

CHAPTER 6

INSTITUTIONAL FRAMEWORK FOR PRSP IMPLEMENTAION, MONITORING AND EVALUATION

6.1 Introduction

The overall coordination of the planning, implementation as well as the monitoring and evaluation of the PRSP/TNDP rests within the Planning and Economic Management Department in the Ministry of Finance and National Planning, with the full participation of the line ministries, provinces, other government institutions, civil society organizations, private sector and the cooperating partners. In order to ensure effective implementation of the PRSP/TNDP, an institutional framework dealing with the implementation and monitoring of the PRSP/TNDP has been developed. Though not in full operation, a Poverty Monitoring and Analysis Framework (PMA) has been designed to provide timely information to policy markers on the implementation of the PRSP.

The monitoring system for PRSP/TNDP include the Input-Output level, which covers the Management Information System (IMS) requirement of implementing a Poverty Reduction Strategy and the Outcome-Impact level that shows the contribution of the PRSP/TNDP programme to the overall status of poverty in the country. The Input-Output component captures data mostly through administrative records of which the line ministries take full responsibility of managing IMS. The outcome and impact indicator data are captured through specialized surveys, which are done by the Central Statistical Office. Such surveys include; the Living Conditions Monitoring Survey (LCMS); Demographic and Health Survey (DHS); Education Survey; Sexual Behavior Survey; Crop Forecasting Survey (CFS); and Post Harvest Surveys (PHS); Labor Force Survey and the Census.

6.2 Institutional Structure for Monitoring the Implementation of the PRSP/TNDP

As earlier indicated the monitoring and evaluation system of the PRSP is still weak. The proposed system involves weekly, monthly and quarterly review meetings for Sector Advisory Groups (SAGs,) Provincial Development Coordinating Committee (PDCC) and the District Development Coordinating Committees (DDCCs). These committees are supposed to meet on a quarterly basis and submit reports to MOFNP and subsequently to the cabinet at which reports are presented and decisions made. However, this system has not been implemented fully. Nonetheless, there have been Sector Advisory Group meetings to discuss the 2004 budget submissions for the sectors in 2003 and not to tract the PRSP indicators. The government is however, putting in place measures to ensure that PDCC and the SAGs begin to mangle information systems that will be able to track progress on the implementation of the PRP interventions.

6.3 Implementation and monitoring instruments

Planning and monitoring of the PRSP/TNDP is spearheaded through the Sector Advisory Groups (SAGs) and the PDCC and DDCC subcommittees, who are involved in both planning and monitoring of the implementation of the PRSP/TNDP. In this regard, the SAGs use the defined PRSP/TNDP indicators to define the targets particularly at the input-output levels that are used for monitoring. In addition, standardized monitoring questionnaires for capturing information have been designed and distributed to all

implementing agencies. Furthermore, the profiling of the quarterly releases of the findings to PRPs has improved the implementation and monitoring of the PRSP/TNDP, particularly in the last two quarters of 2003. It is worth noting that the current PRSP Annual Progress Report did not use the proposed system. Instead, sector ministries and other spending agencies were asked to provide retrospective data on the implementation of the sector PRSP interventions. The data quality was rather poor, due to the non-existence or ineffective management of information systems in most sector ministries. This resulted into a long process of data searching, synthesizing and analysis. With the proposed system in place, the government envisages some level of effective and efficient information management systems in most of the sector ministries and provinces.

6.4 Implementation of the framework

Figure 6.1 illustrates the proposed information flow for both planning and monitoring and evaluation of both the PRSP and TNDP. It is envisaged that implementation and monitoring of the PRSP will begin at Ward level and information will then be forwarded to the district. At district level, there are consultative structures such as the DDCC to discuss development issues, assess and scrutinize the data on tracking program/ policy implementation. The district information is consolidated to form a provincial report, which is discussed by the PDCC and subsequently forwarded to MOFNP. Equally, the line ministries gather their planning and monitoring data from provinces, consolidate them and submit them to SAGs for discussion and adoption. The information is then submitted to the MOFNP. There is also a provision in the framework for other consultative forums such the civil society, private sector and cooperating partners. These forums discuss PRSP implementation issues and make their submissions at the Annual Poverty Forum. The issues from the Poverty Forum are then submitted to Cabinet for information and decision-making.

The partial implementation of the framework started in 2002 but has since gained momentum in the last half of 2003. This is due to the implementation of planning and monitoring strategies under the Planning and Economic Management Department, as well as consultative efforts being implemented under the MTEF. The last two quarters of 2003 saw increased activities of SAGs and PDCC committees culminating in their participation in the preparation of the 2004-2006 MTEF and the 2004 budget.

The major weakness is the lack of a well-developed management information system, weak institutional capacities and lack of clear linkages and specified roles by different stakeholders. The Planning and Economic Management Department, in collaboration with all stakeholders, will address these weaknesses in the proposed system once fully implemented.

Fig 6.1: PRSP/TNDP Planning, Implementation and Monitoring Framework

