# Policy and Strategy and Information Management / M&E for State Governance Reform

## *Lagos State Self-Assessment Workshop Findings*

**Lagos State**

**April 2009**

## Contents

# 1 Introduction

## 1.1 Purpose of the Self Assessment

The DfID funded State Partnership for Accountability, Responsiveness and Capability (SPARC) is working to support state governments in implementing their governance reforms. This support is provided under a number of interlinked technical work streams including: a) Policy and Strategy Development (P&S), b) Public Financial Management (PFM) and c) Public Sector Reform (PSR). In addition to these primary work streams, SPARC support is also focusing on a number of cross-cutting themes including: a) Monitoring and Evaluation (M&E), b) Local Governments Authorities (LGAs) and c) Knowledge Management (KM).

In order to assist the Lagos state government in identifying priorities for change in these areas, baseline assessments have been conducted for each of the primary work stream areas, consisting of workshops with broad based participation from relevant state government ministries, departments and agencies (MDAs). This report presents the results of the self assessment for the primary work stream of Policy and Strategy and the cross-cutting theme of M&E.

The main purpose of the self assessment is to help Lagos State Government identify priority areas of change in the areas of policy development and strategic planning and associated fields of M&E and information management that will contribute to the effective implementation of the states long-term development vision as provided by the Governors Ten Point Agenda. A further purpose is to provide Lagos State Government with an objective baseline assessment of the current status of policy development, strategic planning, M&E and information management against which future reform progress in these areas can be measured.

## 1.2 The Self Assessment Indicators

The indicators used in the self assessment are grouped under the two overarching themes of: a) Policy and Strategy and b) M&E/Information Management. For each of these themes a number of *key features* have been identified which effective policy and strategy making processes and M&E/Information Management systems should exhibit.

The key features required for an effective Policy and Strategy making process included in the self assessment consist of:

- **P&S 1A:** Provision by politicians of policy guidelines and realistic budget envelopes.

- **P&S 1B:** Sector Policies are Financially Feasible.

- **P&S 2:** Outcome basis of sector policy statements and availability of central planning support for MDA strategy development.

- **P&S 3:** Baseline information and research findings are used to inform policy definition / formulation and strategy making.
- **P&S 4:** National or international legislative and regulatory policies or guidelines are considered when making sector strategies and advice is sought from federal agencies or other international agencies when necessary.

- **P&S 5:** The actions and policies of federal departments, local governments and private or non-governmental sector actors are taken into consideration in strategy development.

- **P&S 6:** Sector Strategies are consistent with human and organisational capacity to implement them.

- **P&S 7:** The views and opinions of customers, including disadvantaged groups, are taken into consideration when making strategies.

- **P&S 8:** The government has signed up to a public commitment to deliver feasible policy outcomes.

The key features required for an effective M&E/Information Management sytem included in the self assessment consist of**:**

- **M&E 1:** Institutional & legal framework for information management and monitoring and evaluation (M&E).

- **M&E 2:** A strategy developed setting out scope and purpose of information management / M&E

- **M&E 3:** Organizational capacity for managing information and carrying out information management / M&E.

- **M&E 4:** Effectiveness of Management Information Systems (MIS), Statistics and Data.

- **M&E 5:** Performance management processes in support of policy, strategy and program adjustment.

- **M&E 6:** Cross-cutting issues are reflected in the information management / M&E systems.

For each of the above key features, a number of high level indicators have been developed which form the basis for the self assessment. By examining the assessment results for these indicators, an overall assessment has been made for each key feature which indicates the extent to which they are effectively implemented in Lagos State.

## 1.3  Methodology

The self assessment took the form of a two day residential workshop over 23rd – 24th March 2009. There was broad representation from Lagos State Government MDAs, with high level representation from these organizations, including Permanent Secretaries, Directors and Special Advisers.

The methodology for the workshop was been adapted from the internationally recognized Public Expenditure and Financial Accountability (PEFA) approach. Participants were provided with a policy and strategy and M&E/information management performance measurement framework which listed and described each key feature and indicator. The workshop consisted of five main working sessions over the two days within a number of key features being covered in each session.

In each session, the workshop facilitators presented indicators for each key feature in turn; ensuring workshop participants understood the context and the issues that needed to be covered. Workshop participants were asked to review each of these indicators and assign a score (A, B, C or D) for each which represented the current situation in Lagos state. For each indicator, a minimum requirement for each score was described in the performance measurement framework to assist participants in the scoring.

Discussions were then held in plenary with participants discussing and agreeing scores for each indicator. Workshop facilitators summarized the results of these discussions as the rationale for having awarded the selected score for each indicator. At the end of each indicator discussion, the

recorded score and rationale was presented back to participants for verification before moving on the next indicator.

The scores for each indicator associated with a particular key feature have been combined to give an overall score for that key feature (A, B+, B, C+, C, D+ or D). Two different methods for combining scores are used, depending on the key feature. The two scoring methods used are based on the PEFA assessment framework and are as follows:

- **M1:** This method is used for all key features where there is only one indicator or where there are multiple indicators where poor performance on one indicator is likely to undermine the impact of good performance on other indicators (in other words, by the weakest link in the connected indicators of the key feature). For key features with more than one indicator, the lowest score given across indicators is chosen as the overall score for that key feature.

- **M2:** This method based on averaging the scores for individual indicators of a key feature. This is used for key features with multiple indicators, where a low score on one indicator does not necessarily undermine the impact of a high score on another indicator.

The scoring method used to provide an overall score is shown against each key feature in the relevant sections of this report.

## 1.4  Scope of the Assessment

The assessment results presented in this report present an overall evaluation of the current situation in Lagos State. Two main sections are included for: a) policy and strategy and b) information management/M&E. At the beginning of each section an overview of the current situation is presented together with a summary of key feature scores. This overview is based on the indicator assessments developed in the workshop, together with further analysis conducted by SPARC consultations in preparation for the workshop. The second section lists each key feature and indicator in turn and records the score awarded during the self assessment, together with a narrative rationale for the score, as identified by workshop participants.

The assessment broads an overall assessment of the current situation in MDAs within the state. Some MDAs are covered in more detail in the rationale as a result of stronger participation in the workshop and, in the case of M&E, having made more progress in developing systems. Local Government Authorities were considered as part of discussions for relevant indicators and some indication of the situation is provided. However, a detailed assessment of the situation is beyond the scope of this assessment and it is recognized that further investigation will be needed in these areas.

# 2  Making Policy and Sector Strategies

## 2.1  Overview of Current Situation

Lagos State is one which has demonstrated a clear appreciation and commitment to increased policy cohesion, coordination and more effective strategy development, as captured in its central policy framework which is anchored on the Governor's Ten Point Agenda.

The Ten Point agenda emerges in the assessment exercise as the focal point and foundational basis of the Lagos State government's policy agenda. As such, in P & S 1A i, Score B indicates specifically that policy guidelines are provided by politicians and there exists a policy agenda which includes policy outcome targets for all key sectors which are periodically and regularly reviewed.  However, while the score in P & S 1A ii, states that there is evidence that either a macroeconomic projection or a performance review was used in developing the policy guidelines, there is some concern that state macro-economic projections are not detailed enough to support policy decisions.

P & S 1B, also highlights issues that require further attention particularly  with regards to  work plans and sector strategies, and the need for a more "scientific" approach both in formulation and implementation, as well as in ensuring that performance reviews are not just activity based but also outcome based.

*Chart 1: 2009 Baseline Situation of Policy Development and Strategic Planning in Lagos State*
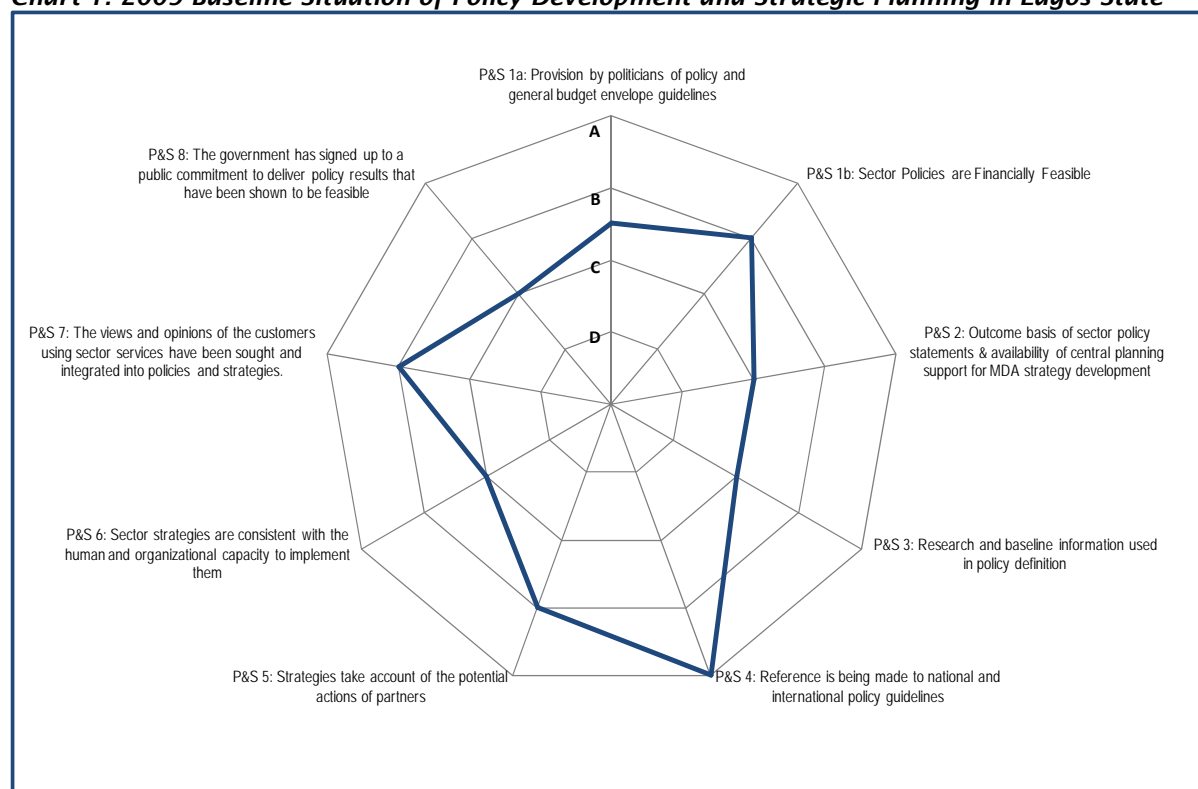


MDAs seem to be effective in ensuring that the outcome basis of policy statements are delivered by ensuring capital projects are justified against their contribution to a strategy aimed at achieving these outcomes targets, as seen in the score in P & S 2 i & ii. Baseline data and research information are generally available in the central planning office and in some MDAs but they are sometimes inadequate, not current, incomplete and conflicting. They are non-the-less relied upon for strategic planning, However, there is a clear need for greater support with central planning, especially in providing quality baseline information, research and statistical data to drive or support policy processes and performance monitoring as evidenced by the score in P & S 3.

As seen in the scores in the three indicators in P & S 4, more than half of the MDAs, seem able to demonstrate that legislative or regulatory reforms are considered or included in their strategies. They also indicate that there is a high level of integration into state policy and strategy of policy guidelines provided at the national and/or international level, and that adequate responses are received with regard to requests for guidance from both national and international agencies. However, more clarity on systems and procedures may be needed.

While P & S 5 reflects that more than half the MDAs, are able to demonstrate that coordination with other partners, especially local government, has been considered and incorporated in sector plans, discussions reflected that in actuality most of the coordination was focused on project design and delivery, as opposed to a   systematic approach to broad-based cross-sectoral strategy development. Though some examples emerged where this had taken place, they were few and far between.

Only 20 – 50% of MDAs are able to demonstrate that rigorous assessments of their capacity to deliver undertaken projects and/or programmes.  Key issues emerged in P & S 6 on the need for more effective skills assessment and training processes as well as ensuring that there is a match between the availability of skilled personnel and the delivery of project or programme outcomes.

While several MDAs scoring P & S 7 felt that a range of consultative techniques have been utilized in accessing the views and opinions of customers using sector services and the outcomes are integrated into policies and strategies, discussions reflected that the reach of these consultations do not seem to have extended as much to, or even specifically, to groups on the wider margins of society. Furthermore, while a wide range of techniques are utilized, discussions did not reflect a systematized approach to their selection or implementation beyond examples from the LA-SEEDs process.

Finally on P & S 8, Lagos State government commendably, seems to have utilized a wide range of media in publicizing a variety of policy initiatives in order to facilitate public information, participation, ownership or compliance. However, no agreements or contracts which express a public commitment to the service to be delivered are known to have been signed between the government and an independent accreditation organization which can provide an independent and publishable assessment of whether or not the agreement has been met.

## 2.2   Key Feature and Indicator Scores

**P&S 1A: Provision by Politicians of Policy and General Budget Envelope Guidelines** *(Scoring Method M2)*

**C+**

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| **Indicator** | **i)** General policy guidelines and realistic envelopes have been produced and are revised annually by politicians, and are specific enough to provide a basis for strategy development by MDAs. |
| **Score** | **B:** There exists an agenda which satisfies at least two of the qualities a), b) or c) above.<br><br>**Note: the agenda satisfies A) and C) of the four qualities.** |
| **Rationale** | The Governor's 10 point agenda provides the overarching development policy framework for the state. Government policies are not static and can change on an annual basis, but they remain broadly consistent within the framework of the 10 point agenda.   Each year a budget circular is issued, which guides annual sector budget development and work plans. However, whilst there were clear budget envelopes for sectors in 2007, this was not the case for 2008 and 2009 as the processes had changed to zero based budgeting. In the health sector, the Health Sector Reform Law provides |

the basis for sector strategic planning. For example, targets in the law relating to minimum levels of health care infrastructure in each LGA has led to targeted infrastructure of secondary health care facilities.

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| **Indicator** | **ii)** There is evidence that the policy guidelines are based upon macro-economic projections and performance reviews. |
| **Score** | **C:** Policy guidelines were issued by the ExCo, and there is evidence that either a macroeconomic projection or a performance review was used in developing them. |
| **Rationale** | While there is some evidence to support the score C above, there is some concern that state macro-economic projections are not sufficiently detailed enough to support policy decisions. Though sector budget envelopes are policy led on an annual basis, national macro-economic projections in Nigeria are heavily linked to oil prices which can sometimes make projections unpredictable.  Also, performance review processes linked to budget envelopes tend to be focused on budget performance and implementation. |

**P&S 1B: Sector Policies are Financially Feasible** ( *Scoring Method M1*)   **B**

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| **Indicator** | **i)** For sector defined policy outcomes, a set of strategies has been developed and these have been factored into both capital and recurrent resource requirements that are costed over a minimum of three year projections, and the strategies and policies are revised so as to bring projected costs to fit within the projected budget envelopes. |
| **Score** | **B:** Between 50 and 90 percent of MDAs comply |
| **Rationale** | The ministries of Health, Education and Environment have developed or are developing MTSS which were used to develop 2009 budgets for the Health and Environment sectors and to a limited degree for Education sector.  However, other ministries without an MTSS have some form of medium-term work plan which includes a three year budget projection. However, there is some concern that these are activity-based or not sufficiently prioritised and would benefit from a more "scientific" approach in formulation. |

**P & S 2: Outcome Basis of Sector Policy Statements & Availability of Central Planning Support for MDA Strategy Development**  *(Scoring Method M1)*   **C**

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| **Indicator** | **i)** All capital projects are justified against their contribution to a strategy aimed at achieving this (these) outcomes targets. |
| **Score** | **A:** 90 percent or more comply. |
| **Rationale** | Capital works projects are generally based on sector policy statements which often are derived from a gap or needs analysis, (e.g. targeted education facilities development, roads infrastructure). For example, in the Ministry of Transport, the strategy was to improve traffic flow by reducing grid lock in trouble spots. A number of engineering solutions were identified to ease these issues which led to a civil works program. |

Also, the Project Implementation and Monitoring Unit ( PIMU)  has a role in advising on coordination matters between ministries when developing and planning civil works programs, to ensure different projects do not undermine others and have sufficient interface with each other (e.g. constructing drains should not negatively impact on roadway development).

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| **Indicator** | **ii)** Sector outcome targets used by the relevant MDAs have been agreed (via the State Planning Agency) by the Executive Council. |
| **Score** | **A:** 90 percent or more comply. |
| **Rationale** | At beginning of budget process MDAS have to submit, present and justify their plans and budget proposals to the MEPB before any approval. After approval, MDAs still have to re-present the final proposals and send them to the approving authorities along with supporting baseline information before final approval is given for implementation. |

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| **Indicator** | **iii)** The level of support provided by the central planning ministry or department |
| **Score** | **C:** Between 2 and 3 of the items of advice and support listed above is provided to an adequate level by the planning ministry. |
| **Rationale** | Variations exist in levels of support (along the seven criteria below) from the Ministry of Economic Planning and Budget (MEPB) to different MDAs.  Participants gave the following responses regarding the seven areas of support: |

| Criteria | Response |
|---|---|
| Advice on a procedure to be followed | YES –  Through a call circular |
| Provide sources of research and evidence where required, but especially about cross-state issues including poverty and accessibility indices; | NO – However various surveys (e.g. household survey) and opinion polls are conducted, and in 2008, a PETS was conducted which included a focus on MDG baselines in cooperation with Health, Education and other key ministries. |
| Co-ordinate baseline information production and up-dating | NO |
| Provide cross-sector banks of data and information, for example about the local economy | NO |
| Facilitate the development of cross-sector implications | NO |
| Provide information about national and state policy guidelines | YES |
| Advice on participatory techniques. | YES |

**P&S 3: Research & Baseline Information used in Policy Definition** *(Scoring Method M1)*  **C**

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| **Indicator** | **i)** What is the quality of baseline information available to MDAs? |
| **Score** | **C**   At least one MDA has an accurate and up-to-date information database or research information, and at least 30 percent of other MDAs either have databases that are not accurate and up-to-date or they are working on these. |
| **Rationale** | Baseline data and research information are generally available but they are not usually adequate, are sometimes incomplete and are sometimes conflicting. For example the baseline data available to MSRO and Ministry of Finance/State Treasury Office is not up-to-date where they exist, are sometimes incorrect and therefore unreliable. |

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| **Indicator** | **ii)** Has baseline information/research results been used to develop strategies? |
| **Score** | **C**:  At least 50 percent of the MDAs with this information can provide evidence that the results were used in defining policies and strategies. |
| **Rationale** | Baseline data and research information, where available, have been used to develop strategies although there is need to improve coordination between the central planning and MDAs in providing quality baseline information, research and statistical data to support strategic planning and performance monitoring.<br><br>There is sometimes reliance on LASGEMS (public/private sector partnership baseline) for strategic planning in the Education Sector. |

**P&S 4: Reference is Being Made to National and International Policy Guidelines**
*(Scoring Method M2)*

| A |
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| **Indicator** | **i)** Is legislative and regulatory reform being taken into consideration when making strategies? |
| **Score** | **B:** More than half the MDAs, are able to demonstrate that legislative or regulatory reform has been considered, and either included in the strategies developed for consideration, or else justifiably rejected as impractical or probably ineffective. |
| **Rationale** | Most MDAs felt that Score B was most applicable as more than half felt that they were able to demonstrate that legislative or regulatory reforms have been considered, and either included in the strategies developed for consideration. For example, as part of legal reforms, MDAs have been made to change to accrual based accounting from using cash basis of accounting in Nigeria which was based on 1958 act of federal government. Other revisions to the fiscal responsibility and public procurement acts are currently being considered by the State House of Assembly. |

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| **Indicator** | **ii)** What is the extent of integration into state policy and strategy of policy guidelines provided at the national and/or international level? |
| **Score** | **A:** All MDAs, for which national and/or international policy guidelines exist, are able to demonstrate how these have been incorporated in their own policies and strategies, or else they are able to explain the justification for them not being followed |
| **Rationale** | The following examples were used to buttress the score above: In education, SUBEB uses legislation and regulation provided by the Federal Universal Basic Education Commission in developing basic education strategies and plans. At the international level, MDG guidelines and targets are used to guide strategy development and work planning, consistent with the Basic Education Law. With the Paris Club debt relief funds directed through the MDG Grants Fund, there is strong integration of MDG targets and guidelines within state development plans, particularly in priority sectors of health, education and water resources.<br><br>Ministry of Women's Affairs have adopted and are working in accordance with international laws, for example a) the Child Rights Act (CRC) and b) Convention on the Elimination of Discrimination against Women (CEDAW).<br><br>However, adoption of national policy guidelines are still influenced mostly from the centre i.e the federal level. |

| Indicator | iii) What advice is sought and used by state MDAs of federal or international agencies? |
|---|---|
| **Score** | **A:** The average number of requests to federal or international agencies made by MDAs across the state government exceeded 3 during the past year, and at least 80 percent of these requests resulted in adequate responses. |
| **Rationale** | Most MDAs felt that A was the appropriate score. For example, for the State Ministry of Education, UBEC is the main point of contact at the federal level for SUBEB. On some matters, cooperation and advice are also sought from the Federal Ministry of Education while international advice is being sought from World Bank and other donor agencies in supporting education development in the state. |
|  | In the State Ministry of Health, for example, advice has been sought from Federal Ministry of Health on the National Health Insurance System, including on the provision of premiums and this was considered adequate. Advice was also sought on developing a contingency plan in case of Lassa Fever, CSM and other diseases. Also the MDG program, for example, had difficulty implementing the program monitoring arrangements and advice was sought and assistance provided from Office of Special Assistant on MDGs on this issue. |

**P&S 5: Strategies take account of the potential actions of other key actors** *(Scoring Method M1)*  **B**

| Indicator | i) Are sector strategies adequately coordinated with other partners and levels of government? |
|---|---|
| **Score** | **B:** More than half the MDAs, are able to demonstrate that coordination with other partners, especially local government, has been considered and incorporated in sector plans |
| **Rationale** | Most MDAs felt score B was most appropriate, and the PIMU coordinates some inter-agency cooperation forums to ensure capital works projects are developed in a coordinated manner. There are some examples of coordinated strategy development, through for example the State Economic Forum which had broad stakeholder participation from a number of sectors and backgrounds, however most examples given reflect coordination in project implementation not necessarily in strategy development. For example, Lagos state is planning building two jetties. |
|  | A number of agencies are involved in this project, including development of roads, provision of ferries and construction of facilities and the attendant inter-agency cooperation ensures a coordinated approach to development. With respect to LGAs, there are mechanisms through the Ministry of Local Government and Auditor General that ensure state government executed projects (including through the MDG funds) are carried out in cooperation with LGAs, including a matching fund requirement of MDG funds and adherence to project implementation guidelines. |

**P&S 6: Sector Strategies are consistent with the human and organizational capacity to implement them** *(Scoring Method M1)*  **C**

| Indicator | i) Has the capacity of each MDA sector strategy been assessed for its ability to deliver the proposed strategies, projects and programmes, and has it been found to be adequate? |
|---|---|
| **Score** | **C:** At least 20 – 50% of MDAs are able to demonstrate that rigorous assessments of their capacity to deliver the projects and/or programmes have been undertaken, |

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|---|---|
| | and it has a plan but that matches the current capacity OR will require enhancements to capacity (through training / recruitment) |
| **Rationale** | This score is based on some of the evidence provided by some MDAs. For example, Lagos state is engaged in large scale infrastructure development. As part of program planning, an assessment of the capacity of the construction sector was undertaken (e.g. number of civil engineers and skill levels) to assess any additional training needs in the state. |
| | Another example is the Lagos state traffic system. When introducing a new traffic control system in Lagos, a decision was made to move from time controlled to computer controlled traffic lights. However, this required a new set of skills amongst controllers which required some remedial action to acquire appropriate skills through overseas training. There are also some examples of nurturing staff motivation. For example, in addition to financial incentives, there is an accelerated promotion scheme for high performing officials. However, it is reported that this scheme is not widely used. |
| | There has been little evidence of coordinated training needs assessments within MDAs and very few MDAs make considered requests for supporting staff development through formal professional training. There is however broad agreement that most responsibility and functions within MDAs are well defined, however there is some overlapping responsibilities which are not clear, between MDAs, in particular those related to staff development (e.g. construction of training centers with a common focus). |
| | For example, though a large amount of funds was spent on cardiac medicine, there was a paucity of Nigerian specialists who practiced this kind of advanced medicine (and as a result, alongside construction of a specialist cardiac unit, a strategy of sourcing specialists through a private company was developed – an example of a public/private partnership. |

**P&S 7: The Views and Opinions of the Customers Using Sector Services have been Sought and Integrated into Policies and Strategies** *(Scoring Method M1)*   **B**

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| **Indicator** | **i)** For the consultations undertaken, were specific techniques used in an effort to ensure that the voices of underprivileged or disadvantaged groups (such as women, rural dwellers and children, landless, the handicapped, those with HIV/AIDS and others) were heard? |
| **Score** | **B:** There is evidence of such techniques being used last year or this year in at least 50 percent of MDAs |
| **Rationale** | Most MDAs felt that they utilised a wide array of techniques as required and since the inception of the SEEDs process, this had become a standard operational practice. For example in Women's Affairs, an initiative was developed which supported forums at community level involving traditional Chiefs, NGOs and Women's Groups for sensitisation and information dissemination. The Ministry of Agriculture's Program for the motorization of cart pushers for transportation of beef also involved broad stakeholder consultation with groups such as Okada drivers). |
| | Also, as part of LAS-SEEDS development, consultations were held with a broad range of stakeholders in each senatorial zone. Opinion polls have also been used to secure the views of stakeholders. Another strategy has been to make public the mobile phones, emails and addresses of politicians to ensure that the general public have channels of communication to voice their views and needs. |
| | However while some of these techniques may have been used in different MDAS, the |

| | most marginalised groups of society may have not been reached in some of the exercises. |
|---|---|
| **Indicator** | **ii)** Based upon the consultations made, is there evidence that MDA strategies have been modified in order to have a positive impact upon underprivileged or disadvantaged groups (such as women and children, rural dwellers, the landless, the handicapped, those with HIV/AIDS and others)? |
| **Score** | **B:** There is evidence of such changes in strategy having been made in at least 50 percent of MDAs at some time during the past three years. |
| **Rationale** | Most MDAs felt that they often modified their strategies to meet the needs of stakeholder groups.  For example, the Ministry of Environment stated that as a result of stakeholder consultations, it modified the strategy for free traffic flow by confining street traders (who had been identified as creating bottlenecks on roads) to fenced markets. The strategy was developed through consultation with traders, local government chairmen and paramount rulers of respective areas – depending on areas in question. As a result of the consultation, a strategy was developed to relocate these hawkers to designated fenced trading space away from the main road. |

**P&S 8: The Government has Signed up to a Public Commitment to Deliver Policy Results that have been shown to be Feasible** *(Scoring Method M2)*   **C**

| **Indicator** | **i)** What is the quality of the publicity issued for policies, the strategies for which have been rigorously assessed? |
|---|---|
| **Score** | **B:** A wide range of media has been used, including at least three, though not all of the methods listed above, and the policy targets are unequivocally made in this publicity. |
| **Rationale** | There was agreement on the above and some examples where given as follows: |
| | Ministry of Agriculture's EKO Meat Van – state policy statement from Commissioner of Agriculture related to zero tolerance on unhygienic transportation of meat. This used radio jingles and other media. When this policy was developed, a financial assessment was conducted on the impact of this policy on meat transporters and a strategy of providing loans to assist meat transporters in introducing more hygienic methods was developed. |
| | The Ministry of Transportation – state policy statements on ensuring free flow of traffic. A wide range of media sources were used to publicise this policy position emphasising 1) the requirement of public venues to provide sufficient parking spaces or be fined and 2) the removal of illegally parked or abandoned vehicles. |
| | Introduction of Taxi Cab Services – Taxi owners, National Union of Road Transport Workers  and bus drivers were brought together in a forum to discuss a coordinated approach to public transport in Lagos. As a result of these discussions a policy was developed which enabled the introduction of an agreed number of taxi cabs. A high level of publicity was also used to promote this campaign. |
| | A final and good example of extensive and broad publicity around a policy issues was related to tax collection and urging the public to pay taxes. A number of methods were used as part of this, including television adverts with influential religious and community leaders reaching out to all segment of society. The government also publicized how taxes are being used to develop public services. |

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| **Indicator** | **ii)** Have agreements or contracts been signed between the government and an independent accreditation organization, such as SERVICOM, which expresses a commitment of the service to be delivered, and which provides an independent and publishable assessment of whether or not the agreement has been met? |
| **Score** | **D:** No such agreements have been signed by the State Government. |
| **Rationale** | No such agreements are currently known to exist. However, there is a process ongoing whereby these approaches are being developed. |

# 3   Information Management / Monitoring and Evaluation

## 3.1   Overview of Current Situation

Lagos state has identified the strengthening of Monitoring and Evaluation and Information systems as a priority for future reform. Significant effort has been made, especially by MoEPB, in developing reliable data and statistics across MDAs and a more results focused approach to using this data. However, there remain significant challenges to developing effective systems in support of strategic and financial planning, performance monitoring and accountability processes.

The results of the baseline self assessment show that progress towards developing effective information management and M&E systems in the state is generally just beginning (see chart below) with aggregate scores for the key features ranging from B to D+. This is largely due to the variable response to M&E across the MDAs considered in this assessment. Whilst some MDAs are starting to make good progress (e.g. MoEPB and education), the majority face significant constraints.

***Chart 2: 2009 Baseline Situation of Information Management/M&E Systems in Lagos State***
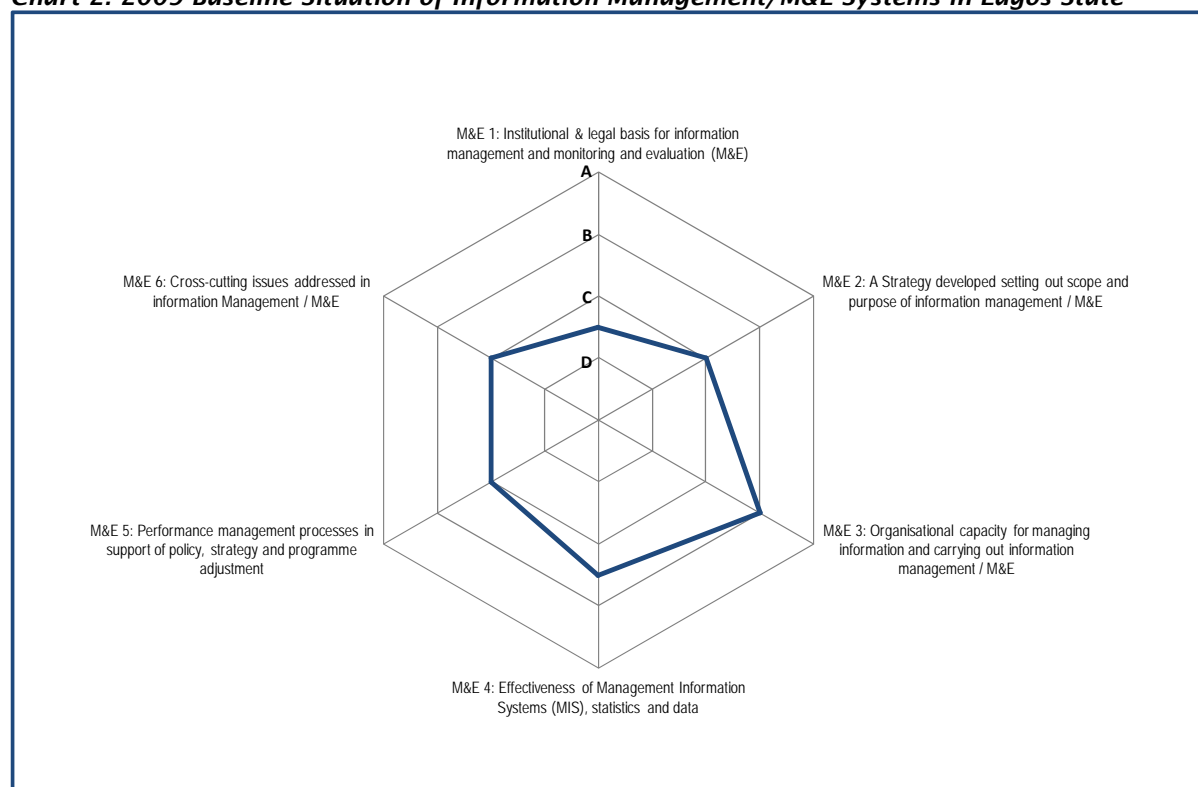


Overall the institutional and regulatory basis for information management and M&E in Lagos is under developed, as evidenced by a D+ score for the key feature (M&E 1). Whilst state Parastatals have establishing acts with comprehensive legislation, most MDAs have their roles and responsibilities documented within the state Civil Service Rules and Regulations. In most cases, reference to IM/M&E in these frameworks is general in nature and not sufficient to effectively guide organizational arrangements in MDAs.

Some MDAs have made good progress in developing effective organizational arrangements for IM/M&E, including the establishment of Departments of Planning, Research and Statistics. However, the majority do not have DPRS and instead IM/M&E functions are usually located within Departments of Admin and Finance. Whilst in many cases, organizational arrangements are sufficiently aligned towards project implementation monitoring, there is limited evidence of arrangements in support of impact or outcome assessments. There is need to further clarify the

division of roles and responsibilities for M&E across MDAs (especially project monitoring) in order to ensure the effectiveness and coordination of activities.

The strategic framework for IM/M&E within the state is not yet fully established, as indicated by an overall key feature score of C (M&E 2). Whilst the MoEPB have developed some overarching strategies related to IM/M&E (i.e., consistent approaches to collating MDA statistics and the issue of circulars providing common guidance to MDAs) a formal documented strategy for the state does not exist. It is reported that the National Bureaus of Statistics developed "Generic" statistical master plan has been submitted to the Office of The Governor with recommendations it be adapted to the Lagos situation.

There is limited evidence of individual MDAs having in place guiding strategic frameworks for the development of IM/M&E systems. It is reported that education, health and environment have developed Medium-Term Sector Strategies (MTSS) and that these contain sections for M&E, including overall approaches and capacity development needs. There are some discrete examples of M&E strategies having been established for specific programs within MDAs.

There has reportedly been good progress made in developing organizational capacities for managing information and carrying out IM/M&E within MDAs, as indicated by a key feature score of B (P&S 3). In particular, MDAs report that the information needs of both internal (within the MDA) and external (outside the MDA) clients and processes are well defined and understood. There is evidence of consultative forums where stakeholders have the opportunity to review the scope of MDA data collection and information management systems and advise on their additional data and information needs.

Overall, there is less clarity on the roles and responsibilities of staff within MDAs relating to IM/M&E, with the absence of a DPRS or well defined organizational location for these staff a significant constraint. Whilst the Central Office of Statistics has developed an effective cadre of statistical officers and posted them throughout MDAs, other IM/M&E functions are not well understood or defined (e.g. analytical and evaluative) and related staff roles and responsibilities have not been clearly allocated as a result. A related constraint is the level of specialist skills and qualifications held by IM/M&E staff, despite the level of staffing generally being reported as sufficient.

A further constraint related to the effectiveness of IM/M&E organizational arrangements is the lack of clear operational guidelines within the majority of MDAs. Whilst some MDAs (e.g. MoPEB, finance and PIMU) have developed well defined processes, functions and instruments, these are not always sufficiently documented and often only focus on capital works projects implementation monitoring. MoEPB have provided guidelines to MDAs on the implementation of IM/M&E systems, but these are often general in nature and there is limited evidence of MDAs having developed and incorporated these into their own working arrangements.

Management information systems (MIS) within the state are starting to support decision making, but there is significant scope for improvement, as indicated by a key feature score of C+ (M&E 4). The majority of MDAs do not have management information systems well embedded within their organizations which can effectively support decision making. Exceptions include education, MoEPB, transport and environment who are able to indicate a number of strategic planning processes that have been supported by these systems.

There are significant concerns over the accuracy and completeness of data within MIS in MDAs and Lagos state is making concerted efforts to address this, led by the Central Office of Statistics (COS) within MoEPB. The COS has put in place systems to verify and check MDA statistics before they are formally issued, but there is limited evidence of data checking and verification systems within MDAs. Obtaining complete data on private service providers (e.g. health and education) is a particular challenge and undermines the measurement of key sector indicators.

A limited number of MDAs (around 20%) have identified a comprehensive set of performance indicators related to their sector with the majority of MDAs developing activity led indicators only. The extent to which these performance indicators are actually measured is limited, mainly due to an absence of reliable demographic data, fragmented information systems and an absence of baseline data.

Despite these constraints, it is reported that effective coordination exists between MDAs related to the implementation of surveys and studies and the sharing of information. The COS plays a pivotal role in this process and any MDA wishing to conduct a study or survey must consult COS in advance to ensure appropriate statistical methods are used and that appropriate inter-MDA participation and coordination takes place.

The use of performance review processes to evaluate the effectiveness of policies, programs and strategies and make consequent adjustments is limited, as indicated by a key feature score of C (M&E 5). Whilst most MDAs are able to report regular reporting processes within their organizations, these do not sufficiently focus on sector performance and tend to be limited to progress against work plans. The MoEPB has identified as a priority the need for MDAs to begin focusing more on sector performance as opposed to more narrow activity monitoring and has recently issued a circular providing guidance to MDAs on monitoring sector outcomes.

There is limited evidence of MDAs having made any significant adjustments to policies, strategies or programs as a result of formal performance reviews. However, Lagos state has reviewed the process used to develop LA-SEEDS and as a result of lessons learned is adopting a more comprehensive approach to developing LA-SEEDS II, including broader stakeholder participation, a review of past strategic performance and the use of operational research.

Lagos state has made efforts to ensure that cross-cutting issues are addressed within MDA statistics and information systems, but there are a number of constraints related to this, as indicated by a key feature score of C (M&E 6). The COS provides guidance to statisticians within MDAs on ensuring that data and information systems are able to support analysis of cross cutting issues, including MDG indicators. However, whilst gender and to some extent geographical themes are addressed, poverty and environmental protection issues are not covered.

## 3.2   Key Feature and Indicator Scores

**M&E 1: Institutional & legal basis for information management and monitoring and evaluation (M&E)** *(Scoring Method M2)*     **D+**

| Indicator | i)  Clarity of legislation and regulations in respect of information management & M&E. |
|---|---|
| **Score** | **C:** State legislation and regulations contain very limited references to M&E requirements for 20% to 50% of MDAs. |
| **Rationale** | Whilst overall responsibilities are reported to be documented within the Civil Service Rules and Regulations and through the State Gazette, these are too general in nature and provide little useful guidance for MDAs in implementing M&E systems. There is insufficient focus on outcome and impact assessments within these frameworks, with M&E being focused mainly on implementation monitoring. |
| | There are some examples where similar IM/M&E functions are spread across different MDAs or levels of government, creating confusion over assumption of responsibilities. In education for example, in the Universal Basic Education Law, responsibility for the junior secondary sub-sector was conferred on SUBEB (including M&E) which conflicted with existing legislation establishing responsibility for JSS with the six education districts. |

In other cases, this spread of similar functions is reported to be complementary. For example, responsibility for implementation monitoring of capital works projects is spread over: a) PIMU in Governors Office, b) project monitoring unit in MoEPB and c) project monitoring units within MDAs. These arrangements are in place to ensure value for money and that desired outputs are delivered. However, there is need to further clarify these roles and responsibilities to ensure better coordination between departments and avoid any overlapping or unnecessary M&E.

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| **Indicator** | **ii)** Effectiveness of organizational response in MDA to legislation and regulations in respect of M&E. |
| **Score** | **D:** Little or no organizational arrangements exist within MDAs and these have been implemented in isolation from these frameworks. |
| **Rationale** | Overall, organizational arrangements within MDAs are not sufficient to support the full range of monitoring and evaluation needs within the state. The MoEPB reported that whilst organizational arrangements were in place, capacity for implementing them was weak. Whilst there are good arrangements for capital works project implementation (especially pre-payment inspections), there are limited arrangements for conducting evaluation work.

PIMU are a relatively new organization and have made significant effort in defining roles and responsibilities and putting in place systems and processes. Organizational arrangements for IM/M&E within MDAs are often not clear. A limited number of MDAs (e.g. health and education) have Departments of Planning, Research and Statistics (DPRS), and these departments often do not have responsibility for M&E. In health for example, M&E responsibilities are allocated within programs and spread across relevant departments. |

## M&E 2: A Strategy developed setting out scope and purpose of information management / M&E *(Scoring Method M2)*  $\boxed{\text{C}}$

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| **Indicator** | **i)** Availability of a state-wide strategy or policy document on information management / M&E and extent of its implementation by MDAs. |
| **Score** | **C:** A state-level strategy for M&E exists, but is implemented to a very limited extent and covers 20% to 50% of MDAs. |
| **Rationale** | A formal well documented strategy for IM/M&E does not exist within the state. Rather, there exists a broad strategic direction which is provided by the M&E section of MoEPB and communicated through various circulars to MDAs.

Other MDAs have formulated more specific strategies related to M&E, but again these are not well documented and are communicated to partner MDAs on an ad-hoc basis. For example, PIMU has a broad strategy which focuses on quality assurance of projects. Another example is the Office of Central Statistics in MoEPB which has developed a strategy for ensuring consistency and accuracy of state statistics through issuing state-wide circulars to MDAs relating to uniformity in sector statistics.

The National Bureaus of Statistics developed "Generic" statistical master plan has been submitted to the Office of The Governor with recommendations it be adapted to the Lagos situation. |

| **Indicator** | **ii)** Extent to which the state strategy for M&E includes clear requirements for MDAs to ensure a sufficient focus on Goals, Outcomes and Targets within their information management / M&E systems. |
| --- | --- |
| **Score** | **C:** The strategy document shows little evidence of defining goals for each sector, and basically refers to progress reporting on activities. There is very little reference or importance given to target setting. |
| **Rationale** | Given that there exists no formal state wide strategy, there is not a sufficiently documented focus on goals, outcomes and targets for IM/M&E. However, MoEPB are currently developing guidelines for MDAs related to the preparation of baseline and impact evaluations.<br><br>There are a number of ongoing initiatives which will develop a stronger focus on goals, outcomes and targets within MDAs, including: a) developing LA-SEEDS into a more comprehensive strategic framework as part of LA-SEEDS II development, supported by the Strategic Management Framework Initiative, including baselining across all MDAs and b) aligning MDA M&E frameworks to the targets detailed in the Governors Ten Point Agenda. |

| **Indicator** | **iii)** Extent to which individual MDAs have in place medium-term strategies for the development of information management / M&E systems. |
| --- | --- |
| **Score** | **C:** A medium-term strategy has been prepared for information management / M&E systems in 20% to 50% of MDAs |
| **Rationale** | There is limited evidence of medium-term strategies having been developed and documented within MDAs for information management and M&E systems. No MDAs have dedicated strategic plans for the development of these systems. Examples of more narrow and discreet M&E strategies were given for: a) community based models for monitoring capital works projects and b) School Based Management Committees within school clusters as mechanisms for strengthening community ownership and accountability.<br><br>However, where they exist, medium-term sector strategies (MTSS) include a section on the monitoring and evaluation of MDA strategies and programs, including capacity development needs. Examples of MTSS with M&E sections were given for education, health and environment. However, there remains a significant gap between M&E strategies laid out in MTSS and actual practice. |

## M&E 3: Organizational capacity for managing information and carrying out information management / M&E *(Scoring Method M2)*     C+

| **Indicator** | **i)** Extent to which internal M&E Clients / information users (i.e. within the MDA) are identified. |
| --- | --- |
| **Score** | **B:** Over 90% of MDAs have clearly identified a wide range of internal users of M&E information and related processes and have in the required format at the time it is required. |
| **Rationale** | There is reportedly a strong understanding of the information needs of various internal clients and processes across the majority of MDAs. However, there remain a number of capacity constraints within MDAs related to their ability to satisfy these information needs and the availability of baseline data is still limited.<br><br>Examples were given for health, education, environment and MoEPB. In health, a Health Data Committee has been established which provides a forum for internal M&E |

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| | information users to ensure their data and information needs are sufficiently addressed within health data capture and MIS processes. |
| | In education, EMIS and students biometric data have been reviewed and aligned to support planning of education facilities, teachers, resources and inspection linked to remedial actions. |

| **Indicator** | **ii)** Extent to which external (to MDA) clients / information users are identified. |
|---|---|
| **Score** | **A:** Over 90% of MDAs have clearly identified a wide range of External users of M&E information and related processes and have in the required format at the time it is required. |
| **Rationale** | There is reportedly a strong understanding of the information needs of various external clients and processes across the majority of MDAs and a number of examples were given, including for environment, finance, education, MoEPB, helath and transport. |
| | In environment, an example was given regarding the environmental impact assessment of cruise ships berthed at the Lagos marina, including the provision of information to various central authorities for planning waste management and supporting infrastructure. |
| | The Central Bank is a key external client for the Ministry of Finance and are supplied with Lagos state macro-economic data on a quarterly basis covering: IGR, federation of account and VAT on behalf of LGAs. |
| | The Central office of Statistics in MoEPB have established a forum where statistics officers from various MDAs coordinate statistical information sharing across government, including adoption of common formats and production of an annual state statistical yearbook which is distributed within government and to a wide range of external clients. |
| | In health, clear information needs have been identified for partner agencies (e.g. donors and NGOs) and also the Federal MoH related to regular reporting of disease incidence and emergency reporting of high risk disease outbreaks. |
| | Ministry of transport conducts traffic impact assessments of plans for the development of new buildings or infrastructure in order to help physical planning agencies approve or reject these plans. |

| **Indicator** | **iii)** Clarity of roles and responsibilities of staff in MDAs relating to information management / M&E. |
|---|---|
| **Score** | **C:** Between 20% to 50% of MDAs have well documented material on the leadership, managerial and technical roles and responsibilities for the units responsible for information management / M&E and their staff. |
| **Rationale** | The majority of MDAs do not have Departments of Planning, Research and Statistics (DPRS) with the exception of health, education and agriculture. Roles and responsibilities within DPRS are reported to be sufficiently clear. In those MDAs without DPRS, M&E functions have usually been located within Departments of Finance and Admin, and these functions are not well defined. |
| | The Central Office of Statistics (in MoEPB) have statistics officers in the majority of MDAs and their responsibilities are well defined, based on departmental goals and objectives. MoEPB have developed a number of standardized M&E reporting formats, including for budget implementation, have well documented roles and responsibilities for DPRS, operational manuals and documented accounting procedures. |

| Indicator | iv) Comprehensiveness of operational guidelines on information management / M&E processes. |
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| **Score** | **C:** Between 20-50% of MDAs have operational M&E guidelines, processes and regulations covering all appropriate units within the organization, where there is evidence of the M&E framework, methodologies, M&E instruments and tools and reporting requirements, |
| **Rationale** | A number of MDAs reported they had developed operational guidelines for information management and M&E. PIMU, for example, have developed a number of monitoring instruments, standard approaches to using bill of quantities (BOQ), functions within the organization and processes to be followed. However, there is scope for improving the level and clarity of documentation related to these.<br><br>MoEPB and Ministry of Transport reported that they have operational guidelines in place, particularly related to implementation of capacity and civil works projects. Education reported a number of examples where operational guidelines have been developed and are in use, including data collection and management and statistical analysis.<br><br>In addition, MoEPB issues overall guidelines and circulars to MDAs related to data collection, statistics and M&E (mainly project implementation monitoring), including some follow up workshops. |

| Indicator | v) The appropriateness of staffing levels and skills mix in MDA re: M&E roles and responsibilities. |
|---|---|
| **Score** | **C:** (i) Between 20% to 50% of MDAs have sufficient numbers of M&E staff.<br>(ii) Between 20% and 50% of M&E staff have the required skills with only core M&E functions being supported, often by insufficiently skilled staff. |
| **Rationale** | Broadly speaking, MDAs are reported to be sufficiently staffed. However there are significant gaps in the skills and experience of staff compared to the functions they should be carrying out in most MDAs, with the exception of MoEPB and education. Statisticians inside MDAs, appointed by the Central office of Statistics, are reported to be sufficiently skilled and qualified.<br><br>In many cases, staff with M&E responsibilities come from an administrative background and any training they may have received has been through discreet short-term programs. In particular, there are analytical and managerial skills gaps related to IM/M&E.<br><br>A particular constraint is that the specific skills and qualifications required for IM/M&E functions are not well understood or defined, making it difficult to formulate any staff capacity development plans. |

**M&E 4: Effectiveness of Management Information Systems (MIS), Statistics and Data** *(Scoring Method M2)*    **C+**

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| **Indicator** | **i)** Effectiveness of Management Information Systems (MIS) supporting decision-making. |
| **Score** | **C:** Between 20%-50% of MDAs are able to collect, manage and report on relevant management data and MDA managers are able to use this data in support of decision making. |
| **Rationale** | The majority of MDAs do not have management information systems well embedded within their organizations which can effectively support decision making. However, a number of MDAs have implemented effective MIS, including education, MoEPB, transport and environment.

The education MIS enables the monitoring of enrolment patterns and trends to be used for planning teacher recruitment, facilities construction, provision of teaching and learning materials and supporting the needs of disabled students.

A financial MIS has been developed on an Oracle platform and distributed throughout MoEPB, Ministry of Finance, all MDAs and some Parastatals. This system supports information needs related to budget preparation, implementation and monitoring of performance. However, further development of this system is still required, including its use to capture expenditure within MDAs.

Ministry of transport have implemented MIS which captures information about traffic flow and volumes at different times, which is supporting the planning of traffic management and calming measures, including roundabouts and traffic lights. There is a reported need to implement more effective software and analytical tools that will improve the use of this data for planning. |

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| **Indicator** | **ii)** Extent to which data is complete, of sufficient quality and verified. |
| **Score** | **C:** Between 20% to 50% of data users, including managers and policy makers express confidence in the quality and completeness of data provided by MDAs and the processes used to ensure this. |
| **Rationale** | Lagos state is reportedly making concerted efforts to ensure data completeness, led by the Central Office of Statistics. In addition, the COS has put in place verification systems, using SPSS, which it uses to check statistics submissions from MDAs – MDA statistics cannot be released without COS approval.

It is recognized that more remains to be done and that there are significant constraints, including conflicting interests between different agencies which poses an obstacle to effective data collection. Records management in the state is another significant challenge in the state and the Lagos State Record and Archiving Bureau (LSRAB) under the Ministry of Information is currently planning an initiative to catalogue and archive older records.

There is limited evidence of effective data checking or verification processes within MDAs, and what little has been done is ad-hoc and non systematic. This lack of data quality assurance undermines confidence in data. However, there are some isolated examples of where data quality assessment is taking place, including as part of the Manpower Statistics Survey developed by the COS and MRSO where responses were quality rated according to an assessment of the data reliability. |

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| **Indicator** | **iii)** Extent to which data collection and analysis processes allow comprehensive measurement of performance indicators. |
| **Score** | **C:** The majority of MDAs (over 75%) are using some indicators, but these are mainly used for measuring progress with activities or direct results and do not routinely measure outcomes. |
| **Rationale** | The overall assessment was that the Majority of MDAs (around 80%) have not identified a sufficiently comprehensive set of performance indicators, with most indicators being related to activity implementation.<br><br>Significant constraints were identified to measuring performance indicators, including access to reliable demographic data, fragmented information systems and an absence of baseline data. There is a need to identify best practice standards for indicator definition and measurement that are appropriate for the Lagos context. |

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| **Indicator** | **iv)** Effectiveness with which data collection and information sharing processes between MDAs are implemented. |
| **Score** | **B:** State wide surveys or studies are conducted with some cross-sectoral coordination, but not all results are completely disseminated to other parts of government and the public. |
| **Rationale** | It is reported that good cross-sectoral coordination takes place as part of needs assessments and implementation of surveys and studies. The Central Office of Statistics plays a pivotal role in this process and any MDA wishing to conduct a study or survey must consult COS in advance to ensure appropriate statistical methods are used and that appropriate inter-MDA participation and coordination takes place.<br><br>Examples of surveys where this has taken place, include economic surveys where a number of consultative forums were established with broad MDA participation to ensure that a comprehensive range of economic data was captured during the survey.<br><br>A further example is the a school water supply survey jointly run by SUBEB and the Ministry of Rural Development, where schools without access to water were identified and hydrological surveys were conducted in order to identify reliable sites for boreholes. |

**M&E 5: Performance management Processes in support of policy, strategy and programme adjustment** *(Scoring Method M2)*

<div style="border:1px solid;display:inline-block;padding:4px 10px;">C</div>

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| **Indicator** | **i)** Results orientation of annual performance assessments and reports. |
| **Score** | **C:** The majority of MDAs (over 75%) conduct some form of periodic performance assessments. There is limited results orientation to the assessment which largely focuses on the activities of the MDA with few recommendations based. Contributions from units within the MDA is fragmented and of variable quality. The report may or may not be shared with state Government, and there is little follow up. |
| **Rationale** | Most MDAs are able to report regular reporting processes within their organizations, though these do not sufficiently focus on sector performance and tend to be limited to progress against work plans.<br><br>An example is the Department of Planning, Research and Statistics (DPRS) in the Ministry of Agriculture. This department is responsible for coordinating the development of the Ministry's annual work plan and monitoring progress against |

targets within this plan at the end of the year.

There is no evidence that MDAs hold formal annual performance reviews with broad stakeholder participation. The MoEPB holds regular budget performance reviews to ascertain progress in budget implementation across MDAs, but this is not particularly broad in scope and focuses mainly on outturns and expenditure.

The MoEPB has identified as a priority the need for MDAs to begin focusing more on sector performance as opposed to more narrow activity monitoring and has recently issued a circular providing guidance to MDAs on monitoring sector outcomes. In addition, MoEPB is planning to establish and Economic Intelligence Unit with the responsibility of evaluating the impact of state policies and strategies and it is anticipated this will inform state government decision making.

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| **Indicator** | **ii)** Extent to which policy, strategies or programmes are adjusted in response to review findings. |
| **Score** | **C:** Between 20% - 50% of MDAs can report instances where joint sector review recommendations have been successfully implemented, though these adjustments have been limited and have not resulted in significant change. |
| **Rationale** | Despite no MDA having setup formal annual sector performance review processes, there is some evidence of more discrete reviews or progress or performance leading to strategic adjustment. For example the Ministry of Environment reported a situation during the implementation of a capital works project where "area boys" were vandalizing and stealing from the site.

As a result of the project implementation reports, a decision was made to revise the strategy of dealing with these groups and instead they were provided with employment as labor and security on site, which resulted in an end to the problem.

Another example is related to the formulation of LA-SEEDS II. As a result of lessons learned from the process of developing the first LA-SEEDS a very different approach is being planned, including the use of a number of consultative meetings and technical working sessions where past performance will be reviewed and tools applied to screen, prioritize and cost strategies. |

**M&E 6: Cross-cutting issues addressed in information Management / M&E** *(Scoring Method M1)*

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| **Indicator** | **i)** Extent to which cross-cutting issues are reflected in the information management / M&E systems. |
| **Score** | **C:** The majority of MDAs (over 75%) can show evidence that their M&E systems address at least 1 of the cross-cutting issues given above in their MIS, survey or research study programmes that are conducted by the MDA. |
| **Rationale** | Within MDA IM/M&E systems there is not a sufficient focus on all identified cross cutting themes of: a) poverty reduction, b) gender equity, c) environmental and natural resource safeguards and d) equitable access to services across states and between urban and rural areas.

The Central Office of Statistics provides guidance to statisticians within MDAs on ensuring that data and information systems are able to support analysis of cross cutting themes, including MDG indicators.

It is reported that the majority of data in the state is sufficiently gender disaggregated, in line with National Bureau of Statistics guidelines. There is limited evidence of data |

being sufficiently poverty disaggregated or capturing environmental and natural resource safeguarding issues. There is some geographical data disaggregation, but this is mainly limited to administrative areas (e.g. LGAs) and does not sufficiently support urban/rural/remote analysis, though there is good data on urban slums.

# 4 Emerging Priorities and Work Stream Linkages

## 4.1 Emerging Priorities for Policy Development and Strategic Planning

During the course of the workshop, a number of potential priorities for the development of policy development and strategic planning processes within the State were identified. All of these cluster around support to the MoEPB in carrying out its mandate as the central planning agency for the growing mega-city of Lagos. With a swelling population, severe pressure on infrastructure, and a finite budget constrained by factors outside it control, the city will require major investment and job creation only to keep pace with the speed of change. Added to this is the looming consequences of sea level rise and uncertainties over global markets.

In this context a strong, well equipped and capable central planning facility is essential if the political priorities are to be realized and public finances used to best effect. The role of MoEPB therefore become pivotal in moving Lagos forward and meeting the myriad challenges in the medium and longer term. Without the necessary institutional capacity and a systematic approach to capacity building, the translation of policy statements and goals into actual and measureable improvements such as better services will be very difficult. Throughout the self assessment workshop there was a clear understanding that the city was moving forward and it was important to build on this progress by ensuing that the there was a planned approach to development which avoided past, 'ad hoc' methods.

Therefore during the self assessment exercise there was a focus on how best MoEPB could lead on taking forward the political priorities and "flesh out" the Ten Point Agenda as the basis for developing a comprehensive multi-year planning process such as the SEEDS document. This it was agreed would need to be supported by sector policy and strategic documents (MTSS), with clear policy objectives, outcome and output targets linked to budget projections and performance reviews.

This process would be facilitated by the following specific improvements which were highlighted.

- *Preparation of a "living" Development Plan and documentation of, Medium Term Strategies in most MDAs:* MoEPB would need to take a strong lead to "flesh out" the Ten Point Agenda as the basis for the preparation of a development plan, such as LASEEDS 11. This could be made a "living" document by regularly revising and updating it based on changes in policies and goals to be achieved. As essential element of this are strategies developed by key MDAs. This requires comprehensive multi-year sector policy and strategic documents (MTSS), with clear policy objectives, outcome and output targets linked to macro-economic projections and budget performance reviews. This process could begin with a review of the exiting MTSS documents and plans in the three pilot Ministries of Education, Health and Environment in order to track and benefit from lessons learnt. Building on these plans the need for more support to MDAs to improve service delivery particularly facilitating the development of cross-sector implications was also recognized.

- *Support to the Economic Intelligence Unit:* There is a need to foster the newly established Economic Intelligence Unit within MoEPB which will: a) provide the macro-economic framework; b) set out macro-economic analysis for the next three years; c) articulate the underlying assumptions for those projections including risk analysis of future IGR; d) carry out economic research; and d) evaluate and analyse the macro-economic projections of the preceding three financial years and will feed the multi-year sectoral strategy process. The resulting budget envelopes which would derive from fiscal strategy and pre-determined medium term revenue and expenditure frameworks will positively impact on broader policy and strategy formulation, and budgetary implementation and efficiency. These would ultimately translate to improvements in service delivery to the citizens.

*Institutional and organizational support to MoEPB.* This would focus on efficient delivery in its core responsibilities, roles and services. The outcomes of training and institutional assessments within *MoEPB* and other key MDAs can then be more effectively addressed through training and capacity building support programmes aimed at ensuing the effective delivery of the sector strategies of MDAs and therefore the policy goals of government. Without the necessary institutional capacity and a systematic approach to capacity building, the translation of policy statements and goals into actual and measureable deliverables could remain a challenge.

- *Supporting MoEPB as the central planning MDA in data collection and research.* A clear requirement emerged for concerted support in central planning, especially in providing quality research information, baseline and statistical data to drive and support policy processes, strategic planning, budget processes and performance monitoring. Support should be specifically focused on: a) gathering, analyzing and disseminating information; b) coordinating cross-sector collection of data and information; and c) providing sources of research and evidence, where required. This would move the government's policymaking and strategy development on to a firmer basis of qualitative and reliable baseline information which is evidence based. At the sector level the output targets, strategies and processes of individual MDAs are then increasingly evidence-based and responsive to the demands of users. Although the State has partnered with the private sector in the provision of some baseline data, support to NGOs and CBOs for conducting research offered an opportunity for constructive engagement in any attempt to move more into "evidence based policy making". These will help government and MDAs assess and utilize their resources more effectively to achieve policy goals; ensure their efforts are well targeted at the right priority areas, with the right approach and for the right beneficiaries; and facilitate the conducting of performance reviews.

These emerging priorities are not presented in any order of precedence and are not intended to be exhaustive. It is anticipated that during further development of the anticipated Lagos State Government change programme, a more detailed assessment of priorities will be undertaken which will inform the development of reform plans. In addition, appropriate organizational entry points and responsibilities will be identified and discussed.

## 4.2 Emerging Priorities for Information Management and M&E

During the course of the workshop, a number of potential priorities for the development of information management and M&E processes within the state were identified, including:

- *Formulation and adoption of a State Statistical Master Plan.* The National Bureau of Statistics has developed and shared with states a general State Statistical Master Plan. The Statistics Department within the Ministry of Economic Planning and Budget has been the lead agency for this within the state and have submitted this generic master plan to the Office of the Governor with a proposal for it to be revised for the specific Lagos context and adopted. A priority for Lagos State Government could be to develop this master plan into a specific strategy for the state with a broadened scope focusing on the use of M&E information for strategic planning, performance monitoring and accountability processes.

- *Conducting an institutional and organizational review of M&E and Information Management.* There is an urgent need to identify the full range of roles and responsibilities required to implement IM/M&E alongside clarifying the skills and qualifications IM/M&E staff should possess. A potential opportunity could be to review any current plans by MRSO to conduct functional reviews and ensure the scope is sufficiently broad and deep in its coverage of IM/M&E. Any review should cover the institutional frameworks for M&E in the state and the organizational development needs of MDAs. These reviews could be guided by a related information needs assessments of a

broad range of stakeholders including, but not limited to: Office of The Governor, State House of Assembly, LGA Chairs and senior MDA leadership.

- *Establishment of an Economic Intelligence Unit.* The Ministry of Economic Planning and Budget have identified as a priority the need to set up an Economic Intelligence Unit. There is a potential opportunity to review the mandate of this proposed unit related to IM/M&E, possibly including the socio-economic impact of state development initiatives, linked to state policy framework targets and MDGs. In addition, the setting up of this unit could follow agreed principles of best practice, including clear definition of roles and responsibilities, identification of staffing levels and skills requirements and development of operational guidelines and procedures. This best practice approach could provide a model against which capacity development within units in MoEPB and other MDAs could be guided.

- *Developing a program of impact-oriented operational research.* Significant development of capital works has taken place in Lagos over recent years. Whilst implementation monitoring of these projects has taken place, there has been no attempt to measure the impact these works have had on socio-economic indicators such as the MDGs. In order to help Lagos State Government better identify priorities for future capital works programs, a possible priority might be to conduct an evaluation past projects have had on improving access to services, including geographical coverage and numbers and types of beneficiaries. Whilst this program will initially be a discrete initiative, it is anticipated that it would form the basis of systemic capacity development within a wide range of MDAs.

- *Identification of demand side strategies for information management/M&E capacity development.* Alongside more supply-side oriented approaches to capacity development, a potential opportunity for developing capacity in the state is to influence change within MDAs through placing increased demand for information through appropriate accountability mechanisms (e.g. Office of the Governor, State House of Assembly, budget reviews and formulation). A priority could be to ensure a sufficient focus on these kinds of enabling strategies within the proposed statistical master plan (above).

- *Implementation of annual sector review processes.* In order to ensure the ongoing effectiveness of sector strategies and plans, there is a need to implement effective performance review processes with broad stakeholder participation and a comprehensive assessment of sector performance. These processes take time to implement and for them to begin informing strategic adjustment.

  However, a possible opportunity exists to demonstrate leadership of these processes by MoEPB through ensuring a requirement for an annual performance review is included as part of the proposed governance change programme. A priority might be to develop guidelines and responsibilities within state government for various MDAs to participate in this governance programme review and provide the basis against which similar sector processes are developed over the lifetime of the programme.

These emerging priorities are not presented in any order of precedence and are not intended to be exhaustive. It is anticipated that during further development of the anticipated Lagos State Government change programme, a more detailed assessment of priorities will be undertaken which will inform the development of reform plans. In addition, appropriate organizational entry points and responsibilities will be identified and discussed.

## 4.3  Cross Cutting Themes and Linkages with Other Governance Work Streams

A number of potential cross-cutting themes and linkages have been identified between the policy and strategy and information management/M&E and PFM and PSM work streams, including:

- **PFM:** through the reviews of the following which include - existing budget commitments; current budget implementation and commitments; historical expenditure patterns and trends of expenditure distribution patterns; and existing capital budget commitments; identifying initiatives priorities, costs and sequencing based on cost estimates over a medium-term framework (recurrent and capital expenditures). In addition, proposed priority data analysis in sectors could contribute to the formulation of unit costs within sectors which could be used as the basis for medium-term sector financing plans as part of MTEF development.

- **PSM:** the reviews of detailed organizational (fit for purpose) and human capacity (analyze trends in workforce size and projected staff strength based on organizational arrangements and functions) and work force to deliver the respective organizational remits. The proposed M&E institutional and organizational review could be coordinated within this approach.

- **P&S / M&E:** the development of M&E framework for the strategy monitoring objectives, outputs and outcomes targets, and developing performance measures. In addition, the implementation of annual performance review processes will contribute to the effectiveness of policies and strategies through supporting ongoing policy and strategic adjustment based on actual performance.