

Towards Building a Functional Whole-of-Government Monitoring and Evaluation System for Zambia: The Supply Side

Vincent Kanyamuna, PhD

School of Humanities and Social Sciences

Department of Development Studies, University of Zambia

Lusaka, Zambia

ABSTRACT

Monitoring and Evaluation Systems have been identified the world over as powerful tools for good governance, they provide relevant information about development projects, programmes and policies. For that reason, governments, bilateral and multilateral development agencies, including civil society organisations have adopted M&E systems to better their performance through accountability, feedback loops and continuous learning mechanisms. This study investigated the functional status of Zambia's public sector M&E system. Using a designated diagnostic checklist and analytical framework, the country's whole-of-government M&E system was found to be weak in several aspects. Specifically, the study argues that for any M&E system to function satisfactorily, it is required that both its 'supply-side' and 'demand-side' are well developed and sustained. The diagnostic findings have revealed that Zambia's whole-of-government M&E system had both its supply-side and demand-side weak. However, the study has not focused on both sides, instead, the supply-side has been fully explored and clear suggestions for improvement are made herein. Consequently, the study has proposed a new model which when implemented would holistically strengthen the Government -wide system for M&E. It remains to the powers that be to adopt and implement the recommended model. Government will need to strengthen and sustain its M&E political championship, restructure all government functions towards a results-based management approach—statistics, information technology, skills, policies, laws, etc to support an M&E regime. Likewise, the issues covered in the proposed model could also be of use to other organisations seeking to strengthen their M&E systems. Particularly, the methodology used to undertake the needs analysis could be of utmost applicability by others before embarking on a fuller process of building and strengthening their systems for M&E. Another study was underway to support the demand-side of Zambia's M&E system.

Keywords: whole-of-government monitoring and evaluation system; monitoring; evaluation; monitoring and evaluation system; LEADS; diagnostic checklist, demand-side, supply-side, good governance, Zambia

INTRODUCTION

Several experts and practitioners in the field of monitoring and evaluation (M&E) articulated a number of key requirements for a successful national M&E system. These few fundamentals that have a holistic effect on functional country level M&E systems. Any national system for M&E that seeks to function to the satisfaction of its stakeholders requires two aspects to be fully

functional [2, 18, 55, 64, 80]. These are capacity to supply M&E information, and capacity to demand and use M&E information. The contention is that once these two aspects were fully developed, they would help to generate country-specific information and assist in identifying roles and responsibilities of stakeholders in pursuit of building and sustaining a stronger Whole-of-Government Monitoring and Evaluation System (WoGM&ES). When these two sides of an M&E system are strengthened, opportunities, limitations, and options for building and strengthening a realistic system for M&E are identifiable and remedial actions are determined. For Zambia, all these aspects were found by this research study to be weak in various degrees. Although some aspects were reported to be working fairly well, compared with others, the holistic status of the WoGM&ES still required fixing and ownership by government institutions and citizens. A whole-of-government monitoring and evaluation system (WoGM&ES) is a robust system that not only provides an integrated and all-encompassing framework of M&E practices, principles and standards to be used throughout government institutional structures, but also functions as an apex-level system for information and draws from the component systems in a framework meant to deliver essential M&E products tailored to satisfy information needs of users [6, 17, 20, 26, 60].

It is based on the study findings that this paper explores the supply-side of Zambia's Government Monitoring and Evaluation system. In essence, this is a blue print proposed model for a better and strengthened system for M&E of Zambia's public sector. The suggestions herein, when adopted and fully implemented will re-engineer the Zambian Government spirit of evidence-based poverty reduction agenda delivered using principles of sustainable development and inclusiveness. It is noteworthy to mention that while this research paper articulates the M&E supply-side, another study is underway seeking to provide cornerstones critical to building the demand-side of Zambia's WoGM&ES.

STUDY BACKGROUND

According to [10, 14, 29, 46, 55], a country monitoring and evaluation system should deliver timely and reliable data and analysis to feed into the policy process. To accomplish this, it must include a range of functions that are specifically institutional in nature, including coordination among data producers to establish a common set of indicators and eliminate gaps and redundancies; the development of common standards, procedures, and platforms; a strengthening of monitoring capacity across the government administration; the organisation of information flows among stakeholders inside and outside government; the compilation and analysis of data from various sources; data analysis and program/intervention evaluation; the generation of annual progress reports and other outputs; the provision of advice and support to policy makers; the dissemination of outputs across government and to the public; and the organization of the participation of civil society and parliament. Conceptually, these elements all form part of the national M&E system. However, it is important to recall that, at the outset, most of the actors involved will not recognise their activities as part of a national system. Whether they will participate vigorously in making the country M&E system operational depends largely on their interests and incentives. The rules, both formal and informal, that govern these incentives are therefore a key dimension of the country-level M&E system.

Organising the supply side of a country's M&E system is not an easy undertaking. It requires a great deal of capacity and determination from those who pursue the task [47, 55, 70]. The complexity of developing and strengthening the supply side comes in view of having in place

many stakeholders who are expected to invest resources in building M&E systems to serve nationwide information needs. In the process, several systems may be created that work in parallel and at times in conflict, leading to problems of duplication and redundancies in data collection, gaps or imbalances in M&E, lack of data compatibility, and poor information flows [31-33, 52, 55, 66, 67, 80].

a) Institutional context and design

The institutional context and design is concerned with the recognition that for a successful WoGM&ES to exist, stakeholders and their buy-in are critical. Positive relationships and collaborations among these stakeholders in the functionality of M&E are understood to be the foundation for a thriving culture of M&E in the country. However, [106, 69] and [55] caution that attaining stakeholder buy-in should be dependent on the nature of the system design and its process, which include mapping existing M&E arrangements that identify the main stakeholder dynamics. Similarly, the process should involve identifying and analysing strengths and weaknesses and providing clear statements of political commitment to effective M&E; having transformative champions, who advocate for a shared system across all government administrative structures; and putting in place an arrangement to serve as a consultation and facilitation platform that assists stakeholders in articulating their needs and expectations.

b) Leadership

Experience has suggested that the choice of any institutional leadership for the system is critical, because the function of leadership is better located close to the centre of government or placed under the budget function, depending on where effective power and authority over the NDP process is situated. Regardless of location, the leadership role must be given serious attention in every institution and needs to benefit from skilled and dedicated staff and adequate resources [55, 70, 79, 80].

c) Coordination

Organising a coordination mechanism that is effective from among the development agencies could be one of the most challenging undertakings in creating a WoGM&ES. Effective support from a secretariat or central agency could ensure that stakeholder meetings were focused and substantive [23, 54, 55, 65]. However, such an agency or secretariat would need to be conversant with national priorities as listed in NDPs and possess skills and experience in mediating stakeholders to find common ground. Thus, the secretariat should be a relatively small but highly competent unit at central level. To be effective, such a unit needs strong and stable qualified and practically committed staffing that focuses on unifying all state and non-state M&E mechanisms.

d) Liaison with line ministries

In practice, a WoGM&ES is dependent on the quality of sectoral and other decentralised information systems. The national level M&E system may be required to incorporate strategies for promoting M&E among line ministries, provinces and districts, using rules and guidelines that demand the incorporation of M&E functions in departmental work plans, budgets and staff job descriptions [55, 70]. To design and implement such institutional environments, M&E capacity strengthening programmes across line ministries will be needed to produce the data for the system.

e) Links to the national statistical system

There is a fundamental requirement to ensure that there are functional complementarities between the statistical system and the WoGM&ES. It is usually the responsibility of national statistics agencies to set up quality and technical standards for use by administrative data producers in their work of technical capacity building backstopping [38, 41, 53, 64]. However, owing to poor funding modalities to national statistics institutes, which is usually biased towards financing large surveys and statistical operations, support to strengthening the M&E function and its complementary roles remains weaker.

f) Involvement of local governments

The design of local monitoring arrangements depends on the government structure and predominantly on the degree of fiscal and policy autonomy given to local governments [55, 62, 103, 111]. In an attempt to develop functional WoGM&ES arrangements, some countries are continuously encouraging local governments to create, strengthen and sustain their own systems so that in the long run will support the objective of desired decentralisation [17, 58, 63, 107].

g) Information communications and technology

On the supply side of any M&E system, it is important to invest heavily in information communication technology (ICT). ICT provides the platform under which information is effectively and efficiently collected, stored, analysed, reported and disseminated to stakeholders. Management information systems (MISs) that are powered by ICT offer easy solutions to M&E and coordination and information sharing faster and more comprehensive. Through ICT, integrating individually developed – and in some instances parallel M&E systems – becomes feasible and this helps in achieving a WoGM&ES [91, 94, 98, 108,]. Thus, in a world in which information technology has spread and become the common way of development operation, the government of Zambia has all the motivation to embark on ICT development to support its WoGM&ES.

METHODOLOGICAL APPROACH

In this research study, the main objective was to assess the functionality of Zambia's WoGM&ES by tracking what works, what does not, and why. This was done to produce feasible suggestions for policy and legislative improvement and for further learning. Data were collected from reviews of secondary as well as primary data sources. Ultimately, the study was aimed at proposing a model for Zambia to build and sustain a stronger WoGM&ES which was going to inspire a generational transformation of good governance practices through evidence-based development. The proposed model has attempted to give salient suggestions on how to structure and strengthen the supply-side fundamentals for Zambia's WoGM&ES.

The presentation of study findings follows the six components of the adopted diagnostic checklist as articulated by [36]. The six criteria or components of the country level M&E checklist include the following: i) policy, ii) methodology, iii) organisation, iv) capacity, v) participation of actors outside government, and vi) use of information from M&E (see Table 1).

Table 1: Diagnostic Assessment Checklist for M&E at National Level

No.	Topic	Question
I. Policy		
1	The evaluation plan	Is there a comprehensive evaluation plan, indicating what to evaluate, why, how, for whom?
2	M versus E	Is difference and relationship between M and E clearly spelled out?
3	Autonomy and impartiality (accountability)	Is the need for autonomy and impartiality explicitly mentioned? Does the M&E plan allow for tough issues to be analysed? Is there an independent budget?
4	Feedback	Is there an explicit and consistent approach to reporting, dissemination, integration?
5	Alignment planning and budgeting	Is there integration of M&E results in planning and budgeting?
II. Methodology		
6	Selection of indicators	Is it clear what to monitor and evaluate? Is there a list of indicators?
7	Selection criteria	Are the criteria for the selection of indicators clear? And who selects?
8	Priority setting	Is the need acknowledged to set priorities and limit the number of indicators to be monitored?
9	Causality chain	Are different levels of indicators (input-output-outcome-impact) explicitly linked (programme theory)? (vertical logic)
10	Methodologies used	Is it clear how to monitor and evaluate? Are methodologies well identified and mutually integrated?
11	Data collection	Are sources of data collection clearly identified? Are indicators linked to sources of data collection? (horizontal logic)
III. Organization		
12	Coordination & oversight	Is there an appropriate institutional structure for coordination, support, central oversight, and feedback? With different stakeholders?
13	Statistical Office	Are surveys, censuses etc streamlined into M&E needs? Is the role of the statistical office in M&E clear?
14	Line Ministries	Are there M&E units in line ministries and semi-governmental institutions (parastatals), and are these properly relayed to central unit?
15	Decentralised levels	Are there M&E units at decentralised levels and are these properly relayed to central unit?
16	Link with projects	Is there any effort to relay with/coordinate with donor M&E mechanisms for projects?
IV. Capacity		
17	Problem acknowledged	Are current weaknesses in the system identified?
18	Capacity building plan	Are there plans for remediation? Do these include training, appropriate salaries, etc.
I. Participation of actors outside government		
19	Parliament	Is the role of Parliament properly recognised, and is there alignment with Parliamentary control and oversight procedures?

20	Civil Society	Is the role of civil society recognised? Are there clear procedures for the participation of civil society? Is the participation institutionally arranged or rather ad-hoc?
21	Donors	Is the role of donors recognised? Are there clear procedures for participation of donors?
VI. Use of information from M&E		
22	Effective use of M&E in APR	Is there a presentation of relevant M&E results? Are results compared to targets? Is there an analysis of discrepancies?
23	Internal usage of APR	Is the APR also used for internal purposes? Is it an instrument of national policy-making and/or policy influencing and advocacy?

Holvoet and Renard, 2005

Each criterion has a set of questions that are necessary to understanding the M&E issues pertaining to it. The checklist has been prepared and articulated with a view to helping governments and other development stakeholders concerned with public sector-related M&E systems to examine the areas of weakness and strength and use such information to have targeted M&E reform agendas. The checklist was appropriate for use in this research study because the Zambian Government would benefit from the diagnostic results to strengthen the WoGM&ES.

Further, the five-point LEADS system of scoring was used together with the checklist as a quantitative way of making the results analysis and discussion clearer. The LEADS scoring system has five-point categories: L (Little action: 1), E (Elements exist: 2), A (Action taken: 3), D (largely Developed: 4), and S (Sustainable: 5). The diagnostic checklist and the LEADS scoring system were used conjointly. Using the questions from the diagnostic checklist, data collection was done using semi-structured interviews through self-administered (survey) questionnaires, focus group discussions (FGDs) and key informants. Rigorous document review was also used (see Table 2).

Table 2: LEADS scoring method for assessing country level M&E systems

No.	Dimensi on	Questio n	Scores				
			1	2	3	4	5
Key area/ Component 6: Use of information from M&E							
1	M&E outputs	Is there a presenta tion of relevant M&E results? Are results compare d to targets? Is there an analysis	- There is no presenta tion of relevan t M&E results. - Results are not compar ed to targets. - There is no analysi	- There is a presenta tion of relevan t M&E results. - Results are not compar ed to targets. - There is no analysi	- There is a presenta tion of relevan t M&E results. - Results are compar ed to targets. - There is limited	- There is a presenta tion of relevan t M&E results. - Results are compar ed to targets. - There is analysi	- There is a presenta tion of relevan t M&E results. - Results are compar ed to targets. - There is in- depth

No.	Dimensi on	Questio n	Scores				
			1	2	3	4	5
		of discrepancies? Is the M&E output differentiated to different audiences?	s of discrepancies. - The M&E output is not differentiated towards different audiences.	s of discrepancies. - The M&E output is not differentiated towards different audiences.	analysis of discrepancies. - The M&E output is not differentiated towards different audiences.	s of discrepancies, but analysis is still weak. - The M&E output is differentiated towards different audiences. or - There is a presentation of relevant M&E results. - Results are compared to targets. - There is in-depth analysis of discrepancies. - The M&E output is not differentiated towards different	analysis of discrepancies. - The M&E output is differentiated towards different audiences.

No.	Dimensi on	Questio n	Scores				
			1	2	3	4	5
						audien ces.	
2	Effective use of M&E by development partners	Are donors using the outputs of sector M&E systems for their information needs? Is the demand for M&E data from donors coordinated?	- Development partners are not using the outputs of the sector M&E system for their information needs. - The demand for M&E data from development partners is not coordinated.	- Development partners are using the outputs of the sector M&E system for their information needs, but rather in an ad hoc way. - The demand for M&E data from development partners is not coordinated.	- Development partners are systematically using the outputs of the sector M&E system for their information needs. - The demand for M&E data from development partners is not coordinated.	- Development partners are using the outputs of the sector M&E system for their information needs, but rather in an ad hoc way. - The demand for M&E data from development partners is well coordinated. or - Development partners are systematically using the outputs of the sector M&E	- Development partners are systematically using the outputs of the sector M&E system for their information needs. - The demand for M&E data from development partners is well coordinated.

No.	Dimensi on	Questio n	Scores				
			1	2	3	4	5
						system for their inform ation needs. - The deman d for M&E data from develo pment partner s is coordin ated, but coordin ation could be improv ed.	
3	Effective use of M&E at central level	Are results of M&E activities used for internal purpose s? Is it an instru ment of policy- making and/or policy- influen cing and advocac y at central level?	- Results of M&E activiti es are not used for interna l purpos es. - It is not an instru ment of policy- making and/or policy- influen cing and advoca cy at	- Results of M&E activiti es are used for interna l purpos es, but rather in an ad hoc way - It is an instru ment of policy- making , hardly of policy- influen cing	- Results of M&E activiti es are system atically used for interna l purpos es. - It is an instru ment of policy- making , hardly of policy- influen cing and advoca	- Results of M&E activiti es are system atically used for interna l purpos es, but use could be more intense . - It is an instru ment of policy- making and/or	- Results of M&E activiti es are system atically used for interna l purpos es. - It is an instru ment of policy- making , policy- influen cing and advoca cy at

No.	Dimensi on	Questio n	Scores				
			1	2	3	4	5
			central level.	and advoca cy at central level.	cy at central level. or - Results of M&E activiti es are used for interna l purpos es, but rather ad hoc - It is an instru ment of policy- making and policy- influen cing and advoca cy at central level.	policy- influen cing and advoca cy at central level.	central level.
4	Effective use of M&E at local level	Are results of M&E activities used for internal purpose s? Is it an instrume nt of policy- making and/or policy- influen cing and advocac	- Results of M&E activiti es are not used for interna l purpos es. - It is not an instru ment of policy- making and/or policy-	- Results of M&E activiti es are used for interna l purpos es, but rather in an ad hoc way. - It is an instru ment of policy- making	- Results of M&E activiti es are system atically used for interna l purpos es. - It is an instru ment of policy- making , hardly of	- Results of M&E activiti es are system atically used for interna l purpos es, but use could be more intense .	- Results of M&E activiti es are used for interna l purpos es. - It is an instru ment of policy- making and/or policy- influen cing

No.	Dimensi on	Questio n	Scores				
			1	2	3	4	5
		y at local level?	influencing and advocacy at local level.	, hardly of policy-influencing and advocacy at local level.	policy-influencing and advocacy at local level. or - Results of M&E activities are used for internal purposes, but rather in an ad hoc way. - It is an instrument of policy-making and policy-influencing and advocacy at local level.	- It is an instrument of policy-making and/or policy-influencing and advocacy at local level.	and advocacy at local level.
5	Effective use of M&E by outside government actors	Are results of M&E used as an instrument to hold government accountable?	- Results of M&E are not used as an instrument to hold government accountable.	- Results of M&E are used as an instrument to hold government accountable,	- Results of M&E are used as an instrument to hold government accountable,	- Results of M&E are used as an instrument to hold government accountable	- Results of M&E are intensively used as an instrument to hold government

No.	Dimensi on	Questio n	Scores				
			1	2	3	4	5
				but only limited ly and only by a few outside govern ment actors.	but only by a few outside govern ment actors.	by several outside govern ment actors, but use could be more intense	account table by several outside govern ment actors.

Source: Adapted from Holvoet, Inberg and Sekirime, 2013

SUMMARY PRESENTATION OF RESEARCH FINDINGS

Table 3 presents the results of the assessment of Zambia's WoGM&ES to illustrate the status of the public sector M&E system. It gives a summary of the Zambian public sector M&E system as diagnosed in the study. Although the study used the qualitative approach, this quantitative scoring system was employed to provide substance analysis and arrive at areas of improvement for the system.

Table 3: Summary presentation of diagnostic results

No.	COMPONENT	TOPIC	SCORES
1	POLICY		2.2
		M&E plan	2
		M versus E	2
		Autonomy & impartiality (accountability)	2
		Feedback	3
		Alignment to planning & budgeting	2
2	METHODOLOGY		2.9
		Selection of indicators	2
		Quality of indicators	3
		Disaggregation	3
		Selection criteria	3
		Priority setting	2
		Causality chain	3
		Methodology used	3
		Data collection	4
3	ORGANISATION		1.9
	a) Structure		1.6
		Coordination & oversight	2
		Joint sector reviews	1
		Sector working groups	2
		Ownership	2
		Incentives	1
	b) Linkages		2.2

		Linkage with statistical office	3
		'Horizontal' integration	2
		'Vertical' upward integration	2
		'Vertical' downward integration	1
		Link with projects	3
4	CAPACITY		2.0
		Present capacity	2
		Capacity building plan	2
		Problem acknowledged	2
5	PARTICIPATION OF ACTORS OUTSIDE GOVERNMENT		2.0
		Parliament	2
		Civil Society	2
		Donors	2
6	USE OF INFORMATION FROM M&E OUTPUTS		1.4
		Outputs	2
		Effective use of M&E by donors	1
		Effective use of M&E at central level	2
		Effective use of M&E at local level	1
		Effective use of M&E by actors outside of Government	1

Source: Diagnostic study score results compiled by author (2021)

The level of implementation status for the components of Zambia's WoGM&ES varies across the criteria as shown in Table 4. Although the results in Table 3 above show variances across the 34 sub-components/topics, it is interesting to observe how the overall picture varies from 'little action taken' to 'elements exist' and ultimately to 'action taken'. None of the dimensions scored 'largely developed' (4) or 'sustainable' (5).

Table 4: Status of Zambia's Whole-of-Government Monitoring and Evaluation System

Dimension	Status of implementation on LEADS scoring system	
Policy	2	Elements exist
Methodology	3	Action taken
Organisation	2	Elements exist
Capacity	2	Elements exist
Participation of actors outside government	2	Elements exist
Use of information from M&E	1	Little action
Average status of implementation	2	Elements exist

Source: Scores from study findings compiled by author (2021)

[NOTE: For ease of scoring and comparability, the scores have been rounded up to the nearest whole number. For example, the 2.2 score for the policy dimension is 2.0, the methodology dimension becomes 3.0, and so on].

Overall, the diagnostic results indicate that the methodology component of Zambia's WoGM&ES is comparatively more developed with a score of 2.9 (rounded to 3) out of a possible total of 5,

while the least developed component is the use of information from M&E outputs at 1.4 (rounded to 1). The organisation dimension (structure and linkages combined) had a score of 1.9, which was closer to those for capacity and participation of actors outside government (both have a score of 2). The policy dimension scored 2.2. Although it was compiled holistically, the results reveal important dynamics. For the methodology component, five sub-topics scored 3 points (that is, quality of indicators, disaggregation, selection criteria, causality chain and methodologies), signifying that important M&E actions had been taken in this dimension across the WoGM&ES. The data collection sub-component scored the highest (4 points), meaning it was the most developed under the methodology dimension, while the selection of indicators and priority setting sub-components scored 2 points, meaning that only elements of M&E existed for those aspects of the methodology dimension.

The next relatively well developed component was policy (with 2.2 score), but a closer look at the intra sub-component dynamics gave notable aspects of analytical interest. For example, while the topic on feedback has a score of 3 points (action taken), the rest of the sub-components (M&E plan, M&E, autonomy and impartiality, and alignment with planning and budgeting) scored 2 points each. This may mean that although the policy component seems to be fairly or well developed at a 2.2-point score, Zambia's WoGM&ES fared poorly in its accountability function. This is also true of the sub-dimensions of alignment of M&E with planning and budgeting processes (a 2-point score).

All three actors, namely parliament, civil society and donors, had a 2-point score each for the component of participation of actors outside government (with overall score of 2 points). This signifies that only elements of M&E existed in these development actors and ultimately could mean that their participation and contribution to matters related to the WoGM&ES were weaker. The capacity dimension also had an overall 2-point score (that is, only M&E elements existed). It is worrisome to note that all three sub-components under this dimension (that is, present capacity, problems acknowledged and capacity building plan) possessed only elements of M&E and none was largely developed (4) or sustainable (5). The second lowest scoring component was the organisation dimension (combining structure and linkages) with an aggregated score of 1.9. Organisational linkages scored better, with an average 2-point score, than the organisational structure, with an average score of 1.6.

For the component of use of information from M&E outputs, the diagnostic results show that while M&E outputs may be available, their access and utilisation for management functions remain challenging across government structures and institutions outside government. Thus, the effective use of M&E outputs at local or decentralised levels scored a dismal 1 point (little M&E action was taken). Similarly, the effective use of M&E outputs by actors outside government scored 1 point, while the use of M&E at central level had a 2-point score. Again, these low scores suggest that currently the WoGM&ES did not inspire the demand for and utilisation of M&E information for decision- and policy-making processes by key stakeholders in the country.

In all, the presentation of these results opened up a number of discussion points. The positive aspects and the gaps would both stimulate opportunities to identify and strengthen aspects of Zambia's WoGM&ES. Taking time to consider these aspects in the assessment would generate critical action points. The study presents a proposed model to build and sustain a stronger

WoGM&ES for Zambia's public sector on the supply side. A separate study to build and strengthen the M&E demand side is underway.

SUPPLY SIDE MONITORING AND EVALUATION PROPOSED MODEL

For Zambia to build, strengthen and sustain its WoGM&ES, deliberate and consistent steps will be inevitable. The transformational improvements and accompanying M&E reforms will be needed at two levels of the overall WoGM&ES, namely transforming the supply side, and transforming the demand side. In addressing these requirements, building and sustaining a functional system for M&E will be a gradual and complex task. It demands detailed knowledge across sectors, and of interactions among planning, budgeting, and implementation functions in the public sector. The matter is complicated even further whenever the machinery of government is decentralised, with powers and functions shared and spread across the three spheres of government—executive, legislature and judiciary. It is precisely this kind of complex intergovernmental structure, with diffuse powers and functions, which requires strong M&E systems to promote coordination and prevent fragmentation as a country thrives to achieve good governance and poverty reduction.

Model synopsis

The rationale of this proposed model is premised on the need to put in place five (5) functionality dimensions meant to improve the M&E coordination function:

- a) Clarity on the common purpose of implementing a WoGM&ES
- b) The Zambian governance structure
- c) Independent evaluation structure
- d) Government-wide integrated ICT infrastructure and arrangements
- e) Decentralised and integrated national statistical system

a) Clarity on the common purpose of implementing a WoGM&ES

Why is the Zambian government motivated to build, strengthen and sustain a functional WoGM&ES? This question is important if the country's system for M&E is to be built on solid ground. Responses to the question will trigger all sorts of operational questions: What? How? When? Who? Zambia is among the poorest countries of the world and is plunged in the vicious cycle of deprivation and want. Efforts by government and citizens should be towards emancipating the country from this dire situation. Poverty levels are currently high and increasing at over 60%, as is unemployment, especially among the youth and women, and inequalities, yet the country still depends on the mono economy of copper.

In building and strengthening its WoGM&ES, Zambia, like any other country, will need to provide a commonly shared justification for embarking on such effort. The purpose must be widely appreciated and stakeholder buy-in built so that the implementation process is not a preserve of one agency, but of the entire government machinery. For instance, many factors led the South African government to recognise the need for a government-wide monitoring and evaluation (GWM&E) system. Among other reasons, the government of South Africa faced an increasing emphasis on service delivery and the gathering of non-financial information, in pursuit of greater value for money spent [7, 9, 17, 72]. This model contends that while the Zambian government may be certain about the purpose of implementing the WoGM&ES (even in a fragmented manner, as found in this study), the current weak position must be reconsidered. A thorough process of broad-based advocacy among key stakeholders on the

need to build a robust evidence-based WoGM&ES becomes inevitable. Doing so will be useful in that investing in such a system will not only be expensive in terms of resources, but in building consensus among the citizens and institutions that are critical to owning and sustaining such a system in the long term. This model challenges the status quo of being comfortable in implementing the current WoGM&ES in a fragmented manner where key government structures such as line ministries, provinces and districts could not show common understanding of the WoGM&ES. Various and varying definitions of the system (WoGM&ES) were given with misinterpretation and even misunderstandings of what it is intended to achieve. For such reasons, when a clearly and commonly shared position on the common meaning, rationale, objectives and goal of a functional WoGM&ES are attained, Zambia will be on a sustainable path towards a successful system.

b) Zambian governance structure

It is crucial to appreciate the structure of the Zambian governance system. The development process is facilitated by the governance structure as enshrined in the national constitution. Thus, the WoGM&ES is proposed to be anchored on the Zambian Constitution, backed by all appropriate current laws and those to be enacted in future. The system should be well linked to all the three arms of government, namely executive, judiciary and legislature, as shown in Figure 1.

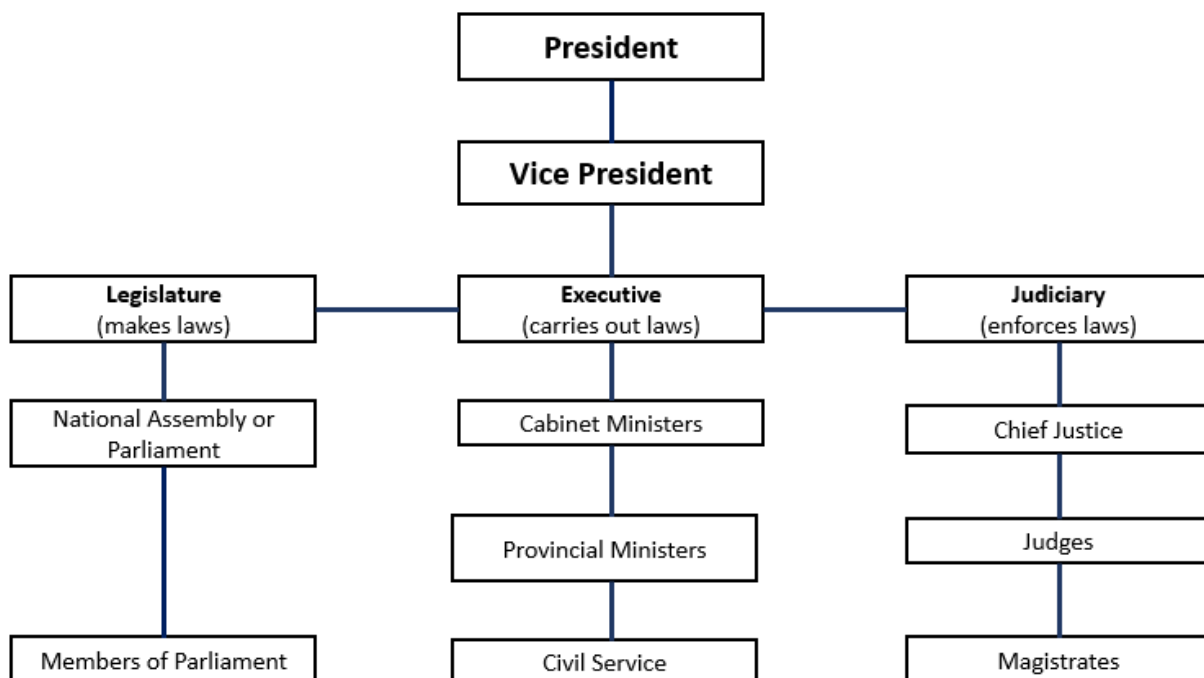


Figure 1. Three branches of the Zambian governance system

Source: Grade 7 Social Studies, Longman Zambia Educational Limited, 2017, p. 21

Figure 1 shows the three branches of government, which work in complementarity in service of the Zambian population. Their core roles are as follows: The legislature makes the laws of the country and controls the executive. The executive runs the country according to its laws, and makes decisions for the country. It is also called the government. The judiciary makes sure that the laws of the country were obeyed through the courts.

c) Independent evaluation structure

This model recommends in the strongest possible way the creation of a separate, autonomous, neutral and independent institution mandated with the responsibility of conducting 'strategic national evaluations' in Zambia. Currently, the evaluation role is at its weakest or, worse still, 'non-existent'. Yet, the evaluation function is the most critical part of any successful WoGM&ES [15, 68, 71, 82, 87, 92]. For Zambia, it is not surprising that the situation of a weak evaluation culture is like this, because the reason for putting an M&E system in place was driven mostly by the World Bank and IMF during the implementation of the PRSP programme between 2000 and 2004. If the demand had been internally driven and owned, probably practices such as embedding a strong 'evaluative culture' within the current weak WoGM&ES would be addressed. Although this view seems to be far-fetched for Zambia, it remains the correct and feasible way to proceed—establishing an independent evaluation office.

Countries that are seen to be implementing successful WoGM&ES with strong 'evaluation' cultures embedded in them include Colombia, Mexico, Chile, South Africa, Indonesia, Canada and Australia [16, 17, 48, 52, 81, 84]. These countries are reported to have built strong evaluative functions as a starting point when creating their systems for M&E and have invested time and resources to strike a balance between strengthening the supply and demand sides of their systems. Similarly, this model proposes that since Zambia's WoGM&ES was still at its embryonic stage, it is important that the culture and practice of evaluation within the system are embraced. But as this effort is being embarked on, serious buy-in from the political leadership and the civil service must lead the transformational shift. As in these best practice countries, setting up a separate structure for undertaking strategic national evaluations would be inevitable and an effort in the right direction. But the location of this structure must be given operational and resource independence to give it 'teeth' by producing evidence for improvement of service delivery in the public sector.

d) Government-wide integrated information technology and communications infrastructure

To have in place a functional WoGM&ES, this model proposes restructuring and strengthening the current information technology and communications (ICT) set up across the public sector. Accordingly, all the four operational levels of government will need to host ICT portals, which will be data and information gateways that feed into the national and provincial databases. ICT improvement will serve as a powerful enabler towards integrating systems and sub-systems, which will ultimately help create a holistic WoGM&ES. However, the findings in this study have shown that currently the evolution of ICT to support the WoGM&ES is at its weakest. Nevertheless, this model contends that if progress was to be made, government may have no alternative but to invest meaningfully in the ICT sector to support a robust M&E function in the country. The Smart Zambia Institute (SZI) initiative is a positive starting point. However, there is need for the institution to expand to all operational areas of government to support and host the WoGM&ES ICT component.

Figure 2 below shows the ICT infrastructural arrangements that need to be introduced and strengthened throughout the government structures. The proposal is to have two functional ICT aspects, a portal for official data entry, and a database for data and information storage. These are proposed to be placed at every operational level of the WoGM&ES (that is, presidency, national, line ministry, provincial and district level). Effectively therefore, these ICT

infrastructures are proposed to be synchronised with the statistical functions at all levels. This entails that for all the statistical information collected by CSO across the country will need to sit on these ICT platforms or be functionally linked. Current statistical arrangements will need to be restructured to meet the proposed institutional and information system design, particularly in terms of ICT and other resource capacities, such as human, financial, material and skills.

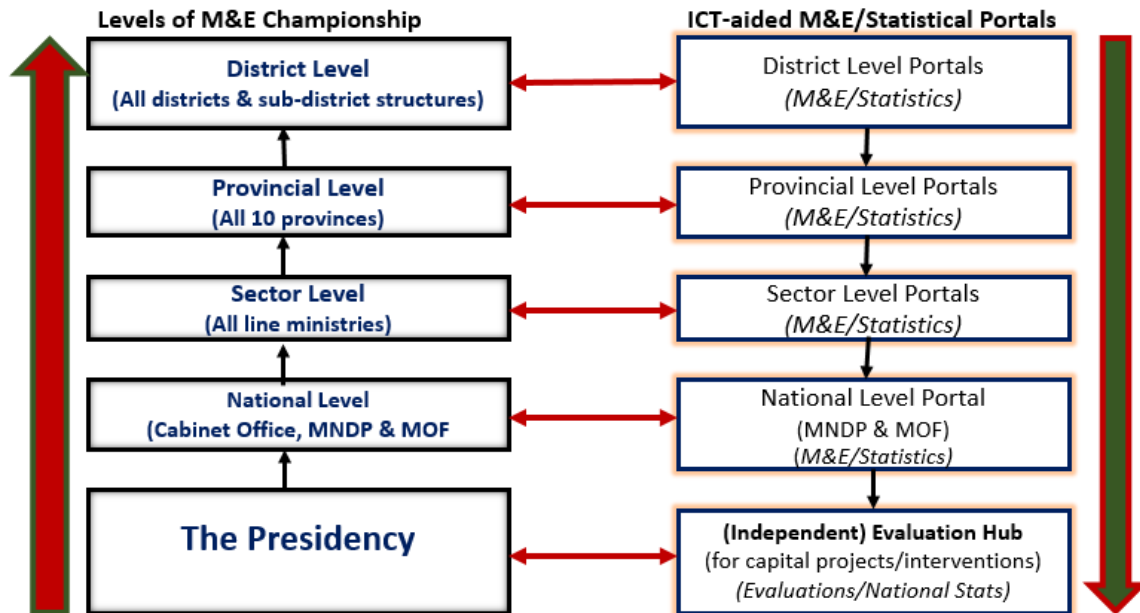


Figure 2. Government M&E and information communication technology portals

In Figure 2 the linkage relationships that are portrayed between levels (shown by arrows) are important. In terms of the M&E championship, it is proposed that more effort in inculcating the culture and practice of results evolves from the presidency, to national level institutions, to line ministries, to provinces, and all the way to district and sub-district level. At the same time, ICT-aided M&E and statistical portals as well as databases will flow downwards from district level, feeding into provincial, line ministry, national and finally into the evaluation database. In addition, institutions at each level will be responsible for maintaining databases and utilising the information for their decision-making processes. Through this kind of interaction and operation, it is seen as a practical approach to building and sustaining a stronger supply- and demand- side and ultimately the WoGM&ES for the Zambian public sector.

e) Decentralised and integrated National Statistical System

Promising efforts to re-engineer the operations of the Central Statistical Office (CSO) have been reported. These efforts are proposed in the draft national strategy for the development of statistics (NSDS) 2014-2018 and the National Statistical System (NSS). However, it was gathered that the current linkages and functional relationships between the WoGM&ES and the NSS are weak and fragmented. There are apparently no deliberate structural arrangements to strengthen the desired complementary roles and responsibilities of the WoGM&ES and NSS. Yet, a successful WoGM&ES needs to be anchored effectively on a stronger NSS. Data and information need to flow between these systems and used in informing developmental decisions and policy-making processes.

Thus, this model presupposes that not much progress will be made towards building and sustaining a WoGM&ES for Zambia's public sector without having a corresponding NSS in place. To that extent, just as the WoGM&ES is proposed to be strengthened by having functional elements in all structures of government at national, line ministry, provincial and districts level, so should the NSS. More so, focus should be not only on putting these M&E and statistical functions in place, but on their sustainable collaborations and integration. To have a responsive NSS, it should be enhanced in terms of possessing critical components such as data suppliers and users, other data producers and permanent training facilities for continued capacity building. Therefore, the model supports the components of the NSS as proposed in the NSDS (see Figure 3).

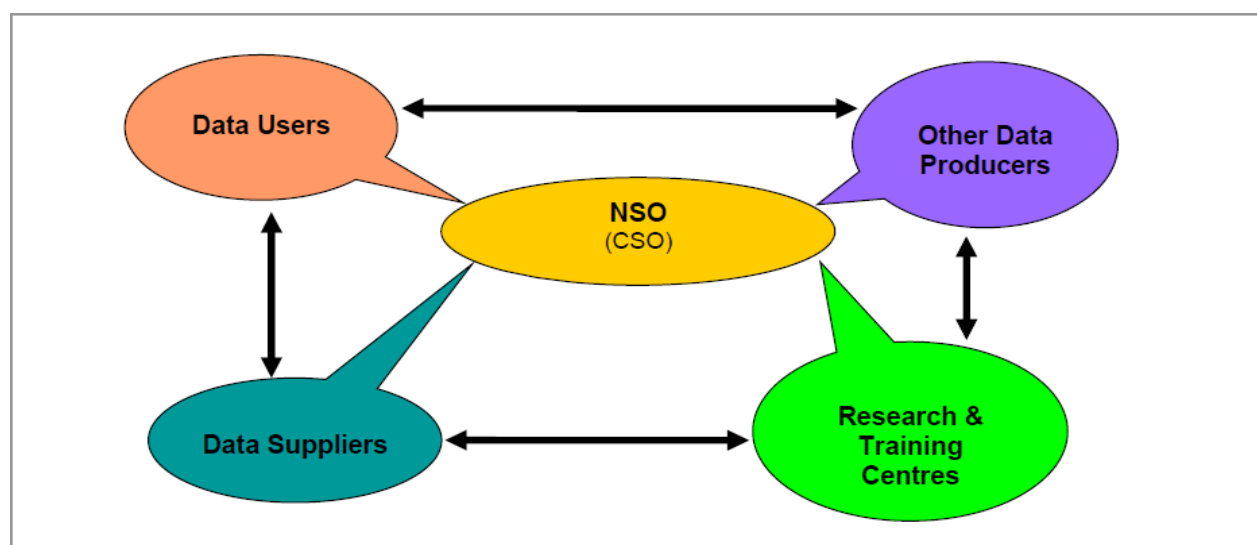


Figure 3. Components of the National Statistical System

Source: Central Statistical Office, National Strategy for the Development of Statistics, 2014, p. 2

Key

NSO: National Statistics Office

CSO: Central Statistical Office

The model takes into account the current set up, in which the leadership and coordinating roles of M&E and statistics at national level are under the mandate of the MNDP. This arrangement needs to exist for better collaboration and to cement both roles (that is, M&E and statistics). The model also proposes strengthening the legislation at all levels to ensure that this relationship and functionalities of the WoGM&ES and the NSS are developed and sustained. This will entail having in place a common policy and law that spells out these intentions and functionalities. In the absence of a common legislation, efforts need to be made to harmonise existing ones, because it is only when roles and responsibilities are clearly understood from a policy level and through legal provisions that the implementation process would be feasible. This model considers that M&E and statistical functions need to be seriously defined and harmonised across all structures of government as conceptualised in Figure 4.

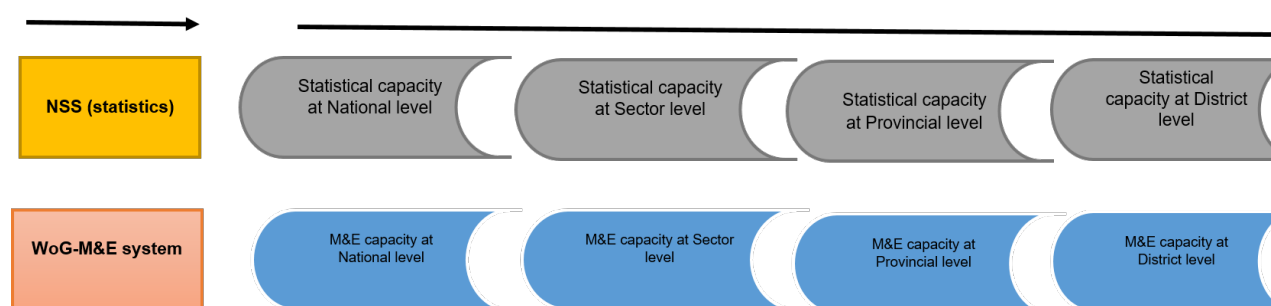


Figure 4. Harmonising statistical monitoring and evaluation across government structures

Strengthening the supply side

Strengthening the supply side of an M&E system requires investing in the quality and credibility of M&E information through augmenting coordination of data production and data standards by reducing the costs of data supply, and by growing the volume and breadth of forms of evaluations which are conducted [51, 52, 59, 83, 85, 95-97, 100]. Therefore, a number of aspects need to be considered when building and sustaining the supply side of an M&E system. This section discusses details of what needs to be done to improve Zambia's WoGM&ES under the proposed model. Suffice to say, the model recognises and retains the four tier government-wide operational structure and governance arrangements, which are:

- i. National level
- ii. Sector or line ministry level
- iii. Provincial level
- iv. District (including sub-district) level

With one critical inclusion, the presidency, the model adopts the current NDP institutional set up for Zambia's current WoGM&ES, which consists of these aspects:

- **The presidency**
 - This is a new inclusion and is needed to spearhead the 'evaluation regime' in the country. The culture of results at country level to be institutionalised in the presidency through sustained demand and use of evidence in development processes.
- **Oversight structures**
 - Parliament
 - Office of the Auditor General (OAG)
 - House of Chiefs
- **Policy coordination and implementation**
 - Apex institutions, namely Cabinet, Cabinet Office, Ministry of National Development Planning and Ministry of Finance
 - Sector level, namely ministries and other implementing agencies at national level
 - Provincial administration
 - District administration
- **Advisory and decision-making structures**
 - National Development Coordinating Committee (NDCC)

- Committee of Permanent Secretaries
- Cluster Advisory Groups (CAGs)
- Provincial Development Coordinating Committees (PDCCs)
- District Development Coordinating Committees (DDCCs)
- Ward Development Committees (WDCs)

Hence, in working to strengthen the M&E supply side, the significant institutional context design issues of focus are discussed now.

a) Institutional context and design

Although the institutional arrangements for Zambia's WoGM&ES have been explained, the research results showed that there are gaps. Starting with the national level institutions cascading down to line ministry, provincial and district levels, much has to be done to make the WoG-M&E function successfully [38, 44, 45, 91, 93]. Championship, in favour of practical strengthening of M&E, was found to be weak politically and technically across Zambia's WoGM&ES. Thus, there was a situation in which stakeholders were not working congruently to support the strengthening of the national system.

Re-engineering is necessary to improve institutional collaboration for a functional WoGM&ES. Building, strengthening and sustaining a country-level system for M&E should start with government stakeholders. Political leadership must be seen to be taking the leading role in creating a stronger system that would provide solid evidence for policy and decision making at all levels of national development. Therefore, it is proposed that the presidency should take up the M&E championship role at country level and pull the rest of the stakeholders in one direction. While this is happening, the 'results-oriented' capacity in the presidency needs to be extended. Further, like-minded champions will have to be placed in strategic institutions and positions across the government structure at national, line ministry, provincial and district level. More importantly, the approach of this re-engineered M&E needs to be participatory and stakeholder focused, bearing in mind that consensus building is at the centre of ownership and sustainability of the system.

b) Leadership

Unclear leadership roles and responsibilities across the WoGM&ES were revealed. For things to happen in the desired manner, the presidency is recommended to take up the country-level institutional leadership role of M&E in Zambia. This should not be done in rhetoric, but practically planned, feasible and in an institutionally organised approach. When the presidency assumes this mandate at country level, other structures in and outside government would probably follow suit in promoting M&E within and across their institutions. It works well when the presidency becomes involved in promoting tenets of accountability, transparency and good governance. Such a culture should at best be accompanied by a system for monitoring and reporting progress vis-à-vis presidential goals and the country's development goals as targeted in the NDPs. On the supply side, stronger legislation such as constitutional provisions for results-based management would go a long way towards building a successful WoGM&ES [52, 86, 90, 104, 109]. Further, at national level (particularly among government structures), MNDP, with collaborating support from MOF and Cabinet Office, should continue to provide leadership to the M&E function for the public sector. This national-level M&E function should work in complementarity with that at presidency level.

Evidently, the study results of this research revealed weaknesses in the current capacities of MNDP and its relationship with MOF and Cabinet Office. Worse, the role of the presidency in advocating for a practical shift towards a robust WoGM&ES was not clearly defined in government policy and operational documents. Therefore, one of the first steps would be to improve the national-level leadership of the WoGM&ES through strengthening M&E championship in these apex institutions. In fact, M&E championship must be strengthened not only in these apex institutions, but at all leadership levels across government structures. While sporadic pronouncements have been made through ministerial and presidential speeches in support of the M&E function, actions have been slow in transforming the M&E agenda in the country.

Another issue relates to the capacities in MNDP, MOF, CO and all other government structures. The findings showed a huge human resource gap in Zambia's WoGM&ES. A case in point is that currently, the MNDP was understaffed. Of the complement of 22 staff members, only five positions were filled at the time of this research. The situation was worse at decentralised levels of line ministry, provincial and district. At MOF and CO, hardly any dedicated staff members were mandated to support the WoGM&ES. Further, attrition and failure to attract and retain qualified and experienced staff because of the poor conditions of government service continued to characterise the WoGM&ES [11, 13, 35, 39, 42, 101-102]. Therefore, these institutions were unable to conduct sound M&E functions which would inform decision-making processes. Thus, coupled with a lack of, or at best inadequate quantity and quality of leadership, management, and organisational skills in M&E championship, the coordination role was undermined at all levels of the WoGM&ES [1, 91, 99].

c) Legislation and regulation

An aspect that is close to that of leadership is M&E legislation and regulation. The study indicated that good efforts were being made to strengthen the WoGM&ES. Since 2014, when government articulated the National Planning and Budgeting Policy, whose bill has yet to be presented to parliament, there have been further demands to strengthen the role of M&E in the country with supportive laws and legal systems. These demands have led to the development of the National M&E Policy, spearheaded by the MNDP, as an anchor to the practice of M&E in the country. This policy would form the basis for further laws to introduce stable legislation to guide M&E in the public sector and beyond. However, most of these efforts are still 'work in progress'. The country needs accomplished results towards building a stronger WoGM&ES.

Government needs to take practical steps by ensuring that the evolution and practice of M&E are backed by strong laws, possibly the equivalent of those that govern public financial management (PFM). Legislation may not be the only determining factor to trigger the M&E supply and demand sides, but that first step will be critical in growing the culture and practice of results among stakeholders. In any case, such laws would reinforce existing ones so that transparency, accountability and good governance tenets are pursued under prescribed legal frameworks and M&E practitioners then work freely without fear of punishment.

d) Coordination and oversight

The coordination of M&E activities among institutions across the WoGM&ES was found to be weak, despite efforts to strengthen the coordination framework for the WoGM&ES while preparing the 7NDP (2017–2021). To put in place a stronger national-level M&E system,

engaging stakeholders is a fundamental factor for success. Re-organising the public sector coordination and oversight framework would provide an opportunity for stakeholders to engage meaningfully, thereby assist strengthen the WoGM&ES. In a country that is striving to implement a decentralised governance system, the Zambian public sector is presented with the challenge of ensuring that M&E coordination and oversight are firmly institutionalised [8, 12, 21, 22, 24, 73, 88, 110]. Coordination and oversight issues are supply side M&E matters and resolving them requires that they should be regarded as such.

Increased focus should be on the continued strengthening of coordination mechanisms, oversight roles and overall liaison at all levels. Further, more effort will be needed for instance to lobby for donor support for developing the systemic component of the M&E supply side. However, while this was being pursued, government's commitment to holistically investing in building M&E functions will need to be increasingly evident. Thus, it will be expected that government structures should increase the allocation of funds and resource capacities to M&E functions.

However, to make these changes, greater support and collective action from all the key institutions is necessary. In the absence of such efforts, especially if MOF and CO held different positions from MNDP, it would be impractical to invest in an improved WoGM&ES. Similarly, in the initial stages of consultations for the national M&E policy, MOF argued that the treasury would not be able to meet the wage bill for the proposed M&E structures across government [25, 27, 28, 30, 40, 105]. This alone showed how less valued and prioritised M&E functions were in high institutional rankings such as MOF, and thus makes future success doubtful (regardless of whether the issue of limitations in national resources was true). Therefore, priority must be given to the harmonisation of collaboration among all stakeholders. However, achieving this is not easy owing to the complex nature of decentralised government machinery in terms of its powers and functions across all levels [3-5, 19, 21, 34, 43]. To that extent, government will need to resolve all existing gaps and work hard towards harmonising institutional relationships to attain the collaboration levels to thrive the WoGM&ES.

e) Links to the national statistical system

On the supply side, the national statistical system (NSS) plays a significant role in enhancing the functionality of the WoGM&ES. Currently situated under the MNDP, the CSO was responsible for collecting and publishing official statistics in Zambia. Statistics were collected using data collection methodologies and mechanisms such as surveys at national, sectoral and subject-specific levels. Suffice to say, study findings revealed that weaknesses existed between the WoGM&ES and the NSS. There were gaps in the ways in which CSO supported the functionality of the WoGM&ES.

Under this model, current weaknesses should not be tolerated because the relationship between the WoGM&ES and the NSS must be self-reinforcing; otherwise it becomes difficult to implement a stronger WoGM&ES. Focus initially should be on harmonising the current institutional and operational arrangements. There is an advantage on this front because both mandates are located under the MNDP. CSO need to strengthen their role of backstopping and technically supporting government institutions and needy non-government actors on statistical issues. This will demand immediate capacity building of CSO, which was found to be fragmented and weak. Essentially, the availability of the WoGM&ES and the NSS presents a good

starting point towards strengthening a culture of results in the public sector and among the citizenry. As a priority, government would be expected to ensure that there are comprehensive synergies (that is, structural, systemic, operational, and technological) between the two systems at national, line ministry, provincial and district level. To that extent, creating common, integrated and unified ICT-aided portals and databases will facilitate the strong linkages between the two systems. This will demand investment commitment on the part of government and other stakeholders. [5, 49 & 89] concluded that there seems to be no easier way out than investing time and resources in ensuring that multiple capacities are fostered to propel the most sought-after systems for M&E. For instance, focus on skills development, ICT-aided solutions, champions, motivation to demand and use statistical data and M&E information, and addressing institutional and systemic politics will be needed as the country transforms itself towards a stronger and successful WoGM&ES.

Further, government would do well to consider transforming CSO into an independent and operationally neutral statistical office, which would be consistent with the study findings. Respondents stressed that an independent CSO will probably be effective and efficient, thereby meeting the statistical needs and expectations of stakeholders. This independence should involve financial autonomy and technical operational rights. To that effect, the drafting of the National Strategy for the Development of Statistics (NSDS) for the period 2014 to 2018 fits well with this recommendation. Overall, the NSDS calls for updated statistics legislation to allow for an independent CSO. Therefore, this alternative model to a strengthened WoGM&ES takes seriously the many proposed innovations around the NSS. A stronger, integrated and interdependent WoGM&ES and NSS would form a solid base for a transformed and sustainable results-based culture in Zambia.

f) Participation

In designing a functional country-level system for M&E, the participation of stakeholders is fundamental [56, 57, 61, 74-78]. Stakeholders become key to building and sustaining a country's system for M&E. In Zambia's WoGM&ES, the participation of stakeholders was currently mixed according to study findings of this research. Thus, a robust situational analysis was necessary, which will focus on identifying stakeholders that currently support M&E functions and those who could support M&E developments. Development partners (DPs), civil society, research institutions, academia, and other institutions and individuals may be useful participants in strengthening the WoGM&ES through their support mechanisms (for example financial, capacity building, systemic, coordination). Once this was done, each stakeholder would be appropriately engaged. Overall, the participation will need to be holistic and cutting across all functional structures of government at national, line ministry, provincial and district level.

g) Capacity for evaluation and analysis

The capacity for evaluation and analysis embedded in a country's WoGM&ES is what governments would need to invest in in their efforts to improve governance systems towards poverty reduction. The analysis of development data to make them readily available to those who need them and analytical capacities are requirements on the supply side of an M&E system. M&E outputs that are critical in informing developmental processes such as management and policy decisions depend on the quality and capacity for data and information analysis. The study results showed weaknesses in 'analysis' capacities across Zambia's WoGM&ES. The gaps in

analysis come in various forms. For instance, in some cases, there are shortages of or limited numbers of skilled officers to undertake sound analysis. In other instances, the capacity to evaluate is non-existent. It was currently common to find situations across the WoGM&ES in which lack of or inadequate evaluation capacities prevailed.

While evaluations have been played down because of prioritisation of monitoring by many organisations, this study established that countries that built strong M&E systems have stronger evaluative culture (for example Chile, Colombia, Mexico, South Africa, Canada and Australia). These countries invested heavily in building capacities in analysis, so that evaluations of their development interventions became easier and cheaper. Alongside the development of a stronger evaluative culture and practice, the Zambian government, working in collaboration with its stakeholders, will need to invest significantly in analytical skills. To achieve this goal, the starting point would be a comprehensive diagnosis of analytical skills in the country, particularly among institutions in the public sector. Such a study report will then give areas of strength, weakness, opportunity and possible threat (SWOT). The diagnosis would need to take a broader view of stakeholders and aspects of analytical capacities.

Analysis capacities will be needed at all levels of the WoGM&ES. In addition, the analytical capacities of non-state actors will need to be increased in the country so that their participation in the development process will be of value. The role of academia, research institutions and training organisations will be critical in the provision of courses in data analysis and interpretation. The idea will be to develop and sustain a wide range of capable analysts to serve the country in development evaluations and related tasks, at the same time transforming the WoGM&ES. Further, this model contends that there must be an ultimate capacity building plan in the country. Informed by the diagnostic study, this master plan should then be cascaded down to all decentralised levels. That way, there will be certainty of addressing the existing analysis gaps across Zambia's WoGM&ES as long as commitment through supportive championship and resource allocation is available to those structures. An emphasis here is placed on the need to first start with the diagnosis of existing capacities in analysis in the country so that the assessment results are then used to develop targeted programmes for addressing the identified gaps. This effort however will depend on how clear government and its stakeholders will be identifying gaps in analysis pertaining to the different development work in the public sector.

h) Outputs and dissemination

On the supply side, the preparation and dissemination of quality and stakeholder appropriate products are essential in the continued promotion and institutionalisation of the culture of results in Zambia. Good quality deliverables would then have a positive bearing for the demand side in that, stakeholders would increasingly seek to access these informative products for their own use in making development decisions. Accordingly, this study identified a number of gaps in the two aspects of outputs and their dissemination. While the number and quality of M&E products (for example APR and institutional reports) were limited, disseminating them to stakeholders was challenging.

M&E outputs must be produced at each strategic level of the WoGM&ES. These products will need to be identified, prioritised and delivered by stakeholders. Unlike the APR, which is currently viewed by stakeholders as a centrally initiated and demanded output, collectively

identified and consented products will go a long way towards inculcating ownership and sustainability among actors. However, this does not mean the APR should be abolished. Instead, its preparation, dissemination and utilisation by all development stakeholders should be re-engineered. Further, collectively agreed dissemination or communication strategy will need to be articulated. The strategy should spell out the type of product, its frequency of generation, responsible institutions and persons, and indicate how its demand among the broader audience will be induced. Additionally, the strategy should show strategic evaluations across the public sector (that is, past evaluations, ongoing and upcoming ones). This would keep the stakeholders and government 'in the know' and remain forward looking in improving the quality and timeliness of these outputs.

i) Capacity building and funding

The research findings in this study have shown that Zambia's WoGM&ES was characterised by fragmented plans and low funding for M&E related activities. The problem existed on many levels, including inadequate allocations, delayed or no release of meagre resources, and cuts of the already small allocations. Several institutions did not budget for M&E activities at all. Another gap was the absence of an M&E funding plan, which could articulate the identified and prioritised M&E operatives and functionalities within the broader WoGM&ES. The NDPs were silent for instance on resources required to undertake strategic programme and project evaluations. In most of the implementing agencies at national, line ministry, provincial and district level, there was no predictable funding mechanism towards capacity building in resource mobilisation and allocation. These were matters that should be treated with priority and specificity if the WoGM&ES was going to be successful and sustainable. Dependency on donors for evaluation funding and technical support for systems development will obviously yield poor results in implementing a WoGM&ES for Zambia's public sector.

To improve funding for M&E activities across the WoGM&ES, a number of basic measures will need to be put in place. To begin with, assigning M&E champions to strategic institutions at national, line ministry, provincial and district level will be vital. Second, another essential aspect is ensuring that the legislation in support of M&E functionality is favourable. It should be linked to appropriate policies, such as the national M&E policy which is in the pipeline. The national policy and similar supportive policies or guidelines will need to be prepared and articulated at all levels across the WoGM&ES. The champions who are placed at all these levels will then use such legal frameworks to conduct and promote M&E. Third, government should facilitate the development of a financial support strategy for the M&E function in Zambia. This strategy must be broad based to include the role of government and non-government actors. The streamlined financial supporting role of government, private sector, development partners, civil society, academia and training institutions will need to be articulated. The strategy should be tailored to address systemic and capacity building gaps across the WoGM&ES. In this model, once these critical initiatives have been institutionalised and commitments ascertained, the strengthening and sustainability of Zambia's WoGM&ES will be safeguarded.

CONCLUSION

This research was about investigating the status of Zambia's public sector monitoring and evaluation system, herein called the whole-of-government monitoring and evaluation system (WoGM&ES). To do so, two fundamental aspects have been considered, the supply and demand sides of the WoGM&ES. Both the supply side and the demand side of a country's M&E system

need to be developed, strengthened and sustained for it to provide credible information for the development process. However, this study only articulated only the supply side. It has been underscored that the capacity of Zambia's WoGM&ES to create high-quality information is required. At the same time, the system should be able to stimulate and use M&E information in key decision and policy-making processes. The study has proposed a new model for Zambia's WoGM&ES supply side.

The proposed model has provided five foundational elements that are needed for Zambia's WoGM&ES to thrive. These include i) seeking clarity on the common purpose of implementing a WoGM&ES; ii) taking into account the Zambian governance structure; iii) establishing an independent evaluation structure; iv) building a Government-wide integrated ICT infrastructure; and v) putting in place a functional decentralised and integrated national statistical system.

The study has discussed how the proposed model deals with strengthening and sustaining the supply side of M&E. A number of innovative ways were suggested on how best to implement a stronger WoGM&ES. Therefore, it is now incumbent on stakeholders under the leadership of the Presidency to transform and strengthen the country's system for M&E. Through such a collective and participatory approach, it is envisaged that Zambia's WoGM&ES will grow stronger with a reputable record to satisfy the information needs of key stakeholders in and outside government. At that stage, Zambia will be acclaimed as a results-focused country with an M&E system capable of supplying high-quality information and capacity to stimulate the demand side to utilise M&E information. The study provides suggestions on how the Government of Zambia and respective stakeholders would need to work together to build and strengthen the country system for M&E.

References

- GRZ. Ministry of Finance and National Planning. 2006. Fifth National Development Plan 2006-2010: Broad based wealth and job creation through citizenry participation and technological advancement, Lusaka: Ministry of Finance and National Planning.
- Hardlife, Z. & Zhou, G. 2013. Utilisation of monitoring and evaluation systems by development agencies: The case of the UNDP in Zimbabwe. *American International Journal of Contemporary Research*, 3(3): 70-83.
- Abraham, I.J. & Torres, M.M. 2004. Mainstreaming Empowerment in the Bolivia PRSP monitoring and evaluation at the Municipal Level. Special series on social accountability in Latin America and the Caribbean. The World Bank, Washington, D.C.
- Edmunds, R. & Marchant, T. 2008. Official Statistics and Monitoring and Evaluation Systems in Developing Countries: Friends or Foes?, (October): 1-43.
- Adrien, M.H. 2003. Evaluation Capacity Development: Guide to Conducting Reviews of Organisations Supplying M&E Training, ECD Working Paper Series No. 9, The World Bank, Washington, D.C.
- Kanyamuna, V., Phiri, M., Kanenga, H. & Mulonda, M. (2020). "Role of Actors Outside Government in Strengthening the Country Monitoring and Evaluation System in Zambia." *World Journal of Social Sciences and Humanities*, vol. 6, no. 1: 22-29.
- Ahmad, R. 2008. Governance, Social Accountability and the Civil Society. JOAAG, Vol.3. No.1
- GRZ. Ministry of National Development Planning. 2014 Annual Progress Report for the Revised Sixth National Development Plan 2013-2016: People Centred Economic Growth and Development. Lusaka: Ministry of National Development Planning.

- Akhtar, T., Ebrahimian, E., Prasad, B., and Tavera, C. (Eds.). 2005. *Partners for Change. Experiences from UNDP's work with civil society organizations through the Global Environment Facility*.
- Alzate, R. D. E. 2000. Monitoring and evaluating local development through community participation: The experience of the Association of Indigenous Cabildos of Northern Cauca, Columbia. In M. Estella, J. Blauert, D. Campilian, J. Gaventa, J. Gonsalves, I. Guijt, D. Johnson, & R. Riacaftort (Eds.), *Learning from change: Issues and experiences in participatory monitoring and evaluation* (pp. 95–108). Ottawa: International Development Research Centre.
- GRZ. Ministry of National Development Planning. 2016. *2015 Annual Progress Report for the Revised Sixth National Development Plan 2013-2016: People Centred Economic Growth and Development*. Lusaka: Ministry of National Development Planning.
- Arora, D. 2013. Good Governance: A Study of the Concept in Indian Context–Origin of the Concept of Good Governance, *Good Governance*, 37(1): 1–16.
- Booth, D. 2005. Missing links in the politics of development: Learning from the PRSP experiment, ODI Working Paper No. 256. Overseas Development Institute, London.
- Brousselle, A. & Champagne, F. 2011. Program theory evaluation: Logic analysis. *Evaluation and Program Planning*, 34(1): 69–78.
- Castro, M. F. 2009. *Insider Insights: Building a Results-Based Management and Evaluation System in Colombia*. ECD Working Paper 18, The World Bank, Washington, D.C.
- Castro, M.F., Lopez-Acevedo, G., Busjeet, G.B. & Ardenez, X.F. 2009. *Mexico's M&E System: Scaling up from the sectoral to the National Level*. Evaluation Capacity Development. IEG. The World Bank, Washington, D.C.
- Chabane, C. 2013. *The Role of Monitoring and Evaluation in the Public Service, Republic of South Africa—The Presidency Department of Performance Monitoring and Evaluation*. Pretoria, South Africa.
- Chambers, R. 1994. Participatory rural appraisal (PRA): Challenges, potentials, and paradigm. *World Dev*, 22(1): 1437–1454.
- Eberlei, W. & Henn, H. 2003. *Parliaments in Sub-Sahara Africa: Actors in poverty reduction?* Eshborn: Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ).
- El Baradei, L. Abdelhamid, D. & Walley, N. 2014. Institutionalising and streamlining development monitoring and evaluation in post-revolutionary Egypt: A readiness Primer. *African Evaluation Journal*, 2(1): 1-16.
- Engela, R. & Ajam, T. 2010. *Evaluation Capacity Development: Implementing a Government-Wide Monitoring and Evaluation System in South Africa*, Working Paper Series No. 21 No. 21. OED, The World Bank, Washington, D.C.
- Gomez, R., Olivera, M. & Velasco, M. 2009. *Implementing a Subnational Results-oriented Management and Budgeting System: Lessons from Medellin, Colombia*. Evaluation Capacity Development. IEG. The World Bank, Washington, D.C.
- Görgens, M. & Kusek, J. 2009. *Making Monitoring and Evaluation Systems Work: A Capacity Development Toolkit*. IBRD World Bank, Washington DC.
- GRZ. Ministry of Finance and National Planning. 2002. *Zambia poverty reduction strategy paper (2002–2004)*, March 2002. Lusaka: Ministry of Finance and National Planning.
- GRZ. Ministry of Finance and National Planning. 2009. *Mid-Term Review of the Fifth National Development Plan 2006-2010: Broad based wealth and job creation through citizenry participation and technological advancement*. Lusaka: Ministry of Finance and National Planning.
- Adato, M. 2011. *Combining Quantitative and Qualitative methods for Program Monitoring and Evaluation: Why are mixed method designs best?* Prem Notes. Special series on the Nuts and Bolts of M&E systems. The World Bank, Washington, D.C.
- GRZ. Ministry of Finance and National Planning. 2014b. *National Planning and Budgeting Policy: Responsive, transparent, accountable and results-oriented Development Planning and Budgeting processes*. Lusaka: Ministry of Finance and National Planning.

- GRZ. Ministry of National Development Planning. National Monitoring and Evaluation Policy (2019-2023): Results-oriented, evidence-based, integrated and well-coordinated Government-wide Monitoring and Evaluation System for improved development results. Lusaka: Ministry of Finance and National Planning, 2019.
- Kusek, J.Z., Rist, R.C. & White, E.M. 2004. How will we know Millennium Development Results when we see them? Building a Results-Based Monitoring and Evaluation System to Give us the Answer. The World Bank, Washington, D.C.
- GRZ. Ministry of Finance and National Planning (MOF-Zambia). 2013. Report on the Performance of the Sector Advisory Groups (SAGs), Lusaka: Ministry of Finance and National Planning.
- Ahem, M., Beard, V.A., Gueorguieva, A.I. & Sri Handini, R. 2012. Using M&E to support Performance Based Planning and Budgeting in Indonesia. Prem Notes, Special series on the Nuts and Bolts of M&E systems. The World Bank, Washington, D.C.
- Hickey, S. & Mohan, G. 2008. The Politics of Establishing Pro Poor Accountability: What can Poverty Reduction Strategies Achieve? *Review of International Political Economy*, 15(2): 234–258.
- Holvoet, N., Gildemyn, M. & Inberg, L. 2012. Taking Stock of Monitoring and Evaluation Arrangements in the Context of Poverty Reduction Strategy Papers: Evidence from 20 Aid-Dependent Countries in Sub-Saharan Africa. *Development Policy Review*, 30(6): 749–772.
- Holvoet, N., Inberg, L. & Sekirime, S. 2013. Institutional analysis of monitoring and evaluation systems: Comparing M&E systems in Uganda's health and education sectors. Working Paper, Institute of Development Policy and Management, University of Antwerp.
- Zambia Monitoring and Evaluation Association. National Evaluation Advocacy and Strategy–2018-2021. Lusaka, 2018.
- Holvoet, N. & Renard, R. 2005. Putting the New Aid Paradigm to Work, Challenges for Monitoring and Evaluation, Discussion Paper No. 2. Institute of Development Policy and Management, University of Antwerp, Antwerp.
- Holvoet, N. & Rombouts, H. 2008. The challenge of monitoring and evaluation under the new aid modalities: Experiences from Rwanda. *Journal of Modern African Studies*, 46(4): 577–602.
- Holvoet, N. & Rombouts, H. 2008. The Denial of Politics in PRSP's Monitoring and Evaluation: Experiences from Rwanda, Discussion Paper. Institute of Development Policy and Management, University of Antwerp, Antwerp.
- GRZ. Ministry of Finance and National Planning. 2010. Sixth National Development Plan 2011-2015: Sustained Economic Growth and Poverty Reduction. Lusaka: Ministry of Finance and National Planning.
- Hwang, H. 2014. Building Monitoring and Evaluation Capacity in young systems: The experiences of Rwanda, Vietnam and Yemen. The World Bank, Washington, D.C.
- Kanyamuna, V. 2013. Sector Monitoring and Evaluation Systems in the context of Poverty Reduction Strategies: A comparative case study of Zambia's Health and Agriculture sectors. MSc-dissertation, University of Antwerp, Antwerp, Belgium.
- Kanyamuna, V., Mubita, A., Ng'andu, E., Mizinga, C. & Mwale, A. 2018. An Assessment of the Demand-Side of the Monitoring and Evaluation System of the Health Sector in Zambia. *World Journal of Social Sciences and Humanities*, 4(2): 75–86.
- Mubita, A., Mulonda, M., Libati, M., Mwale, N. & Kanyamuna, V. Urban Informality and Small Scale Enterprise (SME) Development in Zambia: An Exploration of Theory and Practice, *Journal of Behavioural Economics, Finance, Entrepreneurship, Accounting and Transport*, 2017. 5(1): p.19-29.
- Kanyamuna, V., Mulonda, M. & Mulele, C.S. 2019. Monitoring and Evaluation Legislation in Zambia–Gap Analysis. *International Journal of Humanities, Art and Social Studies*, 4(1): 15-25.
- GRZ. Ministry of Finance and National Planning. 2011. Fifth National Development Plan 2010 Annual Progress Review: Broad Based Wealth and Job Creation through Citizenry Participation and Technological Advancement. Lusaka: Ministry of Finance and National Planning.
- Kusek, J. Z. & Rist, R. C. 2004. Ten Steps to a Results-Based Monitoring and Evaluation Systems. A Handbook for Development Practitioners. The World Bank. Washington D.C.

- Laguna, M. 2011. Chile's Monitoring and Evaluation System (1994-2010). Prem Notes, Special series on the Nuts and Bolts of M&E systems. The World Bank, Washington, D.C.
- Lopez-Acevedo, G., Rivera, K., Rivera, L. 2010. Challenges in Monitoring and Evaluation: An Opportunity To Institutionalize M&E Systems. Fifth Conference of the Latin America and the Caribbean Monitoring and Evaluation (M&E) Network.
- Mupeta, S., Muleya, G., Kanyamuna, V., & Simui, F. (2020). Imperial Districts Civic Entrepreneurship: The Implementation of Civic Innovations in the Governance of the University of Zambia. *Advances in Social Sciences Research Journal*, 7(7) 674-685.
- Lopez-Acevedo, G., Krause, P. & Mackay, K. (Eds.). 2012. Building Better Policies. Washington, D.C. The World Bank.
- Mackay, K. 1999. Evaluation Capacity Development: A Diagnostic Guide and Action Framework, ECD Working Paper Series No. 6. The World Bank, Washington, D.C.
- Mackay, K. 2007. How to Build M&E Systems to Support Better Government. The International Bank for Reconstruction and Development and World Bank. The World Bank, Washington D.C.
- Bamberger, M. 2006. Evaluation Capacity Building, In: Segone and Ocampo (Ed.), Creating and Developing Evaluation Organizations) – Lessons learned from Africa, Americas, Asia, Australasia and Europe.
- GRZ. Ministry of Finance and National Planning. 2014c. Report of the Final Evaluation of the Fifth National Development Plan 2006-2010. Lusaka: Ministry of Finance and National Planning.
- Bedi, T., Coudouel, A., Cox, M., Goldstein, M. & Thornton, N. 2006. Beyond the numbers : Understanding the institutions for monitoring poverty reduction strategies. The World Bank. Washington, D.C.
- Mackay, K. 2010. Conceptual Framework for Monitoring and Evaluation. The Nuts & Bolts of M&E Systems—The World Bank, 1, 8.
- Mackay, K. 2011. The Australian Government's Performance Framework, ECD Working Paper No. 25. The World Bank, Washington, D.C.
- Mackay, K. 2006. Institutionalizing of Monitoring and Evaluation Systems to Improve Public Sector Management, ECD Working Paper Series No. 15. IEG World Bank, Washington D.C.
- GRZ. Ministry of Finance and National Planning. 2014d. Revised Sixth National Development Plan 2013-2016: People Centred Economic Growth and Development – Volume I. Lusaka: Ministry of Finance and National Planning.
- Mark, M. M. 2008. Building a better evidence base for evaluation theory: Beyond general calls to a framework of types of research on evaluation. In N. Smith & P. R. Brandon (Eds.), *Fundamental issues in evaluation* (pp. 111–134). New York: Guilford.
- Booth, D. & Lucas, H. 2002. Good Practice in the Development of PRSP Indicators and Monitoring Systems, ODI Working Paper 172. Overseas Development Institute, London.
- May, E., Shand, D., Mackay, K., Rojas, F. & Saavedra, J. (Eds.). 2006. Towards the Institutionalization of Monitoring and Evaluation Systems in Latin America and the Caribbean: Proceedings of a World Bank Conference. The World Bank, Washington D.C.
- Holvoet, N. & Renard, R. *Putting the New Aid Paradigm to Work, Challenges for Monitoring and Evaluation*, Discussion Paper No. 2. Institute of Development Policy and Management, University of Antwerp, Antwerp, 2005.
- Mehrotra, S. 2013. The Government Monitoring and Evaluation System in India: A Work in Progress, ECD Working Paper series 28. IEG, The World Bank, Washington, D.C.
- Kanyamuna, V., Phiri, M., Kanenga, H. & Mulonda, M. (2020). "Role of Actors Outside Government in Strengthening the Country Monitoring and Evaluation System in Zambia." *World Journal of Social Sciences and Humanities*, vol. 6, no. 1: 22-29.
- Kusek, J.Z. 2011. Assessing Country Readiness for Results-Based Monitoring and Evaluation to support Results Informed Budgeting. The World Bank, Washington, D.C.

- Kanyamuna, V., Mumba, M.H., Mkandawire, A., Munalula, M. & Kalonje, V. (2021). "Opportunities and Challenges in Using Information from Zambia's Government Monitoring and Evaluation System". *World Journal of Social Sciences and Humanities*, vol. 7, no. 1: 23-33.
- Morra Imas, L. G. & Rist, R. C. 2009. *The Road to Results: Designing and Conducting Effective Development Evaluations*. The World Bank, Washington, D.C.
- Mosse, R. & Sontheimer, L. 1996. *Performance Monitoring Indicators Handbook*. World Bank Technical Paper No. 334. The World Bank, Washington, D.C.
- Mulonda, M., Kanyamuna, V. & Kanenga, H. 2018. State-Civil Society relationship in Zambia, *International Journal of Humanities, Art and Social Studies*, 3(4): 17-26.
- Bamberger, M. 2008. Enhancing the utilisation of evaluations for evidence-based policy- making. In M. Segone (Ed.). *Bridging the Gap*. Switzerland: UNICEF.
- Naidoo, I. 2011. *The role of monitoring and evaluation in promoting good governance in South Africa : A case study of the Department of Social Development: PhD-Thesis submitted to the Graduate School of Public & Development Management in fulfilment of the requirements for doctorate degree*. University of Witwatersrand.
- Kanyamuna, V., Mulonda, M. & Mulele, C.S. Monitoring and Evaluation Legislation in Zambia-Gap Analysis. *International Journal of Humanities, Art and Social Studies*, 2019. 4(1): 15-25.
- Nelson, C. 2016. *Exploring Monitoring and Evaluation within a Good Governance perspective: A case study of Stellenbosch Municipality*, March, 2016.
- OECD/DAC. 2005. *Aid Effectiveness 2005-10 : Progress in Implementing the Paris Declaration*. Paris.OECD Publications.
- Porter, S. & Goldman, I. 2013. *A Growing Demand for Monitoring and Evaluation in Africa*. African Evaluation Journal.1(1): 1-9.
- Porter, S. 2012. 'The Growing Demand for Monitoring and Evaluation in Africa', in Centre for Learning on Evaluation and Results CLEAR (ed.), *African Monitoring and Evaluation Systems: Exploratory Case Studies* (Johannesburg: University of the Witwatersrand).
- Raimondo, E. 2016. *What Difference Does Good Monitoring and Evaluation Make to World Bank Project Performance? Policy Research Working Paper*. IEG. The World Bank, Washington, D.C.
- Kanyamuna, V., Mubita, A., Ng'andu, E., Mizinga, C. & Mwale, A. 2018. An Assessment of the Demand-Side of the Monitoring and Evaluation System of the Health Sector in Zambia. *World Journal of Social Sciences and Humanities*, 2018. 4(2): p. 75-86.
- Schiavo-Campo, S. 2005. *Evaluation Capacity Development—Building Country Capacity for Monitoring and Evaluation in the Public Sector: Selected Lessons of International Experience*, Working Paper Series No. 13, OED, World Bank, Washington, D.C.
- Segone, M. (Ed), 2010. *From policies to results. Developing capacities for country monitoring and evaluation systems*. UNICEF, DevInfo, IDEAS, ILO, IOCE, UNDP, UNIFEM, WFP and World Bank.
- Shepherd, G. 2011. *Conducting Diagnosis of M&E systems and Capacities*. Prem Notes, Special series on the Nuts and Bolts of M&E systems. The World Bank, Washington, D.C.
- Smith, P. C., Nutley, S. M., Davies, H. T. O., Nutley, S. M. & Smith, P. C. 2009. *What works?: evidence-based policy and practice in public services*. Bristol: The Policy Press.
- Kanyamuna, V. *Sector Monitoring and Evaluation Systems in the context of Poverty Reduction Strategies: A comparative case study of Zambia's Health and Agriculture sectors*. MSc-dissertation, University of Antwerp, Antwerp, Belgium, 2013.

- Srivastava, J., Kampen, J., Baker, G., Byerlee, D. & Sehya, M. 2003. Good practices in Monitoring and Evaluation and Management Information Systems for competitive Grant Programs in ECA Countries. The World Bank, Washington, D.C.
- Treasury Board of Canada Secretariat. 2012. Theory-Based Approaches to Evaluation: Concepts and Practices.
- Trucano, M. (ed.). 2005. Monitoring and Evaluation of ICT in Education projects: A Handbook for Developing Countries. The World Bank, Washington, D.C.
- UNAIDS. 2009. 12 Components of Monitoring and Evaluation System Assessment: Guidelines to Support Preparation, Implementation and Follow-up Activities. Geneva.
- UNDP. 2009a. Handbook on Planning, Monitoring and Evaluating for Development Results. United Nations Development Programme, New York.
- Kanyamuna, V., Kotzé, D. A. & Phiri, M. "Monitoring and Evaluation Systems: The Missing Strand in the African Transformational Development Agenda." *World Journal of Social Sciences and Humanities*, 2019. 5(3): 160-175.
- GRZ. Ministry of National Development Planning. 2017. Seventh National Development Plan (7NDP 2017-2021), Accelerating Development Efforts towards Vision 2030 without Leaving Anyone Behind (Vol. 1). Lusaka: Ministry of National Development Planning.
- White, H. 2009. Theory-Based Impact Evaluation: Principles and Practice (Impact Evaluation Working Paper 3). International Initiative for Impact Evaluation, Working Paper 3. New Delhi.
- Wong, C. 2012. Toward Building Performance – Oriented Management in China: The critical role of Monitoring and Evaluation and the Long road Ahead (ECD Working Paper No. 27). The World Bank, Washington D.C.
- Kanyamuna, V., Katowa, T., Mubita, A., Kanenga, H., Simui, F., & Kotze, D. A. (2020). Analysis of Structural and Organisational Arrangements of Monitoring And Evaluation Status For The Public Sector In Zambia. *Advances in Social Sciences Research Journal*, 7(6) 504-527.
- World Bank. 2004. Assessing country readiness for results-based monitoring and evaluation systems. Prem Notes, Special series on the Nuts and Bolts of M&E systems. The World Bank, Washington, D.C.
- World Bank. 2007. A Diagnosis of Colombia's National M&E System, SINERGIA. Evaluation Capacity Development. Working Paper Series No. 17. IEG. The World Bank, Washington, D.C.
- World Bank. 2009. Institutionalising Impact Evaluation within the framework of a Monitoring and Evaluation System. IEG. The World Bank, Washington, D.C.
- Segone, M. 2008. "Evidence-based policy-making and the role of monitoring and evaluation within the new aid environment". In: Bridging the gap. The role of monitoring and evaluation in evidence-based policy-making. UNICEF, DevInfo, IDEAS, MICS, The World Bank.
- World Bank. 2012. Designing a Results Framework for achieving Results: A How-To-Guide. IEG, Washington, DC.
- Mulonda, M., Kanyamuna, V. & Kanenga, H. State–Civil Society relationship in Zambia, *International Journal of Humanities, Art and Social Studies*, 2018. 3(4): p. 17-26.
- World Bank. 2012. Improving the Quality of Public Expenditure through the use of Performance Information in Mexico. IEG, The World Bank, Washington, D.C.
- World Health Organisation. 2012. Monitoring and Evaluation Indicators for Integrated Vector Management. WHO, Geneva.
- Wotela, K. 2017. A proposed Monitoring and Evaluation Curriculum based on a model that institutionalises monitoring and evaluation. *African Evaluation Journal*, 5(1): 1-8.
- Mackay, K. 2008. Helping countries build government monitoring and evaluation system. World Bank contribution to evidence-based policy making. In M. Segone (Ed.). *Bridging the Gap*. Switzerland: UNICEF.
- Lopez-Acevedo, G., Krause, P. & Mackay, K. (Eds.). 2012. Building Better Policies: The Nuts and Bolts of Monitoring and Evaluation Systems. The World Bank, Washington, D.C.

Zaltsman, A. 2006. Experience with Institutionalizing Monitoring and Evaluation Systems In Five Latin American Countries: Argentina, Chile, Colombia, Costa Rica and Uruguay (ECD Working Paper 16 No. 16). Washington, D.C. The World Bank.

Kanyamuna, V., Mubita, A., & Kotzé, D. A. Is the policy environment for Zambia supportive of a thriving whole-of-government monitoring and evaluation system? *Advances in Social Sciences Research Journal*, 2020. 7(1) 542-554.

Zambia Monitoring and Evaluation Association. 2018. National Evaluation Advocacy and Strategy–2018-2021. Lusaka.

Kanyamuna, V. *Analysis of Zambia's Whole-of-Government Monitoring and Evaluation System in the context of National Development Plans*. Doctorate Thesis. University of South Africa, 2019.

Segone, M. (Ed.). 2009. Country-led Monitoring and Evaluation Systems: Better evidence, better policies, better development results. UNICEF, Geneva.

GRZ. Ministry of National Development Planning. 2017a. 2016 Annual Progress Report for the Revised Sixth National Development Plan 2013-2016: People Centred Economic Growth and Development. Lusaka: Ministry of National Development Planning.