

# Monitoring and Evaluation Policy

Ministry of General Education and Instruction.

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## Foreword

Education has never been more central to the Government's economic agenda, and my Ministry is mandated and is at the forefront of delivering the vital education services which will support the realization of aspirations of South Sudan contained in the General Education Act 2012, the South Sudan Vision 2040 and other strategic instruments.

We need to maintain a strong evidence base to help us step up to the challenge and guide our activities. Finding out whether or not our investments and policy decisions have been effective, delivered value for money, and achieved anticipated outcomes is an essential part of maintaining and developing that evidence base.

As a professional and learning organization, the Ministry of General Education and Instruction is committed to understanding what we do well and where we should aspire to do better. This is a fundamental part of delivering an effective education service for the citizens of the Republic of South Sudan.

I am, therefore, pleased to introduce The Monitoring and Evaluation Policy, which is a national framework to enhance our approach to monitoring and evaluation. This policy sets our direction moving forward, and outlines where we aspire to be in the future as regards the management of General Education in South Sudan. It is intended to provide greater assurance and accountability that, in times of constrained resources, the Ministry of General Education and Instruction is making the right decisions and is maximizing the impacts of its spending.

To achieve our ambition we will expect to work closely with education partners and wider stakeholders, so we can continue to develop and refine our education programme beginning now and in the future.



**Hon. Deng Deng Hoc Yai,**  
**Minister of General Education and Instruction**  
Republic of South Sudan

## 1.0 Executive Summary

The Ministry of General Education and Instruction (MoGEI) has formulated a Monitoring and Evaluation Strategy that will guide the operation and development of its monitoring and evaluation activities.

Monitoring and evaluation are key activities for any learning organisation which aims progressively to improve its performance. They allow for systematic learning from past and current activities - "what works/what doesn't work" and "why" - so that good practice can be replicated in the future and mistakes and poor outcomes avoided.

This policy sets out standard behaviors for enhancing the generation of good quality monitoring and evaluation evidence, which will be integrated into the Ministry of General Education and Instruction decision making and delivered within a robust and proportionate governance framework. This is to provide greater accountability and a stronger evidence base for future decision making and communication activities.

The following factors are critical:

- Establishing monitoring and evaluation priorities based on needs;
- Collaboration with partners and other organisations in sector by having broader perspective with affinity for Results Based Programming ; and,
- Embedding a culture of evidence based decision-making within the Ministry and related Government administrative structures which incentivizes the delivery of good quality monitoring and evaluation in the education sector.

The Monitoring and Evaluation Policy Framework will take time to be implemented in full and for all of the benefits to be realized. It will be refined over time and progress reviewed at regular intervals, starting in November 2018.

A key milestone will be the launch of the Monitoring and Evaluation (M&E) Strategy in 2017 and the launch of the associated Monitoring and Evaluation Programme for Education in 2018. To help us prepare this we will be actively seeking views from our stakeholders that includes development partners and donors.

## 2.0 Monitoring and Evaluation (M&E) Policy Requirements

### 2.1 Monitoring Policy Requirements

To adequately monitor performance and contribution to education related goals of the South Sudan Development initiatives, MoGEI will be required to establish and implement the following:

- (a) Integrated Results Based Sectoral Plans and Budgets with clear results frameworks, defining inputs, outputs and expected outcomes as well as performance indicators that are Specific Measurable Accurate Realistic and Time-bound (SMART) at the beginning of the year as well as at the beginning periodic cycle of the General Education Strategic Plan (GESP).
- (b) Pre-appraisal of the feasibility of projects and programme, including cost-benefit analysis, where necessary.
- (c) Regular reviews of sectoral plans and budgets.

- (d) A performance monitoring system will consist of the following:–
- (i) A monitoring strategy, based on a matrix of performance indicators;
  - (ii) An Education Management Information System to facilitate the capturing, processing, analysis and use of monitoring data within each sector, including its relevant ministries;
  - (iii) Staffing for monitoring, commensurate to the MoGEI Structure requirements. All State Ministries of Education are to establish a coordinating mechanism with a monitoring and evaluation function; and
  - (iv) A sufficient budget for monitoring at subsector of the education sector.
- (e) The Ministry of Finance and Economic Planning shall ensure that adequate finances are budgeted for MoGEI to conduct monitoring and evaluation in line with the requirements stipulated in this Policy.

## **2.2 Performance Progress Reviews**

Periodic reviews of sectoral performance shall be conducted at national, state, county and school levels. At national level a General Education Review meeting shall be conducted annually towards the end of the year. The states shall conduct quarterly reviews of the sectoral performance while counties shall conduct monthly meetings and schools shall conduct fortnight comprehensive review meetings.

## **2.3 Evaluation Policy Requirements**

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

### **2.3.1 Planning, Programme and Project Evaluations**

The Ministry of General Education and Instruction shall prepare and implement five-year rolling Evaluation Plans for policies, programmes and projects.

The plans will include:–

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

### **2.3.2 Budgeting for Project Evaluation**

Sufficient budget shall be formulated for all types of evaluation.

### 2.3.3 Education Policy Evaluation

The Senior Management of MoGEI shall come up with a five-year rolling matrix of policies, programmes and projects of national interest for evaluation updated annually through the development of computerised National Policy Knowledge Database Management System.

### 2.4 Use of Monitoring and Evaluation Results

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

The Senior Management of MoGEI shall see to it that dissemination of data generated from monitoring and evaluation is conducted to inform all stakeholders on the progress of implementation of policies, programmes and projects.

The Senior Management Team and all Directorates at the National level, State Ministries of Education, County Education Offices and Schools shall be required to maintain a Monitoring and Evaluation Recommendation Implementation Tracking Plan which will keep track of review and evaluation recommendations agreed, follow-up actions, and status of the actions.

## 3.0 Education Sector Monitoring and Evaluation Policy Implementation Process

### 3.1 Key Issues in the Education Sector M&E Policy Implementation Process

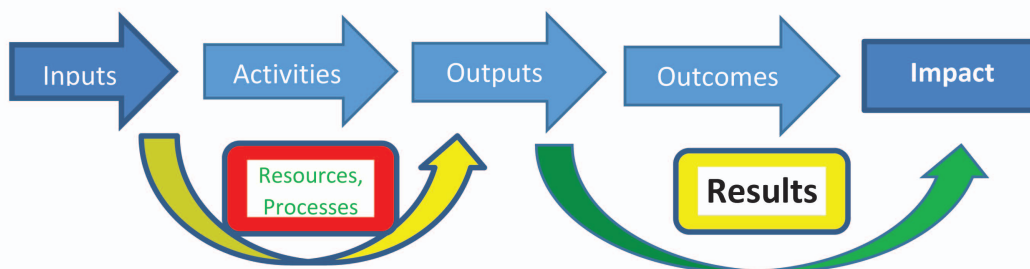
All General Education subsector plans, programmes, projects shall clearly spell out and address key concepts in monitoring and evaluation that will provide the basis upon which the actual monitoring and evaluation will be carried out.

#### 3.1.1 Results Based Management (RBM)

All entities in the General Education should embrace RBM with all its constituent components as outlined: (a) Integrated Strategic Planning; (b) Results Based Budgeting; (c) Monitoring and Evaluation ; (d) Personnel Performance System; (e) Education Management Information System; and (f) E-Government.

#### 3.1.2 Results Chain

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



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

#### 3.1.3 Evidence Based Decision Making

Evidence based decision making is a process for making decisions about a policy, programme and project that is grounded in the best available research evidence and informed by experiential learning evidence from the field and relevant contextual evidence.

Thus, all plans must clearly show evidence of extensive research informing the decision taken.

### **3.1.4 Baseline Data**

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

### **3.1.5 Performance Indicators**

Performance indicators can be quantitative or qualitative variables that provide a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance of an organisation against the stated outcome. They show the specific direction which the plan intends to take and therefore keep implementers on track as they operationalise plans. It is imperative that all evaluations provide clear indicators to inform any progress and impacts being realised.

### **3.1.6 Milestones**

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

### **3.1.7 Roles and Responsibilities**

The detailed National M&E Policy and the corresponding strategy shall define roles and responsibilities for undertaking General Education M&E functions

## **3.2 Key Success Factors of Monitoring and Evaluation**

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

- (a) Political will, key stakeholder and senior management buy in that includes champions for the implementation of M&E strategy;
- (b) Availability of an RBM compliant monitoring and evaluation framework (matrix);
- (c) Use of results frameworks with extensive stakeholder consultation;
- (d) Availability of an RBM compliant reporting framework;
- (e) Inculcation of a culture of achieving results in the education sector;
- (f) Availability of user friendly Education Management Information Systems;
- (g) The creation of an enabling environment for learning and adaptability;
- (h) Clear performance standards and targets as well as credible performance reporting;
- (i) Adequate budgetary allocations for M & E activities at all levels;
- (j) Availability of reliable and credible baseline data;
- (k) Clear roles and responsibilities for implementing M & E with formal organisational and political lines of authority established;

- (l) No part of an organisation should be exempt from inclusion in the M & E system or from accountability to stakeholders;
- (m) Availability of adequate human resources with requisite skills in data collection and analysis;
- (n) Regular and consistent monitoring;
- (o) Consistent resourcing (human and financial) of the M & E function

### **3.3 Tools and Methodologies for Monitoring and Evaluation**

The MoGEI, in consultation with stakeholders, should develop monitoring and evaluation tools and methodologies that will assist Directorates, State Ministries, County Education Offices and schools to continuously self- assesses their projects and programmes as well as carry out their own evaluations.

These should include the following documents:–

- Monitoring and Evaluation Strategy for the education subsector that includes basic elements filled at the school level (School Performance Reports (SPR), Teacher Classroom Observation Tool (TCOST) and Child-Friendly School Index Scoring Tool (CFS-IST));
- Training materials for technical orientation meetings; and
- Monitoring and evaluation orientation meetings.

### **3.4 Monitoring and Evaluation Strategy**

MoGEI shall develop and submit to the Council of Ministers/Cabinet Affairs a Monitoring and Evaluation Strategy. The strategy shall include:–

- (a) Management arrangements and structure of the monitoring and evaluation entities clearly showing its visibility and authority within the Organization;
- (b) Comprehensive description of the plan to be followed in monitoring and evaluation spelling out inputs, activities, outputs, outcomes and impacts;
- (c) Integration with General Education Strategic Plan;
- (d) Adaptation of MoGEI M&E management arrangements to the National Monitoring and Evaluation framework as is provided by the Council of Ministers/ Cabinet Affairs / The President’s Office;
- (e) Capacity Building Plan; and
- (f) Evidence of liaison with other critical stakeholders and incorporation of their input into the organizational plans.

All Government education plans at national, state, county and school levels should include an implementation matrix which provides a basis for monitoring and evaluation.

Subsequently, MoGEI, SMoEs, CEOs, and schools are expected to implement the strategy mentioned above as well as continuously review it in line with the prevailing environment. In addition to implementation plans, reports shall be submitted periodically and these shall include termly submission of School Performance Reports (SPR), Teacher Classroom Observation Tool (TCOST) and annual submission of Child-Friendly School Index Scoring Tool (CFS-IST).



## **4.0 Capacity Development in Monitoring and Evaluation**

### **4.1 Definition of Capacity Development**

Capacity development in monitoring and evaluation is a participatory needs-based enhancement of knowledge, skills and abilities of individuals.

Institutions and systems also require capacity development in monitoring and evaluation to meet specified objectives.

### **4.2 Key Players in Capacity Development**

The key players in M & E include the following:

- (a) Ministers and Members of Specialized Parliamentary Committee on Education;
- (b) Under Secretaries;
- (c) Education planners and implementers;
- (e) Local Government structures (state, county, payam) as relates to education;
- (f) Private sector;
- (g) Institutions of Higher Learning;
- (h) Civil society; and
- (i) Development partners.
- (j) School leaders.

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

### **4.3 Implementation of Capacity Development**

In its leadership role, the senior management MoGEI shall ensure that ministries and commissions place emphasis on training of staff in monitoring and evaluation

## **5.0 Compliance with the National Monitoring and Evaluation Policy and Standards**

All stakeholders shall comply with the General Education Monitoring and Evaluation Policy to ensure effective implementation of education policies, programmes and projects.

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

All education sector institutions, civil society in education sector and private education organisations that are registered with Government and handle public funds will be required to comply with the provisions of this National Monitoring and Evaluation Policy. Standards set out in this policy document that guide the monitoring and evaluation processes shall be applicable across the General Education structures.

### **4.1 Compliance Requirements and Obligations**

Compliance requirements and obligations shall include the following:–

- (a) Reporting obligations according to agreed formats (SPR, TCOST and CFS-IST);
- (b) Abiding by the principles and dictates of the National Monitoring and Evaluation

Policy for Education;

(c) Abiding by the Monitoring and Evaluation criteria; and

(d) Abiding by the agreed quality, quantity, time and cost standards. (These shall be defined and agreed with stakeholders)

#### **4.2 Non-Compliance**

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

#### **4.3 Review of M&E Policy related issues.**

A process evaluation shall be carried within the first twelve months and thereafter every five years. There shall however be a continuous review process of the National M&E Policy and the separate associated documents such M&E Strategy will be built based on the aforementioned policy statements.