

MINISTRY OF THE INTERIOR

SECTOR MONITORING AND

EVALUATION (M&E) PLAN

THE SECTOR MEDIUM TERM DEVELOPMENT PLAN

(SMTDP)

2010 - 2013

GHANA SHARED GROWTH AND DEVELOPMENT AGENDA

(GSGDA)

DECEMBER, 2010

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List of Acronyms and Abbreviation

AGs	–	Attorney General’s Department
APSOG	–	Association of Private Security Organization of Ghana
BNI	–	Bureau of National Investigation
BPU	–	Border Patrol Unit
CEPS	–	Customs, Excise and Preventive Service
CID	–	Criminal Investigation Department
CSOs	–	Civil Society Organizations
DOVVSU	–	Domestic Violence and Victim Support Unit
DAs	–	District Assemblies
DISECs	–	District Security Councils
DPs	–	Development Partners
DVGs	–	Disaster Volunteer Groups
GCAA	–	Ghana Civil Aviation Authority
GES	–	Ghana Education Service
GIS	–	Ghana Immigration Service
GIMPA	–	Ghana Institute of Management and Public Administration
GNFS	–	Ghana National Fire Service
GNCSA	–	Ghana National Commission on Small Arms
GPS	–	Ghana Police Service

GSGDA	–	Ghana Shared Growth Development Agenda
GSS	–	Ghana Statistics Service

List of Acronyms and Abbreviation

PS	–	Prisons Service
PSOs	–	Private Security Organizations
ICT	–	Information Communication Technology
MDAs	–	Ministries Department and Agencies
MIS	–	Management Information Systems
MMDAs	–	Municipal and Metropolitan District Assemblies
MOD	–	Ministry of Defense
MOE	–	Ministry of Education
MOFEP	–	Ministry of Finance and Economic Planning
NACOB	–	Narcotics Control Board
NADMO	–	National Disaster Management Organization
NDPC	–	National Development Planning Commission
NGOs	–	Non-Governmental Organizations
NSC	–	National Security Council
REGSEC	–	Regional Security Council
SPSS	–	Statistical Package for Social Sciences
SMEP	–	Sector Medium Education Plan
SMTDP	–	Sector Medium Term Development Plan

1.0 Introduction

Internal security is critical not only for accelerated socio-economic development, but also for the attainment of sustainable development which is contingent on the maintenance of peace, security, safety and stability. The Ministry of the Interior is the institution charged with the responsibility of ensuring that the internal security of the country is maintained. It must be emphasized that peace, security, stability and conducive environment are sine qua non for successful execution of developmental projects in the manufacturing industry, agriculture, health, education, tourism and for Foreign Direct Investment. Thus accelerated socio-economic development can only succeed in a safe and secure environment.

It is expected that all government agencies responsible for the implementation of the programmes and projects of the Ghana Shared Growth and Development Agenda (GSGDA) would demonstrate, through evidence-based information, that these interventions are having the desired impacts by positively transforming the lives of all targeted beneficiaries. In the context of good public sector governance, the application of Monitoring and Evaluation (M&E) tools to generate reliable and accurate information to help government make sound policies and decisions is becoming increasingly relevant. It is in this light that the Ministry has put together this document through which its activities, projects and programmes in the SMTDP-2010-2013 will be monitored and evaluated.

1.1 Goal and Objectives of SMTDP

The Ministry has, over the years, identified **the creation of a stable, peaceful, congenial and secure environment as its broad strategic objective**. In order to achieve this broad objective and in compliance with the Ghana Shared Growth and Development Agenda [GSGDA] and other policy interventions, specific objectives were developed.

Sector Goal

The goal of the Sector is to provide a safe and secure environment where socio-economic activities will thrive within the confines of the law, to enable Ghana to attain the status of middle – income country.

Sector Objectives

The Sector has identified the under-mentioned strategic objectives in conformity with the Medium Term Development Policy Framework for 2010-2013 respectively at a workshop with all Departments and Agencies under the Sector Ministry held at Forest Hotel, Dodowa on 26th and 27th June 2010. These sector objectives are as follows:

- Improve the capacity of security agencies to provide internal security for human safety and protection
- Strengthen the intelligence agencies to fight social and economic crimes
- Increase national capacity to ensure safety of life and property
- Eliminate human trafficking
- Minimizing the negative impact and optimizing the potential impact of migration for Ghana's Development
- Strengthen and empower anti-corruption institutions
- Improve accessibility and use of existing data-base for policy formulation, analysis and decision making
- Improve government's commitment to international protocols and conventions and incorporate them into national laws
- Implement preventive, promotional and protection interventions to deal with chronic poverty, vulnerability and exclusion
- Empower women and mainstream gender into socio-economic development
- Introduce and strengthen gender budgeting
- Improve financial resource mobilization
- Develop and retain Human Resource capacity at National, Regional and District levels
- Ensure the reduction of new HIV and AIDS/STI/TB transmissions
- Ensure the restoration of degraded natural resources
- Develop and strengthen Ghana's productive sector in ways that would enable the nation to actively engage in the world trade in creative goods and services

1.2 Purpose of the M&E Plan

Systematic monitoring, evaluation and reporting of the SMTDP will show the extent of progress made towards the implementation of the Ghana Shared Growth and Development Agenda (GSGDA) and will help to;

- Assess whether SMTDP developmental targets were being met
- Identify achievements, constraints and failures so that improvements can be made to the SMTDP and project designs to achieve better impact
- Identify the appropriate interventions that will increase the responsiveness of targeted beneficiaries
- Provide information for effective coordination of sector development at the regional level
- Document lessons learned from the implementation of programmes and projects
- Improve service delivery and influence the allocation of resources in the sector
- Demonstrate results to stakeholders as part of accountability and transparency
- Reinforce ownership of the SMTDP and build M&E capacity within each Sector

2.0 Implementation Status of the SMTDP

The SMTDP is yet to be approved by National Development Planning Commission though some aspects of the Plan are being implemented as part of the 2010 Budget which was informed by the SMTDP.

2.1 M&E Activities

2.2 Stakeholders Analysis

Stakeholders are individuals, a group of persons, institutions, communities, etc., who have direct or indirect interests in the activities, projects and programmes being undertaken by the sector. For instance, as a ministry mandated to ensure internal security, the sector has its stakeholders as the general public, the private security organisations, refugees, games and chances operators, the security agencies, to mention only a few.

Stakeholders' analysis is a systematic gathering and analysing of qualitative and quantitative information to determine whose interests should be taken into account when developing and implementing the M & E activities, projects and programmes.

Through stakeholders analyses the sector will understand and clarify their interests, needs and capabilities. It also assists in identifying potential opportunities and threats as well as determines the extent to which certain groups should participate in planning, implementation and evaluation and how to engage them; what influence they have, how to stay in touch and how to inform them.

Thus to ensure ownership and sustainability of the activities, projects and programmes that the sector is undertaking under the GSGDA, the sector put together its M&E plan by collecting, collating and organising comprehensive information on all those who matter, being mindful of the fact that stakeholders' interests affect project viability and its risks.

How the Stakeholder will be involved in the M & E Process

Stakeholder Analysis – In its planning, a stakeholders' meeting was held to select, define and identify the key interest groups. The meeting produced a stakeholder matrix, selection and implementation tools which were adopted to collect and record further information about stakeholders in a matrix for monitoring and improving expectations. This was after stakeholder groups and interests and all potential supporters and opponents of the projects have been listed. The process also considered the possible new stakeholder groups likely to emerge as an outcome

of the projects; what might be their expectations; what benefits do they seek and what resources will they commit or avoid committing to the projects.

The team also tried to answer questions such as whether these stakeholders have other interests which might conflict with the project and how they regard other stakeholders on the list as well as assessment of their power or influence.

Level of Involvement in the M&E Process

Stakeholders will be involved in controlling and directing the project depending on the level of interest in a given project. Partners in managing the project will be consulted actively on the project matters while others will be provided with the necessary information or informed about the projects' progress.

Stage of involvement: Stakeholders again depending on their interest will be involved in the project planning, implementation and assessment. However, the key stakeholders will be part of the projects monitoring and evaluation (anti evaluation, midterm, and post-evaluation)

Supports: Interest groups would also be involved directly or indirectly in mobilizing resource for the M&E processes. This could be in the form of information gathering and sharing, technical support and financial resources depending on stakeholders' willingness and capacity to mobilize them.

Stakeholders	Interest	Needs / Responsibility
1. Local Community	A free, secure and safe environment	Volunteer information
2. Parliament	Accountability Legislations on maintenance of law and order are adhered to	Demand accountability To provide information/data
3. MDA's	Accessibility to data on security and maintenance of law and order to aid in planning	Enacting laws on safety and security Inform constituents
4. Development Partners	Political Stability How our operations/executions of security and maintenance of law and order conform to international standards	Policy formulation and coordination Implementation
5. Researchers/ Institutions	Feedback on products and research reports	Provide technical and financial support Utilization of funds inflow
6. Media	Information on maintenance of law and order and safety for public consumption	Provision of human resources and research materials
7. MMDA's	Maximum security and safety to locals/ Safe environment for locals to live in How best the local community is involved in	Report/disseminate accurately security and safety information to public Public education Put checks on the formulation, coordination, execution of safety and security policies/legislations

2.3 M&E Conditions and Capacities

Constraints	Solutions	Capacity Resource Requirements	& Needed Training	Technical Support
Low budgetary allocation for M&E activities	Provide adequate budgetary/allocation for M&E	Skilled M&E Personnel	Training on M&E	Domestic Technical Support- NDPC,
Late release of funds for M&E activities	Ensure timely release of funds for M&E	Vehicles	ICT/Database Management Training	Academic Institutions.
Inadequate competent and skilled M&E Personnel for activities	Attract, recruit, train and retain qualified M&E personnel	ICT equipment	Training in budgeting	International Technical support.
Lack of adequate logistics and equipment for M&E activities	Provide training / orientation on M&E for management	Training and Development	Training in report writing	International Technical support.
Lack of training / orientation on M&E for management	Provide adequate logistics and equipment for M&E.	Technical support	Training in Leadership, team and consensus building techniques.	Consultancy Services in knowledge sharing, experience sharing and M&E planning
Low prioritization of M & E issues by Management	Source funding for M&E		Training in Development Planning	
Information System under developed	Motivate and provide incentives for M&E personnel		Training in Procurement	ICT
Weak collaboration with stakeholders	Train core M & E focal persons from the various agencies at all levels under the Sector		Training in Project Management	
	Attach greater importance to M & E well defined structures to perform M & E activities – MIS etc		Basic M & E Training	
	Regular interaction with stakeholders		Data and Information Management	
			Facilitation Skills Communication Skills	
			Analytical Skills	

2.4 Indicators & Targets

The Sector has put together indicators since they are signposts of change along the path to development. Through the indicators the Sector, together with its stakeholders, partners and donors can ascertain whether (to what extent) it is true that progress is being made towards stated goals, which define what are to be achieved. The indicators will make it possible to demonstrate results and help in producing results by providing a reference point for monitoring, decision-making, stakeholder consultations and evaluation. Specifically, the Sector's indicators were put together to help:

- Measure progress and achievements;
- Clarify consistency between activities, outputs, outcomes and goals;
- Ensure legitimacy and accountability to all stakeholders by demonstrating progress;
- Assess project and staff performance.

By verifying change, the Sector's indicators will help demonstrate progress when things go right and provide early warning signals when things go wrong. This will assist the Sector in identifying changes that need to be made in organizational strategy and practice. The continuous monitoring of the indicators will also facilitate effective evaluation.

When to use indicators: The purpose of indicators is to support effectiveness throughout the processes of planning, implementation, monitoring, reporting and evaluation – in fact, throughout the full spectrum of results-based management. The Sector's indicators will be used at any point along the results chain of inputs, activities, outputs, outcomes and impacts.

Besides indicators, the Sector has provided some baseline data, target and timeframe in order to verify the results of its development intervention. This makes it possible to demonstrate change over time. The baseline is the situation before a programme or activity, and is the starting point for results monitoring. The target is the situation expected at the end of a programme or activity. Between the baseline and the target there may be several milestones that correspond to expected performance at periodic intervals. The timeframe refers to observations taken at specified points in time or within a given period of time.

All government agencies responsible for the implementation of the programmes and projects of the Ghana Shared Growth and Development Agenda (GSGDA) are to demonstrate, through evidence-based information, that these interventions are having the desired impacts in terms of positively transforming the lives of all targeted beneficiaries. This demands adoption of results-based management, as a guiding principle for programming and in that regard; indicators have become important instruments for the Sector in its M&E processes, to measure the results of its development projects at the output, outcomes and goal levels. Indicators, particularly those at the output level of results, for which the Sector's programmes are responsible, provide essential information for successful programme management.

In order to ensure that the Sector uses indicators to track its activities, projects and programme results, all its stakeholders participated in the indicator selection process. The process was initiated as part of the definition of programme results carried out together with the main programme stakeholders. It is important to note that the establishment of an adequate set of indicators to track programme results is an iterative process whereby the set of indicators and performance targets is improved and adjusted, particularly in the early years of programme implementation, as the availability of baseline data improves. It should also be emphasized that the under-mentioned indicators are practical and that steps were taken to ensure that systems for collecting the necessary data (means of verification) are always in place and are supported:-

1. Reduction in overall crime level in the country
2. Improvement in crime detection rate
3. Significant improvement in police-population ratio
4. Extension of Internal Security Presence
5. Regulation of the activities of Private Security Organisation (PSOs)
6. Reduction in overall drug trafficking and abuse levels
7. Reformation and rehabilitation of prison inmates
8. Comprehensive monitoring of immigrants
9. Reduction in the proliferation of small arms and illicit weapons
10. Reduction in disaster risks across the country
11. Finalization of the policy on Early Warning System
12. Reduction in fire and safety risks

Nonetheless, while the above indicators tell the Sector what it is measuring; the targets are the results expected in the context of the specific programme and within a certain time frame. While the Sector's guidelines require that the programme results and resource framework should include output indicators and measurable targets, this has often not been possible for lack of sufficient knowledge on the baseline situation at the time of preparing the programme matrix/results and resources framework. Thus, the output indicators currently stated in most of matrices/results and resources framework does not include specific targets. It is expected that it will be easier to identify targets in the course of programme implementation and in the development of future Sector programmes as the required surveys and/or research will then have been completed.

All said and done, it is expected that the incidence of violent crimes which was 132,102 in 2009 would have been reduced by 20% by 2013 while the Humane Custodial, Reformation and Rehabilitation Programme is expected that the country's prisons which houses about 13, 525 inmates as at December 2009 would have been decongested by 15% by December 2013. The expectation of the sector is that by December 2013, the incidence of fire outbreaks will reduce by 25% from the present average figure of 1,772 per year through its Fire Prevention and Management Programmes. The sector's Early Warning System, Conflicts and Disasters Prevention and Management interventions is expected to reduce the number of flood victims (casualties and displaced persons) by 20% from the present average figure of 52,429 per year.

Similarly, the Border Control and Immigration Management Programmes is also expected to increase the present coverage of 48 approved entry points at the country's frontiers by 40% by

December, 2013 through better application of Information, Communication Technology [ICT] and other state - of -the- art technologies. Drug seizures and arrests is expected to increase by 15% from the present level of 38 and a Drug Rehabilitation Centre will be established by the end of 2013. With regard to Small Arms proliferation, it is anticipated that the amount of illegal arms in the country which is estimated at 60,000 will be reduced by 40% by December 2013.

Indicators & Targets

INDICATORS	TARGETS
1.Reduction in Overall Crime Level in the Country 2.Improvement in Crime Detection Rate 3.Significant Improvement in Police-Population 4.Extension of Internal Security Presence 5.Regulation of the activities of PSOs	15% reduction in armed robbery, other violent crimes 10% yearly reduction in those killed in traffic accidents 10% yearly reduction in highway robbery 10% yearly reduction in street robbery 10% yearly increase in those arrested in domestic violence 10% yearly increase in frontline police time 10% yearly increase in those arrested in domestic violence Formulation of a policy on Private Security Organization by Dec. 2011
6.Reduction in overall drug trafficking and Abuse levels	% increase in the number of arrest and prosecution of drug traffickers % Reduction in of cannabis farms % increase in the number of properties of drug traffickers confiscated to the state % increase in the number of cannabis farms destroyed annually % increase in the awareness raising in schools
7. Reformation and Rehabilitation of Prison Inmates	% Reduction in number of escapees. % Reduction in Overcrowding in Prisons % Reduction in the number of recidivism in Prisons % increase in the Skills training and formal education in Prisons % increase in the formal education in Prisons
8. Comprehensive Monitoring of Immigrants	Percentage reduction in time spent in checking documents by 15% - 20% Percentage reduction / increase in those arrested without resident / work permits 10% yearly increase in those arrested in domestic violence Increase Frontline Officers' time by 10% yearly Increase yearly number of border point covered by 10%
9. Reduction in the proliferation of small arms and illicit weapons	10% yearly reduction in the use of locally manufactured arms in robberies. 10% yearly increase in mobilization of local blacksmiths into associations 10% yearly reduction in illegal arms in circulation. % increase in the number of awareness campaign on small arms proliferation
10. Reduction in Disaster Risks across the Country 11. Finalization of the policy on Early Warning System	Finalization of policy on disasters and conflicts by Dec. 2011 4,000 DVGs formed and trained by December 2013 10% Reduction in number of people affected by flood yearly National Strategic Stocks established in the Southern, Mid and Northern Ghana by end of 2013 6,240 Rapid Response members and general staff recruited by December 2012
12. Reduction in Fire and Safety Risks	Reduction in Fire and Safety Risks % Reduction in the number of domestic fire outbreaks % Reduction in number of outbreak of bushfires % Reduction in number of fire outbreak in markets % Reduction in the number of industrial fire outbreaks % increase in the number of fire certificate issued % increase in the number of fire awareness campaign

2.5 M&E Matrix

M&E matrix – the matrix was adopted as a result of discussions during the M&E workshop organised by the Sector for its agencies. In the table, the goals and objectives stated are the same as those in the SMTDP document. The table comprises the indicators and the Indicator Type, Baseline Target for 2010 – 2013, the Data Sources [Primary and Secondary], Monitoring Frequency and the lead and collaborating Agencies responsible for the monitoring and evaluation of activities, projects and programmes. (Refer to the appendix)

2.6 M&E Calendar (Work Plan)

The Sector has drawn its M&E calendar to help improve the coordination and use of M&E activities. The calendar provides a schedule of all major M&E activities. It describes agency and partner accountabilities, the uses and users of information, the evaluation milestones, and complementary partner activities.

ACTIVITY	TIME FRAME				ACTORS	BUDGET
	2010	2011	2012	2013		
SMTDP Evaluations						
Ex-ante Evaluation	1 st March				PPMED	30,000.00
Mid-term Evaluation	15 th July				PPMED	30,000.00
Terminal Evaluation	31 st November				PPMED	30,000.00
Ex-post evaluation	31 st November, 2013				PPMED	36,000.00
Participatory M&E	15 th July bi-annually				PPMED	36,000.00
Data collection and review meetings					PPMED	0
Quarterly field visits	1 st week in March, June, Sept. and December				PPMED	40,000.00
Quarterly review meetings	2 nd week in March, June, Sept. and December				PPMED	48,000.00
Organize Workshops and Seminars					PPMED	0
Bi-annually workshops	3 rd Tuesday in June and December				PPMED	150,000.00
Bi-annually meetings	4 th Tuesday in June and December				PPMED	150,000.00
Preparation of Quarterly Reports	1 st Week in April, July and Oct.				PPMED	0
APR preparation and dissemination						0
Data Collection	15 th Jan. annually				PPMED	5,600.00
Draft Sector APR prepared	31 st Jan. annually				PPMED	5,600.00
Draft Sector APR workshop	15 th February annually				PPMED	5,600.00
Final APR submitted to NDPC	28 th February annually				PPMED	0
Dissemination of Sector APR	15 th March annually				PPMED	10,000.00
						0
Capacity Building						0
Foreign Training					PPMED	30,000.00
Local Training	February and March				PPMED	6,300.00
Total						613,100.00

In order to facilitate the Sector's M&E activities, an indicative budget for M&E and a description of how M&E will be organised were put together. To get the M&E system to work effectively it will involve to put in place appropriate incentives, ensure that the Sector has the right and enough human capacity at hand to do the work as well as consider effective ways of storing and sharing information.

2.7 M&E Budget

Items	Frequency	No. of Persons	Unit Cost GH¢	Total GH¢ =2011	Total GH¢ =2012	Total GH¢ =2013
Meetings	4	40	100.00	16,000.00	16,000.00	16,000.00
Workshops	2	50	500.00	50,000.00	50,000.00	50,000.00
Seminars	2	50	500.00	50,000.00	50,000.00	50,000.00
				00	00	00
Evaluations				00	00	00
Ex-ante	1	6	10,000.00	10,000.00	10,000.00	10,000.00
Mid-term	1	6	10,000.00	10,000.00	10,000.00	10,000.00
Terminal/Final	1	6	10,000.00	10,000.00	10,000.00	10,000.00
Ex-post	1	6	12,000.00	12,000.00	12,000.00	12,000.00
Evaluation Reports	4	7	200.00	5,600.00	5,600.00	5,600.00
				00	00	00
Capacity Building				00	00	00
Foreign Training	1	1	15,000.00	00	15,000.00	15,000.00
Local Training	1	2	1,000.00	2,000.00	2,100.00	2,200.00
					00	00
Consultancy Expenses		2	5,000.00	10,000.00	10,000.00	10,000.00
					00	00
Vehicles	3	-	95,000.00	95,000.00	100,000.00	105,000.00
Desktop Computer	3	-	3,000.00	3,000.00	6,000.00	00
Laptop	3	-	3,000.00	3,000.00	6,000.00	00
Projector	1	-	1,500.00	00	1,500.00	00
Jumbo Photocopier	1	-	9,000.00	00	00	00
Fax Machine	3	-	800.00	800.00	1,000.00	1,100.00
Scanner	3	-	1,500.00	1,500.00	1,600.00	1,700.00
Video Camera	2	-	1,500.00	1,500.00	00	1,500.00
Recorder	2	-	200.00	400.00	00	00
Binding Machine	1	-	1,500.00	1,500.00	00	00
Colour Printer	1	-	1,500.00	1,500.00	00	00
				00	00	00
Total				108,200.00	306,800.00	300,100.00

2.8 How Data will be Collected and Collated

Data for M&E will be assembled through daily press cuttings, interviews, field visits, surveys, spot visits, participatory observations, focus group discussions, literature reviews and background checks. In collecting and collating M&E data, laptop and desktop computers, tape recorders, printers, mass storage devices, video cameras and other interview guides will be employed or used. The data collected and collated will be edited and coded using an appropriate coding frame after which it will be analyzed using the computer soft-ware

The sector has some hard and software for its data entry and analysis. This notwithstanding, there is the need to explore more avenues to attract the needed assistance in the area of more advanced Management Information Systems (MIS) (i.e. soft and hardware)from the relevant DPs as well as equipping the sector with the necessary knowledge as far as evidence-based planning, monitoring and evaluation is concerned.

2.9 How Data will be Analysed and Used

Data processing will be done by first categorizing the key indicators, depending on whether the method adopted for gathering the data, and for that reason the responses expected, are qualitative or quantitative. The appropriate coding frame will then be constructed for each indicator and the quantitative data which will be obtained from surveys will be presented in the form of statistics. Data analysis will involve largely application of percentages, of averages of graphs and tabulations since these measures will be most appropriate for summarising and organising the data in an effective and meaningful way for the consumption of the interested parties. Qualitative data not amenable to statistical presentations will be presented separately in a suitable form that will ensure careful observation, classification and interpretation of results.

Consolidating and processing quantitative and qualitative data

The first step following data collection, and prior to data analysis, is to process and consolidate raw quantitative data from questionnaires. This will require some form of data cleaning, organising and coding to prepare the data to be entered into a database or spreadsheet. Consolidation and processing will be conducted by the team of interviewers after completing the data collection, however, in the case of large data sets, additional staff will be brought on board.

Consolidating and analyzing survey data

Three types of analysis will be used by the Sector in this respect. The first type is referred to as descriptive analysis, which will involve the calculation of means and medians for continuous variables, and percentages for categorical variables. The second type of analysis that will be used in evaluations is stratified descriptive analysis. This will be used to compare a variable between two sub-groups. Finally, inferential analysis will be applied to look for associations between different variables since it goes beyond stratified descriptive analysis because it does not only examine differences between variables but also attempts to infer why these difference exist. This

will be done by either referring to known causal relationships (e.g. settlement and crime) or through testing for relationships with other variables (known as regression analysis).

Summarizing qualitative data

Techniques for summarizing qualitative data will ensure that patterns are revealed rather than distorted. It is worth noting that apart from widely supported participatory approaches to qualitative data, the Sector will adopt also other well-established methods available for the systematic analysis of qualitative data, including the use of computer programmes.

Disaggregating results: identifying beneficiaries

The importance of identifying who benefits from an initiative cannot be over-emphasised. There is a tendency in many, if not most evaluations to assume that benefits of activities, project and programmes affect equally the entire beneficiaries/communities, especially where evaluators focus on lives saved rather than the impact of an event on livelihoods. Peace and security issues usually do address the question, reflecting their origins in development work, where identification of the most vulnerable is acknowledged to be a crucial factor.

Noticing differences and appreciating of vulnerability.

In analysing the data, the Sector will take into consideration vulnerability caused by other socio-economic factors including ethnicity, age, disability, etc. The evaluations will define the socio-economic characteristics of those involved in interviews and discussions, and even the number of those taking part will be included in the reports to help inform decisions and follow ups.

Triangulation/Cross-checking

The sector will also embark on cross-checking (or triangulation) of different data sets and sources in order to ensure that particular factor(s) which might affect success or failure is isolated. In that regard, particular importance will be placed on qualitative evidence collected through stakeholder interviews, where much of the evidence may be anecdotal or inferred. The evaluation team will ensure that a wide range of stakeholders are consulted and the results are cross-checked.

Through cross-checking possible inconsistencies in data collected will be identified. This minimize if not eliminate entirely possible discrepancies and variations in the information provided to evaluators by different stakeholders. Direct observation is a useful way of checking if there are discrepancies between what people say and what they do. Evaluators do not always have time to do this and such discrepancies are more usually picked up by project workers or researchers who spend longer periods in the field. Feedback workshops with stakeholders appear to be coming more common in evaluations. These will provide a linked triangulation-validation mechanism. This will usually take place towards the end of an evaluation, when it is too late for further data collection or cross-checking with informants in the field, but some evaluations hold workshops at different stages or levels.

How M&E information will be utilized

The Sector will use M&E information in decision making, planning, implementation, and management of the Sector's projects and activities. Based on the M&E results, the sector will revise any part of the organization's plan or operation in order to improve its performance and gain achievement of goals and objectives outlined in the SMTDP.

2.9 How and when to report on findings

The creation of awareness on the expected findings of the M&E in the implementation of the Sector's activities, projects and programmes hinge on accurate and timely reportage. The report of the M&E findings will therefore be presented and discussed in electronic and print media, academic institutions, churches, mosques, conferences, workshops, durbars, meetings, seminar and public forums. The reporting frequency will be on daily, weekly, forth nightly, monthly and quarterly and annually depending on the indicators type and the need for stakeholders to be informed about the outcome.

Format to be used for reporting

A report is a communication tool used to present M&E results by putting across raw data and information as knowledge. Reporting is an opportunity for project implementers to inform themselves and stakeholders on the progress, problems, difficulties encountered, successes and lessons learned during implementation of programs and activities.

Reporting will enable the Sector to assess the progress and achievements of its projects and programmes. It will also help the stakeholders to focus on the results of activities which also enable the necessary improvement of subsequent work plans. Reporting forms the basis for decision-making and learning at the programme level. Reporting communicates how effectively and efficiently the Sector is meeting its SMTDP objectives. The Progress reports therefore will focus on presenting in a concise format the advances (or lack thereof) made on a project during a specific period.

Outline for Quarterly Progress Reports

Quarterly progress reports will be adopted for conveying information about the activities, projects and programmes in the SMTDP to its stakeholders. The Sector's Quarterly Performance Report will be laid out in the following manner:

First of all, there will be a **Title Page** of the report, which will include the name of the Sector and the period under review.

The second section of the report will focus on the **Introduction** which will comprise:

- the Purpose of the M&E for the period under review (i.e. concise presentation of the objectives of the project, the need for the report and what the report includes);

- comparison of planned versus actual events as far as SMTDP is concerned (i.e. brief narrative which compares planned activities and budget to actual activities undertaken and budget spent during the quarter).

The basis of this narrative is what the Sector intended to carry out and how it is responding (i.e. to brief the stakeholders why some activities that were planned did not take place and what the Sector plan to do about it); and/or it will also look at the facilitating factors that helped the Sector to achieve some activities faster than expected (i.e. inform the interests groups if the Sector is ahead of schedule and why).

This section will further look at the processes involved and difficulties encountered in its operations by discussing the status of the administration of the SMTDP programmes, projects and activities. In this regard, the report will put across any changes in staffing, organizational development issues (new systems, failing systems, etc.), managerial issues, or results on special awards conditions during the reporting period.

The third section of the report which forms the body of the write up will focus on M&E activities, projects and programmes status for the period; it will also give update on disbursement from funding sources. The report will provide a brief management review of the Sector's financial status by comparing what the Sector planned to spend to what its actually spent) and whether there is the need for budget realignment, rescheduling of activities and its affect the budget, etc. Besides, this section of the write up will also capture the update on Indicators and Targets / Indicator Data & M&E Report Databases. It will discuss the Sector's progress in collecting and storing project indicator data; report on the baseline figures and provide a brief analysis of the new information. Finally, the section will give update on critical developments and poverty issues, evaluations conducted and its findings, recommendations as well as participatory M&E approaches used and the results.

Last but not the least is the way forward which will encompass notable lessons, innovations, etc. The section will cover briefly any lessons learned during the recording period, interesting anecdotes suggesting programme impacts, or small success stories. Moreover, issues requiring immediate assistance or attention of the stakeholders will be captured in this section.

2.10 How Dissemination will be done

Methods that will be used to achieve these objectives will include sharing of the M&E results with the Sector's stakeholders by organizing Stakeholders Workshops, Meetings, and Press Conferences. Other means to be adopted in disseminating M&E processes and results will include the Meet – the – Press Series, Press Releases, Announcements, Speeches, Answers to Parliamentary Questions, and the Sector's Service Charter. The suitability of the strategy will be continually verified during these meetings in the field in order to feed into the review processes. This responsibility will be carried out by a Communication Strategy Team including the Director responsible for Communication, the Director responsible for Research and the Director responsible for coordinating SMTDP project.

All the major stakeholders namely NDPC, MOFEP, the National Security Council Secretariat, Ghana Police Service, the Public Service Commission, the Parliamentary Select Committee on Defence and Interior, Ghana Prisons Service, Ghana National Fire Service, Ghana Immigration Service, NADMO, NACOB, GNASCA will be given both the hard and soft copies of the M&E results.

2.11 Which Evaluations will be done

It is important to plan so that the information required for the evaluation can be obtained during the project. If evaluation is not thought about until the end of the project, valuable information may have been lost. The process that will be considered by the Sector in evaluating its activities, projects and programmes include assessing the need for an evaluation; developing clear ideas on the rationale and objectives; determining the type of the evaluation to be carried out; specifying the methods, scope and timing; identifying and analyzing stakeholders; considering the cost implications; putting together terms of reference (TOR); discussing the TOR with key stakeholders; commissioning the evaluation and disseminating the results and acting on the findings and recommendations.

The evaluations that will be carried out are Ex-ante Evaluation, Mid-Term Evaluation, Terminal Evaluation, and Ex-post Evaluation. These will be applied timely and strategically in order to realise the intended purposes.

Ex-ante Evaluation: The Sector will use this method to assess the possible consequences of the planned project(s) to the people in the community over a period of time. This will make it possible for a final decision on what project alternative should be implemented; and assist in making decisions on how the project will be implemented.

Mid-Term Evaluation: During the project and programme implementation the Sector will undertake a continuous evaluation. This will enable the Sector, project planners and implementers to progressively review the project strategies according to the changing circumstances in order to attain the desired activity and project objectives.

Terminal Evaluation: This evaluation will be carried out after project implementation. This is to retrace the project planning and implementation process and results after project implementation. This evaluation will further help the Sector in identifying constraints or bottlenecks inherent in the implementation phase; assessing the actual benefits and the number of people who benefited; providing ideas on the strength of the project, for replication; and providing a clear picture of the extent to which the intended objectives of the project have been realized.

Furthermore, the Sector will also embark on **Process Evaluation** which seeks to measure the strategies and activities of the project, project quality including quality of resources, and whom it is reaching.

Related to the above is **Outcome Evaluation** which the Sector intends to do in order to measure the immediate effects of the project and indicates whether objectives are being reached. Impact evaluation is conducted after process evaluation.

Finally, **Impact Evaluation** will also be conducted to measure the longer term effects of the project. It will indicate to the Sector whether the project is achieving its goal. Outcome evaluation is done after impact evaluation.

2.12 How Participatory M&E will be done

The Sector intends to adopt participatory monitoring and evaluation which involves systematic recording and periodic analysis of information that has been determined and recorded by stakeholders themselves with the assistance of relevant actors in its M&E processes. Participatory M&E will promote self-reliance among the stakeholders particularly the beneficiaries of the Sector's project being undertaken. The reason being that, the beneficiaries together with the stakeholders decide what to monitor, what indicators to use, how information will be collected, who takes responsibility for doing it, and how the collected information will be used.

The Sector will do Participatory M&E by involving all the stakeholders in the selection of indicators, collection of data and analysis, implementation of the findings and dissemination of the results. More importantly, the stakeholders, particularly the beneficiaries will also be brought on board in the various evaluation stages of the Sector's activities, projects and programmes.

Nonetheless, depending on the Sector's activities, projects and programmes being undertaken at any point in time and the stakeholders involved, the Sector may decide on Participatory Rural Appraisal, Citizen Report Card and or Community Score Card. In all these three approaches, the Sector will keep to the following steps as far as the actors involved are concerned:

First of all is to discuss the objectives for participatory monitoring and evaluation with the stakeholders. The Sector, in undertaking PME, will as much as possible discuss the importance, purpose, and benefits of participatory monitoring and evaluation with the relevant stakeholders. This will enable them realize the need for the PME and decide for themselves whether it is useful for them to be part of it. The Sector will ensure that stakeholders fully understand and appreciate the need for participatory monitoring and evaluation and its relevance to beneficiaries in terms of determining (a) the progress in the implementation of planned activities, and (b) the impact on their communities/institutions and on their living condition. The Sector will therefore let the beneficiaries come to terms with how PME can be a useful learning tool to improve on their effectiveness in planning, implementing, and managing projects and other related activities in the sector.

Secondly, the Sector will make sure that the relevant stakeholders partake in reviewing the objectives and activities, projects and programmes as indicated in the SMTDP. The Sector together with the relevant stakeholders forming the evaluations team will establish the indicators for participatory monitoring and evaluation after the review of the objectives and activities.

Thirdly, the Sector in undertaken its PME will decide with the relevant stakeholders which information gathering should be used. That is to say, for each indicator or set of key information, the most suitable information gathering tool(s) which are familiar to beneficiaries will be chosen by the Sector.

Fourthly, all the interests groups will be made to participate in taking decision with regard to who will do the monitoring and evaluation. This the sector will do after it had come out with criteria that will be used for the participatory monitoring and evaluation.

Step five, as indicated in the Sector's M&E Needs Assessment, effort will be made to provide customized training on participatory monitoring and evaluation for the relevant stakeholders and the team that will be employed for PME. In that respect, the Sector will adequately train and provide the beneficiaries and the stakeholders who will be involved in PME with the working knowledge and basic skills needed to embark on their assignment.

Thus, being equipped and armed with the necessary tools and skills, the Sector will then set in motion its participatory monitoring and evaluation. At that stage, the beneficiaries, coupled with the relevant stakeholders, will agree on when to undertake participatory monitoring and evaluation. They will also decide upon the indicators or key information, supported by a series of guided questions, the sector will conduct its participatory monitoring and evaluation with high confidence of being successful. The Sector's monitoring and evaluation team will facilitate and provide the needed back-up support to the participants involved in conducting the PME.

Lastly, the PME information gathered by the Sector will be analyzed, presented and the results discussed by using graphical, tabular, and pictorial presentations to all those who matter as far as the project benefits and success are concerned. Finally, the sector will use participatory M&E results in decision making, planning, implementation, and management of sector projects and related activities. Based on the PME results, the Sector will revise any part of the organization's plan or operation in order to improve its performance and gain achievement of goals and objectives outlined in the SMTDP.

3.0 Other issues of Relevance to M&E

The Sector M&E will be relevant if only the issues tabulated in the M&E Needs and Conditions are critically looked at. The team is of the view that as an immediate step, the Sector looks at increasing funding to support M&E activities and allocate separate budgets for M&E programmes and projects. Regarding improving resources allocation, recruiting additional quality human capital as well as building their capacity to support M&E assignments at all levels will be a venture worth undertaking.

The areas of training that will be of immediate relevance to the existing M&E officials are Basic M&E Training, Data Base Management, Data and Information Management, Report Writing, Project Management, Procurement Development Planning, Facilitation Skills, Communication Skills, Leadership and Team Building Skills and Analytical Skills.

Also, the Sector's M&E Divisions must be well equipped with necessary material/logistics and technical assistance. Equipment such as Vehicles, Computers/Laptops, Projectors, Jumbo Photocopiers, Fax Machines, Scanners, Video Cameras, Recorders, Binding Machines and Colour Printers must be procured for the divisions.

M&E focal persons from the various agencies at all levels under the Ministry should also be made to undergo customized training programme designed by NDPC in collaboration with Ghana Institute of Management and Public Administration (GIMPA). In conclusion, the sector should attach greater importance to M&E divisions by developing a clear M&E Framework and instituting well defined structures with the necessary resources to perform M&E activities, through the use of MIS and having regular interaction with the relevant stakeholders.

3.1 Collaboration with Development Partners

Over the years Development Partners (DPs) or Donors do shy away from funding the Security Agencies (except a few such as UNDP and KAS). They argued that the maintenance of safety and security should be the responsibility of central Governments. This notwithstanding, the Sector will bring on board the few who have been supporting the Sector in various stages of its M&E Plan and also develop strategies to market itself in order to attract many of the DPs in the area of offering assistance to develop capacity in M&E for the preparation and execution of Sector Plans.

The sector will also explore avenues to attract the needed assistance in the area of Management Information Systems (MIS) from the relevant DPs as well as equipping the sector with the necessary knowledge as far as evidence based planning, monitoring and evaluation is concerned.

3.2 Process of developing the M&E Plan

The process of developing the M&E Plan began with the Sector M&E Guidelines Orientation Workshop organised by NDPC from 26th September to 2nd October, 2010 at Sogakope. At the training workshop, three officers from the PPMED attended and participated in the discussions and group work. After the training workshop, the Sector Headquarters invited representatives of all the agencies. The meeting which was held in the Conference Room of the Ministry of the Interior mapped out the way forward in putting together the Sector's M&E Plan. The meeting also drew a budget for the Plan, did some stakeholders analysis, and assessed some M&E needs and conditions of the sector and sector specific indicators and M&E Matrix. To facilitate the write up of the M&E Plan, the Sector organised orientation workshop at Dodowa where participants were taken through the M&E guidelines after which they were grouped into five to critically look at various aspects of the M&E Plan. After discussions, the results were put together by a team led by the PPMED Director as the first draft.

The Sector then invited all the agencies and the relevant stakeholders for their perusal after which a team was put together to finalise the draft for onward submission to the NDPC for their attention and further comments. After their perusal, the NDPC invited two officers from the PPMED to participate in for a follow-up workshop which took place at the Villa Cisneros Resort at Sogakope in the Volta Region from 31st March to 1st April, 2011. At the said workshop, the Sector's M&E Plan which had been reviewed by a group of experts from the NDPC were looked at. The Ministry's representatives were given a guide to use in addressing the necessary comment raised by NDPC experts. With the guide and the training from the said workshop, the PPMED of the Ministry put together the final and revised M&E Plan for the Sector within four weeks.

National Indicators – Ministry of the Interior: Appendix B

Indicator	Definition	Rationale	Source	Frequency	Disaggregation
Policy Objective: To ensure Public Safety and Security					
1. Police Citizen Ratio	Measures Number of Police Officers Serving the citizenry	Measures Improvement in public safety in relation to Crime Detection Rate and the Extent of Internal Security Presence and UN Recommended Ratio	Police, GSS MINT,	Quarterly	National
2. Reduction in armed robberies, rape and murder	Measures the rate of decline of armed robberies, rape and murder	Measures improvements in public safety in relation to major crimes	Police, GSS MINT	Quarterly	National
3. Reduction in the incidence of fire outbreaks and Safety Risks	Measures the rate of decline of Fire Outbreaks and Safety Risks across the Country	Measures improvements in Public Safety in relation to Fire Outbreaks and Safety Risks	GNFS, GAF, MINT, GSS	Quarterly	National
4. Reduction in the rate of Disaster Risks across the Country	Measures the rate of decline of Disaster Risks across the Country	Measures improvements in Public Safety in relation to Disaster Risks across the Country	NADMO, GAF, MINT, GSS	Quarterly	National
5. Reduction in the rate of Small Arms Acquisition	Measures the rate of decline of Small Arms Acquisition	Measures improvements in public safety in relation to the rate of decline of usage of Small Arms in committing crimes	Police, GSS MINT, GNACSA	Quarterly	National
6. Reduction in the level of drug trafficking and Abuse	Measures the rate of Reduction in overall drug trafficking and Abuse levels across the Country	Measures improvements in Public Safety in relation to drug trafficking and Abuse levels	NACOB	Quarterly	National
7. Reduction in the rate of foreigners arrested without resident / work permits	Measures the rate of Reduction of foreigners arrested without resident / work permits	Measures improvements in Public Safety in relation to foreigners arrested without resident / work permits	GIS, MINT, GSS	Quarterly	National
8. Reduction in the incidence of worst forms of human, trafficking and child abuse	Measures the rate of decline of worst forms of child labour, human trafficking and child abuse	Measure the rate of decline / improvements in Public Safety in relation to worst forms of child labour, human trafficking and child abuse	Police, GSS MOWAC	Quarterly	National
9. Reduction in the level of recidivism in Prisons and reintegration of prisons inmates	Measures the rate of decline in the number of recidivism in Prisons and reintegration of Prisons' inmates	Measures improvements in Public Safety in relation to Reformation and Rehabilitation of Prison Inmates	Prisons, AGs Dept GSS	Quarterly	National

