LOCAL GOVERNMENT

1.2 Local government monitoring and evaluation policy or an evaluation policy

	Level/Score
The municipality does not have a monitoring and evaluation policy	1
The municipality does not have a monitoring and evaluation policy but have guidelines for monitoring and evaluation	2
The municipality has a monitoring and evaluation policy that guides the monitoring and evaluation function. It sets out some of the following: norms and standards for practice, institutional arrangements, reporting results, and a follow up system for improvements recommended. The policy makes reference to the SDGs.	3
The municipality has a comprehensive monitoring and evaluation policy that guides the monitoring and evaluation function. It sets out norms and standards and ethics for practice, institutional arrangements, reporting results, and a follow up system for improvements recommended. The policy makes reference to the SDGs. The policy is accessible to all staff. Councillors and external stakeholders/citizens.	4
Agreed level/score	
Comments	

PILLAR 1: ENABLING ENVIRONMENT FOR LOCAL GOVERNMENT 1.3 Formal commitment to localising the SDGs	
There is no formal council decision on the adoption of the SDGs.	1
There is awareness of the SDGs and proposal for formal adoption.	2
The council has formally adopted the SDGs and has called for alignment of the municipality's plans with the SDGs.	3
The council has formally adopted the SDGs. The municipality's plans have been aligned with the SDGs and priority indicators and targets have been selected.	4
Agreed level/score	
Comments	

PILLAR 1: ENABLING ENVIRONMENT FOR LOCAL GOVERNMENT 1.4 National monitoring and evaluation policy	
There is no national monitoring and evaluation policy	1
There is no national monitoring and evaluation policy but there are guidelines for monitoring and evaluation. Guidelines do not make provide guidance to subnational governments.	2
There is a national monitoring and evaluation policy that provides guidance to subnational governments. The policy makes reference to the SDGs.	3
There is a national comprehensive monitoring and evaluation policy that guides the monitoring and evaluation function at sub-national level. The policy recognises the specific contexts and needs of sub-national governments. The policy makes reference to the SDGs.	4
Agreed level/score	
Comments	

PILLAR 2: ORGANIZATIONAL CULTURE 2.1 Value monitoring and evaluation	
Councillors and officials do not see the relevance of monitoring and evaluation for the municipality or have little or no understanding of monitoring and evaluation	1
A few councillors and officials see some relevance of monitoring and evaluation	2
Several councillors and senior managers appreciate the relevance of monitoring and evaluation for accounting for performance and for improving service delivery.	3
Councillors and all levels of the municipality appreciate the relevance of monitoring and evaluation for accounting for performance and for improving service delivery.	4
Councillors and senior managers actively champion monitoring and evaluation in the municipality.	
Agreed level/score	
Comments	

PILLAR 2: ORGANIZATIONAL CULTURE 2.2 Relevance of monitoring and evaluation for SDGs attainment	
There is little or no appreciation of the relevance of monitoring and evaluation for achievement of the SDGs	1
There is some appreciation of the relevance of monitoring and evaluation for achievement of the SDGs among councillors and senior management in local government	2
Councillors and senior managers have a good appreciation of the relevance of monitoring and evaluation for achievement of the SDGs	3
Councillors and all levels of the municipality appreciate the relevance of monitoring and evaluation for achievement of the SDGs.	4
Councillors and senior managers actively champion monitoring and evaluation as a tool for tracking SDG targets, and for learning/improving delivery on SDG targets	

Agreed level/score

Comments

PILLAR 2: ORGANIZATIONAL CULTURE	
2.3 Results-orientation	
	Level/Score
The municipality focuses on inputs and activities and does not consider the results it wants to achieve.	1
The municipality is beginning to appreciate the need to consider the results it wants to achieve.	2
The municipality has a strong results-orientation. The municipality programmes are based on a clear logic that expresses the intended results (outputs and outcomes) and how they will be measured.	3
The municipality has a strong results-orientation. The municipality programmes are based on a clear logic that expresses the intended results (outputs and outcomes) and how they will be measured. The municipality monitors and reports on programme results.	4
Agreed level/score	
Comments	

PILLAR 2: ORGANIZATIONAL CULTURE 2.4 Demand for and use of monitoring and evaluation results	
Councillors and/or senior management do not seek monitoring information or evaluation of service delivery.	1
Councillors and/or senior management seek monitoring information or evaluation of service delivery in exceptional circumstances (e.g. local government elections, specific request from national ministry, request from donor).	2
Councillors and senior management routinely seek monitoring information and evaluation results to inform decisions on budgets and programmes.	3
Councillors and senior management routinely seek monitoring information and evaluation results to inform decisions on budgets and programmes. Programme managers routinely use monitoring information and evaluation results to improve service delivery.	4
Agreed level/score	

Comments

2.5 Transparency and accessibility of results	
	Level/Score
The municipality publishes some information on key indicators in the annual report. Results of evaluations are not made public.	1
Some of our key indicators (e.g. development indicators, service delivery indicators) are published on the municipality's website and in the annual reports.	2
Monitoring information and/or results of evaluations are published routinely on the municipality's website. The municipality has an indicator tracker on its website.	3
Monitoring information and/or results of evaluations are published routinely on the municipality's website.	4
The municipality has an indicator tracker on its website and includes SDG indicators.	
The municipality actively raise awareness about the availability of information.	
The municipality uses mechanisms such citizen engagement opportunities to share information.	
Agreed level/score	

2.1 Institutional arrangements for MOE

	Level/Score
There is no dedicated unit or individual within the organization that performs and/or coordinates monitoring and evaluation activities.	1
There is no dedicated unit but there is someone responsible for the monitoring and evaluation functions within the municipality.	2
There is a formally established unit (on the organization chart of the municipality) headed by a senior official.	3
There is a formally established unit (on the organization chart of the municipality) headed by a senior official. The number and level of positions are suitable for the unit to perform its mandated functions.	4
Agreed level/score	

PILLAR 3 MONITORING & EVALUATION FUNCTION	
3.2 Governance of M&E function	
Standard: The monitoring and evaluation function is able to function with relative autonomy from other management functions in the municipality (i.e. no interference)	
	Level/Score
The monitoring and evaluation function is not functionally autonomous of line management	1
The M&E function reports to a senior manager and has some autonomy in determining the work programme etc. but no independence in reporting results	2
The M&E function reports to a senior manager (below the head of the organization). There is an internal committee that has oversight of the unit's work plans, budgets and reports to bolster its independence.	3
The M&E function reports directly to the administrative head of the municipality or to the head of the internal audit function. There is an internal committee that has oversight of the unit's work plans, budgets and reports to bolster its independence. The independence/autonomy of the M&E function is explicit in the M&E policy	4
Agreed level/score	
Comments	

3.3 Financing M&E function

	Level/Score
The monitoring and evaluation function is funded exclusively from external sources (donors, private sector, philanthropic foundations, national government)	1
The municipality funds some positions performing monitoring and evaluation functions. It mobilises financing from external financing to fill the funding gaps.	2
The municipality funds all the positions performing monitoring and evaluation functions and the monitoring and evaluation of most of its programmes. It mobilises financing from external financing to fill the funding gaps.	3
There is a dedicated budget for monitoring and evaluation. The municipality funds all the positions performing monitoring and evaluation functions. Monitoring and evaluation budgets for programmes are integrated into the budget of the municipality.	4
Agreed level/score	
Comments	

3.4 Planning

	Level/Score
The municipality does not have a rolling plan of evaluations. Evaluations are conducted as the need or requirement for an evaluation arises.	1
The municipality has an annual evaluation plan that is aligned with the municipality's annual plan. Funds for implementation are mobilised as the need arises.	2
The municipality has an annual evaluation plan that is aligned with the municipality's annual plan. There is a budget for its implementation.	3
The municipality has a three-year rolling plan of evaluations that is reviewed and updated annually. The plan is informed by inputs from users and stakeholders. The plan is costed and an annual budget allocation is made for its implementation.	4
Agreed level/score	
Comments	

3.5 Quality assurance

	Level/Score
There are no quality assurance measures or mechanisms in place for the monitoring and evaluation function	1
There is no quality assurance framework, but major evaluation reports are peer reviewed internally.	2
The municipality uses a quality assurance framework for its monitoring and evaluation plans and reports.	3
The municipality uses a quality assurance framework for its monitoring and evaluation plans and reports. The monitoring and evaluation function undergoes external peer review every three-to-five years to ensure the quality of its work.	4
Agreed level/score	

PILLAR 4: HUMAN RESOURCES	
4.1 Competency framework	
	Level/Score
The municipality does not use a competency framework for monitoring and evaluation staff or know what knowledge and skills staff require	1
The municipality has an idea of what the knowledge and skills our staff need to do the work but this is not formalised into a competency framework	2
The municipality borrows from different competency frameworks that it has seen in other organizations/levels of government/countries	3
The municipality have its own competency framework that is based on the unique requirements of the municipality	4
Agreed level/score	
Comments	

PILLAR 4: HUMAN RESOURCES	
4.2 Appropriate qualifications	
	Level/Score
No staff have appropriate qualifications for monitoring and evaluation	1
Fewer than half of staff have appropriate qualifications for monitoring and evaluation	2
Most or all staff have appropriate qualifications for monitoring and evaluation	3
Most or all staff have appropriate qualifications for monitoring and evaluation.	4
Staff are encouraged to improve their monitoring and evaluation qualifications	
Agreed level/score	
Comments	

PILLAR 4: HUMAN RESOURCES 4.3 Awareness and understanding of SDG indicators and targets — M&E staff	
Monitoring and evaluation staff are not aware of the SDG indicators and targets for local government	1
Monitoring and evaluation staff have some awareness of the SDG indicators and targets for local government	2
Monitoring and evaluation staff have received orientation/training in SDGs indicators and targets and are have a good understanding of the indicators and targets adopted/to be adopted by the municipality.	3
Monitoring and evaluation staff have an excellent understanding of the SDG indicators and targets that the municipality has adopted/propose to adopt, and	4

Comments	
Agreed level/score	
interventions.	
able to design monitoring systems, and/or design evaluations of SDG-related	
indicators and targets that the municipality has adopted/propose to adopt, and	·
Monitoring and evaluation staff have an excellent understanding of the SDG	4
targets adopted/to be adopted by the municipality.	
indicators and targets and are have a good understanding of the indicators and	
Monitoring and evaluation staff have received orientation/training in SDGs	3
targets for local government	

PILLAR 4: HUMAN RESOURCES	
4.4 Awareness SDG indicators and targets for local government- councillors	
	Level/Score
Councillors are not aware of the SDG indicators and targets for local government	1
Councillors have some awareness of the SDG indicators and targets for local government	2
Councillors have received orientation on SDGs indicators and targets and have a good understanding of the indicators and targets adopted/to be adopted by the municipality.	3
Councillors have an excellent understanding of the SDG indicators and targets that the municipality has adopted/propose to adopt, and actively promote the SDGs	4
Agreed level/score	
Comments	

PILLAR 4: HUMAN RESOURCES

4.5 Awareness SDG indicators and targets for local government- municipal staff

	Level/Score
Municipal staff are not aware of the SDG indicators and targets for local government	1
Municipal staff have some awareness of the SDG indicators and targets for local government	2
Municipal staff have received orientation on SDGs indicators and targets and are have a good understanding of the indicators and targets adopted/to be adopted by the municipality.	3
Municipal staff have an excellent understanding of the SDG indicators and targets that the municipality has adopted/propose to adopt, and actively promote the SDGs. They are integrating SDG indicators and targets in their plans.	4
Agreed level/score	
Comments	

PILLAR 4: HUMAN RESOURCES 4.6 Capacity of Councillors Councillors have very limited capacity to interpret and evaluation reports

	Level/Score
Councillors have very limited capacity to interpret and interrogate monitoring and evaluation reports	1
Councillors have some capacity to interpret and interrogate monitoring and evaluation reports	2
Councillors have adequate capacity to interpret and interrogate monitoring and evaluation reports.	3
Councillors have good capacity to interpret and interrogate monitoring and evaluation reports. They make comments on reports and follow up on council decisions on reports.	4
Agreed level/score	
Comments	

PILLAR 4: HUMAN RESOURCES

4.7 Capacity of municipality managers

	Level/Score
Municipality managers have very limited capacity to interpret and interrogate monitoring and evaluation reports	1
Municipality managers have some capacity to interpret and interrogate monitoring and evaluation reports	2
Municipality managers have adequate capacity to interpret and interrogate monitoring and evaluation reports.	3
Municipality managers have good capacity to interpret and interrogate monitoring and evaluation reports. They make comments on reports and follow up on management decisions on reports.	4
Agreed level/score	
Comments	

5.1 Tracking service delivery	
	Level/Score
The municipality is not able to track any of its services.	1
The monitoring system is fragmented and tracks some of the municipality services	2
The monitoring system is comprehensive and integrated allowing the municipality to track all its main services.	3
The monitoring system is comprehensive and integrated, allowing the municipality to track all its main services. The municipality has real-time data on its service deliver and is able to aggregate and disaggregate the data as it requires.	· ·
Agreed level/score	

Level/Score 1 2
2
3
4

PILLAR 5: MONITORING & EVALUATION (TECHNICAL) SYSTEM

5.3 Data quality and security

	Level/Score
There is no data quality policy or procedures to ensure data quality or data security in the municipality	1
The municipality has a policy on data quality and/or data security but it is not applied consistently within the municipality.	2
A data quality policy and operational procedures are in place and applied consistently within the municipality. Controls are in place to ensure data security. There is a framework in place for managing the sharing of data with other organizations.	3
A data quality policy and operational procedures are in place and applied consistently within the municipality. Controls are in place to ensure data security. There is a framework in place for managing the sharing of data with other organizations. Data quality is reviewed annually.	4
Agreed level/score	
Comments	

5.4 Infrastructure	
	Level/Score
nfrastructure for the monitoring and evaluation function is poor/limited	1
The monitoring and evaluation has basic infrastructure with significant gaps	2
The monitoring and evaluation function is adequately resourced with computer hardware and software and office space to perform its functions effectively and efficiently.	3
The monitoring and evaluation function is well resourced with computer hardware and software and office space to perform its functions effectively and efficiently	
Agreed level/score	

PILLAR 5: MONITORING & EVALUATION (TECHNICAL) SYSTEM	
5.5 Innovation in sourcing data for SDG monitoring	
	Level/Score
The municipality has not considered innovative approaches to sourcing data for monitoring SDG targets	1
The municipality is exploring/beginning to adopt innovative approaches to sourcing data for monitoring SDG targets	2
The municipality has adopted one innovative approach to source data (examples: social media, citizen-based monitoring, collaboration with external partners, technology for real-time data)	3
The municipality uses several innovative approaches to source data (examples: social media, citizen-based monitoring, collaboration with external partners, technology for real-time data).	4
Agreed level/score	

Comments

PILLAR 6: PARTNERSHIPS AND SUPPORT

6.1 Guidance and support from national/state level

	Level/Score
There is no support available from national/state/provincial ministries for monitoring SDG targets	1
There is support available from national/state/provincial ministries, but it is limited or the municipality does not seek support from them.	2
The municipality seeks and receives adequate guidance and support from national ministries/state/provincial ministries to monitor SDG targets. This includes orientation on SDGs and frameworks for reporting on progress against national/state/provincial targets.	3
The municipality seeks and receives comprehensive support from national ministries to monitor SDG targets. This includes orientation on SDGs, frameworks for reporting on progress against national/state/provincial targets, focal persons in national/state/provincial ministries to direct requests for assistance.	4
Agreed level/score	
Comments	

PILLAR 6: PARTNERSHIPS AND SUPPORT 6.2 Participation in local government networks	
The municipality does not participate in local government networks/ there are no local government networks	1
The municipality sometimes participate in local government networks	2
The municipality actively participates in local government networks for learning and knowledge exchange	3
The municipality is an active contributor to local government networks and is seen as a valuable contributor by other municipalities in the network	4
Agreed level/score	
Comments	

PILLAR 6: PARTNERSHIPS AND SUPPORT 6.3 Partnerships with other institutions	
The municipality does not encourage partnerships with other institutions.	1
The municipality is developing a partnership strategy to enable it to build and manage effective partnerships with a diverse range of institutions.	2
The municipality actively pursues partnerships with academic institutions, think-tanks, private sector, civil society organizations to enhance its capacities in monitoring and evaluation.	3
The municipality has partnerships in place with non-state organizations. These partnerships are governed by formal agreements and are mutually beneficial.	4
Agreed level/score	
Comments	

PILLAR 1: ENABLING ENVIRONMENT	
1.1	
1.2	
1.3	
1.4	
PILLAR 2: ORGANIZATIONAL CULTURE	
2.1	
2.2	
2.3	
2.4	
2.5	

PILLAR 3: MONITORING & EVALUATION FUNCTION	
3.1	
3.2	
3.3	
3.4	

PILLAR 4: HUMAN CAPACITY	
4.1	
42	
4.3	
4.4	
4.5	
4.6	
4.7	

PILLAR 5: MONITORING & EVALUATION (TECHNICAL) SYSTEM)		
5.1		
5.2		
5.3		
5.4		
5.5		
PILLAR 6: PARTNERSHIPS AND SUPPORT		
6.1		
6.2		
6.3		