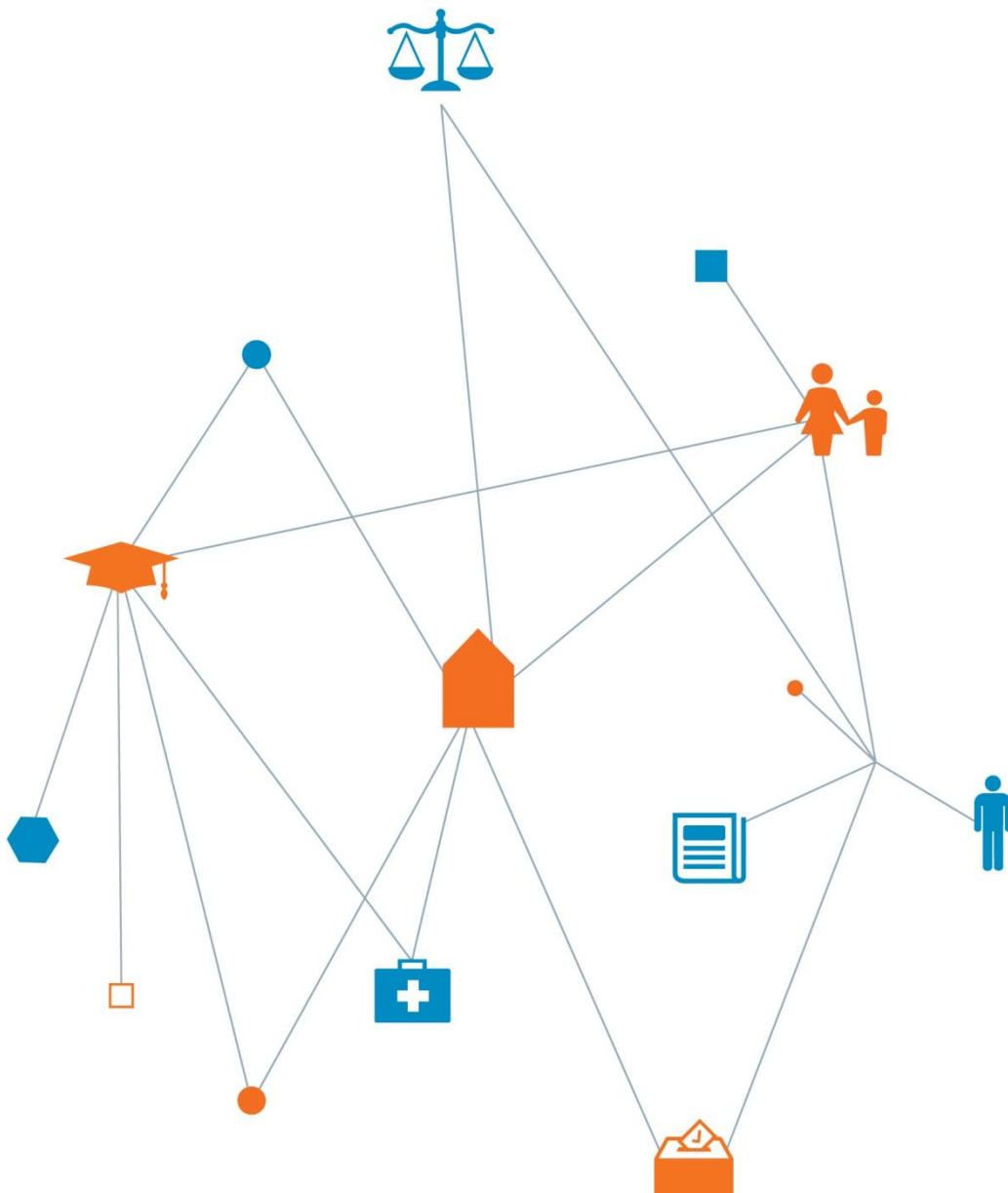




Governance, Social Development, Conflict and Humanitarian PEAKS
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Final Narrative Report ©

Mobilising for Development - Annual Review 2014





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v. 1.1

Commissioned by: Department for International Development (DFID)

Mobilising for Development - Annual Review 2014

Contract number: PO 40078213

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This document has been approved for submission by Coffey's Project Director, based on a review of satisfactory adherence to our policies on:

- Quality management
- HSSE and risk management
- Financial management and Value for Money (VfM)
- Personnel recruitment and management
- Performance Management and Monitoring and Evaluation (M&E)

Jeremy Swainson, Principal



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EXECUTIVE SUMMARY

MAIN FINDINGS

1. Performance assessment

This Annual Review scores progress and the achievement in delivering the expected 2014 milestones as an 'A' meeting expectation. This is considered a good achievement in a first year of implementation which started slightly late; was reviewed before the end of the 4th quarter; and includes two outputs (4 & 5) which are, to a large extent, dependent on learning emerging from project initiatives which are then shared. It is the view of the AR team that milestones set for outputs 4 & 5 were probably ambitious for the stage of implementation.

Performance by Output varies and the detailed Output scores are:

- OUTPUT 1: Communities better organised, engaged and demanding equitable service provision and development outcomes – **A (output met expectation)**.
- OUTPUT 2: Marginalised groups, particularly girls and PWD, better organised, engaged and demanding equitable service provision and development outcomes – **A+ (moderately exceeded expectation)**.
- OUTPUT 3: Improved capability of policy makers (PM) and service providers (SP) to design innovative and implement appropriate and responsive approaches to selected service delivery issues – **A++ (outputs substantially exceeded expectation)**.
- OUTPUT 4: Innovative and 'better-fit' approaches to service delivery and accountability developed – **B (moderately did not meet expectation)**.
- OUTPUT 5: Scalable models and approaches promoted and shared – **B (moderately did not meet expectation)**.

The 18 months under review have seen M4D take the Business Case into a programme of activities which should change the way communities, CBOs and marginalised groups and local government authorities interact. An on-going challenge for the programme will be to show that the benefits which emerge from this engagement will spread to the wider community. The completion of baselines against which to measure impact and a better interrogation of the assumptions related to population coverage vs. actual reach require attention.

M4D has made significant investments in getting the frameworks for programme management in place and has mobilised across the target communities. The programme approaches are yet to be fully understood by all stakeholders and tested in the first LGAs. The programme has ambitious targets for working in additional LGAs each year. The AR team feels that it is important for both the team and the communities to identify successes and challenges emerging from the period of intense M4D inputs and engagement as a base from which it will spread to new areas and groups. While the AR team understands that iterative learning is understood by M4D as a continuous process, it would be easier to develop confidence and commitment from the communities and M4D frontline staff, if changes and achievement in the initial communities could be understood and shared. .

Value for Money

- Overall, M4D remains cost effective. However, it has yet to complete and implement a systematic framework of VFM measures linking financial reporting to the performance framework provided by the logframe.
- M4D has a VFM Strategy, but its implementation is far from complete. Before M4D can implement its VFM strategy, it needs to address financial reporting. Measuring VFM depends on understanding the planned and actual cost of the programme as a whole, analysed according both to outputs (for efficiency) and according to inputs (for economy). Neither the logframe nor quarterly reports include the necessary financial information.
- M4D has a well specified FMIS which is the start of good reporting. However, at present this appears to capture only GRM "expenses", not fees, IEM or Crown Agents expenditure – all of which need to be captured to show VFM to the UK taxpayer.
- M4D has not yet reported on cost effectiveness or effectiveness. The Business Case proposed that the programme would deliver a 20.6% return within 4 years of its completion. In January 2014, the contract value was increased by £0.7m to 17.7 million. Unless the valuation of the benefit has been revised upward

- too, this reduces the expected return on investment from 20.6% to approximately 16%. The difficulty of estimating impact during the programme should not prevent M4D or reviewers from examining any material changes in the programme's expected impact. Any indication that benefits, to AGs and PWDs and the wider population, will be lower than expected, should be a trigger for concern.
- Efficiency indicators are currently proposed for only two of the five outputs. Pending the completion of efficiency indicators, a simple report of budget, expenditure and variance for each output would provide an important trigger for action. Output 4, relating to BFAs, poses particular risks. A standard quarterly report may therefore be required for each BFA. An indicator of administration cost is essential, but must be clearly defined and include costs incurred by all parties on all sites.
- M4D is reporting its seven VFM economy indicators. However, key costs tracked monthly against budget should be at the heart of the quarterly Economy report. M4D under-spent, £164,000 for Q3, indicates that M4D is, understandably, at an early stage in executing planned levels of activity, and needs to focus on overall control of activities and costs.

The framework for financial reporting and VFM requires development, as follows.

Financial reporting

M4D should urgently implement reliable reporting of budgets, revised forecasts and expenditure by output, as well as input cost. These should be reflected in the Logframe and in quarterly reports. All budgets used for VFM purposes should reflect the full cost to DFID of the M4D programme.

VFM framework

Cost-Effectiveness and Effectiveness: M4D should address the lack of baselines and intermediate indicators for impacts urgently, as these are essential triggers for concern that value for money may be reducing. Changes in the numbers of beneficiaries, particularly among Girls and PWDs, or changes in the value of benefits to them, are likely to have a high impact on value for money.

Efficiency: M4D should urgently ensure that it has at least one indicator for each output, and monitors this against the cost the output quarterly. M4D should urgently provide a clear definition of its administration costs and how it plans to control and preferably reduce cost over the life of the programme. M4D should propose additional reporting for individual BFA projects undertaken, and for grants.

Economy: M4D is developing an appropriate range of economy processes and indicators. The quarterly report of input costs against budget should be the basis of VFM reporting on economy.

Presentation: As far as possible, VFM indicators should be integrated within the performance framework provided by the logframe. The quarterly report should use a standard layout for VFM indicators, rather than extended narrative on occasional items.

Implementation: M4D should urgently design and implement a plan that prioritises and installs the urgent and essential components of its financial reporting and VFM framework. For Q4, it should focus on reporting by output, and establishing standard tabular reporting for efficiency and economy indicators.

2. CONCLUSIONS AND RECOMMENDATIONS

The AR finds that the programme has worked intensively on establishing relationships with key actors at State level and beneficiaries (LGA, CBOs, LSCs and PWD) on the ground. Implementation is largely on track. The programme has focused on mobilisation; capacity needs assessments and some initial training. The groups (PWD, Girls Clubs, and LGA level and Ward level CBOs) have responded with enthusiasm and show a willingness to engage with each other and M4D.

Overall, the pace of implementation in the last 7 months is impressive, particularly in the light of the challenges of a high staff turnover reported on each quarter. Given the innovative and experiential nature of the entire programme, it is vital for the programme to allow time for reflective practice on its approaches to inclusion of disadvantaged groups (PWD and AG).

The programme has in place strategies and frameworks to support performance: ME&L, KM, VFM, Communication; Capacity Building etc. For a range of reasons, these have not been fully implemented.

The Review finds that rate of implementation is not, as yet, matched by a systematic approach to proving what works although it is early days in an iterative programme which aims to continually refine its approach through experimentation and learning. M4D is in the process of building systems, staff skills and responsibilities for reflective practice and developing an evidence base on what works and what doesn't and why.

It is recommended that as the programme moves into its second year as far as possible it consolidates some of the learning from the first LGAs and where possible identifies what how and why changes have been achieved. This will provide a starting point for the additional beneficiary groups. This consolidation should provide lessons and evidence of how to adjust methods and degrees of support required. In a programme based on experiential learning running before you have walked does not make sense. The recommendations here are focused on consolidation: using frameworks that exist, increasing beneficiary responsibility, testing the methods and consolidating learning.

RECOMMENDATIONS

1. Review and up-date the logframe

There are several areas in which the logframe is not up to date with the actual programme. To maintain integrity with the management of implementation processes, it is recommended that the programme review the logframe in several ways:

- Review all definitions in the outputs (well-articulated, tested etc.) and develop a check-list to support staff.
- Revisit the output milestones and targets for subsequent years, given the high level of achievement in year 1. Ensure that milestones are still appropriate.
- Develop an impact statements and indicators once the baselines are complete.
- Revisit the impact weightings and risk ratings. For example, the impact weighting of 30% for output 4 is not seen as accurate statement about the contribution of BFAs.
- Support VFM assessment by allocating budgets to outputs;
- Revisit the logic of including the population targets in output 1 and aim to assess the population coverage in real terms. As output indicators, the programme is held responsible for coverage which does not appear to be in their gift. Consider the option of putting population targets at outcome or impact level, where project contribution is measured.

2. Fully operationalise the M&E Learning and Knowledge Management frameworks

The M4D project is a programme which aims to improve both development outcomes as well as contributing evidence of how collaborative working can lead to changes in service delivery and accountability relationships between marginalised citizens and the state at Local Government/community level. Starting to understand what does and doesn't work before spreading too wide is critical. Moving forward it is recommended that the programme fully operationalises its ME&L and Knowledge Management strategies and frameworks in a way that is inclusive: understood and functional, for all levels of staff.. This should prioritise:

- Completing baselines for outcome level and the translation of the capacity assessments into meaningful baselines.
- Interrogation of the population numbers being used for direct beneficiaries based on geographic rather than real coverage of CBOs, LGAs etc. In particular their inclusion and reach in relation to women in CBOs.
- Develop a way of tracking the degree to which beneficiaries take responsibility and are capable of working on their own to achieve their goals.
- Review the responsibilities in the M&EL framework, as currently the role of frontline staff is not specified and they are the important contact point with beneficiaries. Mainstream and produce guidance on adaptive and reflective learning approach and case study based evaluation for all staff. If necessary train frontline staff in basic documentation skills.
- Creating an evidence base: by identifying key questions in the TOC that the programme wants to generate knowledge on for example: approaches to empowering marginalised citizens or effective collaboration between civil society and state for improved accountability. Defining the questions is seen as the starting point for operationalizing the process of increasing knowledge and ultimately knowledge management.
- Staff training should include: understanding the qualitative elements of the processes; use of criteria to make judgements; proxy indicators of change; concepts of attribution and contribution; critical analysis and documentation skills.

3 Fully operationalise the Value for Money Framework

VFM is an integral part of the M&E framework. Although partners have given considerable thought to VFM, M4D has yet to complete and implement a systematic framework of VFM measures, linking financial reporting to the performance framework provided by the logframe.

- **Financial reporting:** M4D should urgently implement reliable reporting of budgets, revised forecasts and expenditure by output, as well as input cost. These should be shown in the logframe and in quarterly reports. The multi-year programme budget should also be available in both summary and detail.
- **Cost Effectiveness:** M4D should address the lack of baselines for impacts and urgently. Since Impact and Outcome will only be assessed on programme completion, M4D needs to devise earlier means of anticipating changes in impact, as these are essential triggers for concern that VFM may be reducing.
- **Effectiveness:** M4D should confirm its VFM indicators. It should reconsider whether attaching costs to these indicators adds to their value, or whether the outcome indicators are sufficient indicators of effectiveness, as they stand.
- **Efficiency:** M4D should urgently ensure that it has at least one indicator for each output, and monitors this against the cost of the output quarterly. M4D should urgently provide a clear definition of its administration costs and how it plans to control and preferably reduce cost over the life of the programme. M4D should propose additional reporting for individual projects undertaken under BFA, and for grants.
- **Presentation of VFM:** as far as possible, VFM indicators should be integrated within the main reporting framework.
- **Implementation:** M4D should urgently design and implement a plan that prioritises and installs the urgent and essential components of its financial reporting and VFM framework. For Q4, it should focus on reporting by output, and establishing standard tabular reporting for efficiency and economy indicators.
- The role of the **Independent Evaluation Manager** in relation to VFM should be clarified.

4. Communication and Advocacy messages

The programme is concerned that their approach is not well understood by different stakeholders and that this may undermine their work as well as absorb time in re-explaining, remobilising and in some case distorting the programme. Communication and media strategies are well formed. A next step is for the programme to:

- Identify programme messages as a route to clear communication and ensure the team understands them. These advocacy messages are found in the purpose, principles and values at the heart of the programme. For example, Girls empowerment is critical to improving community development outcomes. Raw messages may not be fit for public consumption but are the basis for more strategic and effective engagement in public arenas, advocacy and public relations work.
- Given the number of other projects working with young girls, it will be important to clarify M4D's messages in collaboration with other programmes such as Girl Hub and V4C.

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Abbreviations and Acronyms

AG	Adolescent Girls
ARCS	Accountability , Responsiveness Capability Scale (Assessment Tool)
BFA	Better Fit Approach
BPSR	Bureau for Public Service Reform
CBO	Community Based Organisation
CDAS	Community Dialogue and Action Scale
CDO	Community Development Officer
CGS	Conditional Grant Scheme
DFID	Department for International Development
ESSPIN	Education Sector Support Programme in Nigeria
FMIS	Financial Management Information System
GoN	Government of Nigeria
IEM	Independent Evaluation Manager
IGA	Income Generation Activities
JONAPWD	Joint National Association of People with Disability
KEDA	Kachia Educational Development Association
KHADEV	Kamala Community Health Development Initiative
KM	Knowledge Management
KPI	Key Performance Indicators
LGA	Local Government Area
LiSCAS	Life Skills Capacity Assessment Scale
LSC	Life Skills Clubs
MEL	Monitoring and Evaluation and Learning
M4D	Mobilising for the Development
MDG	Millennium Development Goal
MIS	Management Information System
MoLG	Ministry of Local Government
MoPB	Ministry of Planning and Budget
MoWASD	Ministry of Women's Affairs and Social Development
NGO	Non Governmental Organisation
NSRP	Nigeria Stability and Reconciliation Programme
PATHS2	Partnership for Transforming Health Systems 2
PC	Peer Champions
PCSMS	Participatory Community Service Monitoring System
PDP	Peoples Democratic Party
PEA	Political Economy Analysis
PM	Policy Makers
PRRINN-MNCH	Programme for Reviving Routine Immunisation in Northern Nigeria – Mother, Newborn and Child Health
PWD	People with Disability
RINCOF	Ringim Committee of Friends
SAVI	State Accountability and Voice Initiative
SBMC	School Based Management Committees
SD	Service Deliverer/s
SHAWN	Sanitation, Hygiene and Water in Nigeria
SPARC	State Partnership for Accountability Responsiveness and Capability
SUBEB	State Universal Basic Education Board
ToRs	Terms of Reference
VfM	Value for Money
WoO	Window of Opportunity
YG	Young Girls

1 INTRODUCTION

1.1 Background

The Department for International Development's (DFID's) Mobilising for Development (M4D) programme started in 2012 and works in selected Local Government Areas (LGAs) in three states of Northern Nigeria: Jigawa, Kaduna and Kano. In 2013 the programme contract was amended and the budget increased from £16.8 to £17.5 million for a six year period to 2018.

The intended impact of M4D is to demonstrate improvements in citizens' access, use and satisfaction with improved basic services particularly for marginalised groups which will contribute to increased progress towards meeting the Millennium Development Goals (MDGs) in Nigeria (super impact). The programme's outcome is: Policy makers and service providers are more responsive and accountable to citizens' better articulated demands and entitlements, especially adolescent girls (AG) and people with disability (PWD). To help deliver these results, M4D has five outputs:

- Output 1: Communities better organized, engaged and demanding equitable service provision and development outcomes.
- Output 2: Marginalised groups, particularly girls and people with disabilities better organized, engaging and demanding services and development outcomes.
- Output 3: Increased knowledge/awareness of policy makers and service providers to design, innovate and implement appropriate and responsive approaches to selected service delivery issues.
- Output 4: Innovative and better-fit approaches to service delivery and accountability mechanisms on targeted issues identified, developed and tested

The programme is seeking new and collaborative ways for communities and local government to improve service delivery and accountability by working on identifying convergent interests. The expectation is that relationships between service providers (SP), policy makers at local level and their communities will change and become more responsive and accountable. The programme will develop the capacity of community based organisations (CBOs) including those from marginalised groups such as people with disability (PWD) and adolescent M4D will work with various stakeholders to identify, test, document, and advocate for better-fit approaches to improving service delivery and accountability. .

The 2014 Annual Review (AR) is the first AR for the programme. It was completed in February 2014 which was in effect during the 4th quarter of the first year. The review takes into account progress made from inception on 11 June 2012 through to February 2014. The review team visited all states and met with government and community stakeholders. It assessed progress as 'A, outputs met expectation'.

1.2 Approach

This 2014 AR took place in the 4th quarter of Year 1 and covers the period from inception in June 2012 to February 2014. The main objectives of the AR were as follows:

- Assess progress during the inception phase to date and validate the proposed future direction of the M4D programme. The key is to answer the following question: Has M4D evolved, interpreted and translated the original Theory of Change (TOC) in the business case into a practical, innovative implementation strategy that has the potential to achieve the intent of the business case.
- To independently assess progress against the results in the M4D logframe.

In fulfilling these two objectives, the AR Team was required to consider an additional 17 questions relating to the quality and operationalisation of programme thinking, approaches and supporting system. The 17 questions are listed in the TOR (see Annex 1) and the main areas are:

- Logframe quality, progress on baselines and indicators , appropriateness of M&E plan; and links with work plans
- Progress and quality of cross-cutting programme strategies in particular in relation to : communication , innovation; knowledge management ; social inclusion;

- Quality and appropriateness of programme partnerships with beneficiaries and relationships with government; other DFID programmes; Value for Money (VfM) in planned interventions and response to recommendation in the Christie and Barr paper.
- Risk management and response to strategic opportunities

In relation to strategic opportunities the report will refer to programme responses where it is relevant rather than as a standalone section.

The AR Team comprised the following members: Sara Methven (Team Leader); Richard Johnson and Johnson Oluwasuji. A new DFID Social Development Advisor Esther Susuyu Ali reinforced the team as part of her induction to DFID Nigeria. Prior to starting work in Abuja, the AR Team Leader provided an Approach Paper to DFID. Feedback provided by DFID and M4D were used to adjust the final agreed review approach and workplan. Fieldwork in the three states was completed between 3-7 February 2014.

The AR team received basic documents prior to arrival, and a dropbox which was populated with documents on arrival in country (see Annex A for documents consulted). This was complemented by a briefing from the DFID Governance Advisor. The M4D management team provided a detailed presentation to the team in Abuja. Meetings were held with beneficiary stakeholders: CBOs, LGAs, Traditional leaders, and adolescent girls and mentors in Life Skills Clubs (LSC) at LGA level and relevant LGA level and state government offices. Annex 2 details the list of people met.

At the end of the fieldwork, the AR Team presented its initial findings and recommendations arising from the review to DFID and the M4D management and technical team.

A DFID ARIES report was completed and this report needs to be read in conjunction with it. The ARIES report provides additional information, particularly in relation to progress to date and scorings by Output.

1.3 Acknowledgements

The AR Team is grateful for the planning and support provided by the M4D staff that allowed the field work to be as productive as possible in the short time available. We appreciate the M4D's work throughout the review to ensure the team had sufficient evidence to make judgements. The fieldtrip security manager kept the AR team safe, on time and in good spirits – a feat.

2 M4D PROGRESS TO DATE

2.1 Programme design to implementation strategy

M4D used the inception phase to translate the business case into a strategy and plan for the implementation phase. M4D is tackling the issues identified in the business case as these were analysed as relevant and with potential to add value to the wider portfolio of DFID governance projects.

The main issues identified in the business case were:

Northern Nigeria has some of the worst human development indicators in the world and social exclusion means that the worst affected are women and adolescent girls with limited access to basic services (health, education, water and sanitation). This exclusion is inter-generational as women are responsible child care but are excluded from decision making processes which will influence outcomes for their children.

Social systems mean that women and AGs do not participate in the public spaces where decisions are made. In this context it is necessary to work with these groups directly and explicitly to raise awareness of entitlements and build their confidence to make their claims and integrate them across the programme

Services are not delivered effectively: There are several reasons for this: the channeling of funds from Federal account through the State budget means that funds are often retained by State for joint projects. Funds that are received at LGA are not properly monitored or reported therefore it is difficult for citizens to know what resources are meant to be spent and how they are spent. Funding to LGAs for MDG spending was assessed as less than 1/3 of what was required by Nigeria's MDG office.

In addition to the lack of a sense of responsibility to account to citizens, lines of accountability for service provision are blurred as locally there are many different service providers: faith based and private service provision which make it challenging to establish responsibility and regulate.

The programme's focus on governance at community level and changing the way citizens interact with the local decision makers (policy and service provision) complements the DFID Nigeria programme portfolio which on the whole focuses on state level policy and service provision improvements. M4D is a testing ground for reaching marginalised people directly and changing how they make their needs known. It is of course ambitious as it is in essence project to change behaviours, processes and systems working across systems, public, private, traditional, formal and informal while seeking ways to change the rules of the game. This will not be achieved through changing one set of actors alone and, as befits a programme which is challenging the status quo, it is testing and practicing new ways of working with innovation, experimentation, and adaptive iteration at its core.

The programme hopes and anticipates that their work on proving things can be done differently and achieve results will be copied or adapted by other actors. As yet it is very early days; the programme is establishing relationships with a wide range of actors in the hope that they will be part of the spread. In programme parlance the aim is to reach a "tipping point": generating enough interest to ensure ideas are carried forward and that demand is sustained. In this first year the programme has invested in setting up in the first set of target communities.

This is a challenging programme which aims to reach a high number of people as well as experiment with new ways of working. The programme acknowledges it will constantly have to reflect and refine its own ways of working rather than simply 'rolling out' the tested modalities. The current strategy shows how the programme will work. Critically the programme has to address through whom and how will the successful models be spread. As the programme implementation progresses it will be important to keep an open mind about how, what and who can spread success – a mixture of local state and federal governments and private sector are currently envisaged, In all of this the potential for further locally driven spread should be prioritised.

2.2 Quality and Relevance of the Analysis

The analysis evident in the TOC, programme research and implementation strategy provides a framework for a context specific strategy. The initial Political Economy Analysis is regularly updated (both in how it generates information and scans the environment as well as cross-references other DFID programmes, and there is evidence of ongoing strategic analysis and identifying emerging windows of opportunity (WoOs).

The programme is influenced by current research on improving outcomes through collaborative governance¹ working with the demand and supply side. Approaches which include Problem Driven Iterative Adaptations (PDIA)² underpin the programme in particular in the emphasis on innovation and Better Fit Approach (BFA) work. PDIA is based on an argument that it is important for government departments to be able to make decisions, using their own contextual opportunities and constraints to find a better fit, rather than a slavish adoption of best practice.

The starting point for this approach with local government departments is challenging. LGAs are required to work with standards and regulation set from above, but are often making choices and behind the scenes, they already do things differently. Shifting this make-do approach to a more systematic problem driven iterative adaptation (PDIA) to arrive at a better fit, requires a nuanced understanding in the LGAs that this is not business as usual and actually encourages them to do things differently. The programme will have to work with the grain of how things are already managed as well as push against a bureaucratic desire to find one best way and roll it out. Some of the LGAs do not show a clear understanding of what is the difference between M4D, Conditional Grant Schemes (CGS) and other projects where they were encouraged to annually consult with communities for planning. This will take time and need regular reinforcement with simple programme messages.

As the programme becomes more confident in its own use of non-blueprint, PDIA-type approaches, it may want to consider introducing these ideas to some local government departments in particular those where the programme is promoting better fit approaches e.g. integrated planning. The logic would be that the local government partners are actively engaged in adaptive processes. The programme needs to build up its own expertise in the use of PDIA and the BFAs are a good starting point. Over time more staff should be able to use a PDIA approach across the range of project interventions.

Specific programme research³ during inception forms the basis of the strategy for adolescent girls and Life Skills Clubs (LSC). The concept and practice of safe spaces has been applied by the Population Council in and the concept of Girls Clubs has been implemented by Action Aid in Northern Nigeria. The strategy developed is an adaptation of the 'safe space' approach. This reinforces the need for the programme to ensure they record and track how the method is applied and results achieved in LSC.

Programme achievements are therefore as reliant on the success from innovations in the area of government / civil society / citizen relationships and empowerment of marginalised groups. The review team considers that these areas are worthy of dedicated action research to ensure that the learning is not purely reliant on lesson learning by staff which is at risk of being de-prioritized in regular activities and reporting.

The programme has implementing partners with strengths in project based research. The programme ToC that local empowerment and change, leading to potential lift-off through spreading and copying, requires greater understanding and should be managed as independent research. Staff and other partners will be key informants but will not be expected to deliver the research. M4D should start with clarifying areas where new understanding and knowledge underpin desired changes. This can form the basis for research and eventually dissemination.

2.3 Progress from Inception to the AR

The Inception period ran from June 2012 to March 2013. The first quarter report of the implementation phase (April-June 2013) indicates some inception work still being in progress. The main challenges appear to have been:

- Insecurity slowed down access to the field (LGAs and Wards);
- start times for staff following recruitment;
- performance of some staff during induction required further rounds of recruitment.

New senior staff joined the team as recently as December 2013 and there is an expectation that the team is now ready to perform.

There are two significant changes in the operating environment have influenced the evolution of the programme since its original design.

¹ Research on governance and improving service delivery in the *Africa Power and Politics Programme* (APPP)

² Andrews M, Pritchett L, and Woolcock, M (2012): *Escaping Capability Traps Through Problem-Driven Iterative Adaptation* (PDIA), Working Paper 299, Centre for Global Development.

³ Ayesha Imam (May 2013) *Strategy and Implementation Plan to Empower Adolescent Girls To Become Better Organised, Engaged and to Demand Equitable Service Provision and Development Outcomes, in Mobilising for Development Programme*

1. The change in relation to the MDGs. The programme bridges the end of MDGs (2015) and transition into the post MDG scenarios. The Programme has already taken advantage of strategic opportunities in the post MDG debates which include an increased focus on inclusion and in particular PWD whose needs were not differentiated in the MDGs.
2. At the outset of the programme, additional funding for LGAs via the Conditional Grants Scheme and managed by the Office of the Senior Special Assistant to the President on MDGs (known as the MDG office) was expected to provide an entry point for improving accountability. The expectation was that these funds would be provided to LGAs based on local plans developed with government and traditional leadership. During the course of inception it became apparent that these funds would be used for one off grants to LGAs rather than conditional on performance. M4D is maintaining a link to the CGS but sees it as less significant and useful entry point for accountability. The M4D grant mechanism will aim to incentivize and improve accountability.

The inception period included *inter alia*:

- Commissioned research on girls in northern Nigeria to inform the programme approach.
- Specialist support on the capacity development approach and assessment tools.
- Various project implementation strategies and frameworks for implementation (VFM, M&E Learning).
- Relationship building with State governments and selection of LGAs.
- Field assessments of LGAs to identify interest and ward.
- Interest from the then Governor of Kaduna in the programme meant the programme agreed to start in 3 rather than 2 states.
- Time was invested in clarifying how innovation would be included in the programme and development of thinking for Better Fit.
- Developing plans to achieve population coverage and a roll out plan in line with the business case targets.
- Constructive dialogue with DFID on approach, logframe, etc.
- Innovation conceptualised in Better Fit approach with a slightly delayed approval and contract amendment signed in December 2013.

Remaining inception work was completed in the first quarter including:

- Finalisation of the PWD strategy
- Finalization of approach papers on 'Innovation' and 'New Technologies'
- Development of programme's Management Information (MIS) and Financial MIS systems
- Development of M&E manual and associated staff training.
- The launch of a significant number of communications products – the M4D video, the web site and M4D's social media feeds through Facebook, Twitter, YouTube and LinkedIn.

As befits an innovator and learning oriented programme, it is not feasible to say definitively that all the *nuts and bolts* are in place. It is important for the programme to be reflective about how the approaches and frameworks are delivering and remain open-minded on the need to introduce changes⁴. The progress reported on below, indicates the M4D was able to move quickly post-inception and has made significant progress in a relatively short period of implementation.

2.4 Summary of progress assessed in AR

This first Annual Review scores progress and the achievement in delivering the expected 2014 milestones as an 'A, outputs met expectation'. The results for each Output are as follows:

- Output 1: Communities better organised, engaged and demanding equitable service provision and development outcomes – **A (output met expectation)**.
- Output 2: Marginalised groups, particularly girls and PWD, better organised, engaged and demanding equitable service provision and development outcomes – **A+ (moderately exceeded expectation)**.
- Output 3: Improved capability of policy makers (PM) and service providers (SP) to design innovative and implement appropriate and responsive approaches to selected service delivery issues – **A++ (outputs substantially exceeded expectation)**.

⁴ There can be no 'correct theory' for structuring everything we do." Gareth Morgan

- Output 4: Innovative and ‘better-fit’ approaches to service delivery and accountability developed – **B (moderately did not meet expectation)**.
- Output 5: Scalable models and approaches promoted and shared – **B (moderately did not meet expectation)**.

The detailed analysis supporting these scores and full recommendations in relation to milestones and indicators are presented in the ARIES report⁵.

This review took place during the 4th Quarter of the implementation year and used evidence available up to 7 February 2014 as the basis of decisions. The output milestones based on quantity of engagement (outputs 1-3) were largely met and in some cases overachieved.

.In relation to Output 1 the numbers of CBOs with whom the programme works is higher than expected. Given the relatively short time that the project has worked with the CBOs it was unrealistic to re-assess using the CDA scale as prescribed by the logframe. M4D provided evidence that CBOs perceive themselves as doing better. The review team is team is concerned about the quality of data for this indicator. While M4D scores itself as over achieving on this indicator, given the limitations of the evidence and questionable attribution the team feels this indicator was at best, just met. The team would like to emphasize the need for M4D to ensure robust measurement of this indicator in the future.

It is considered to be early days in a 6 year programme to expect achievements in outputs 4 and 5, as these are dependent on innovations being tested and documented (4) ready for scale-up or spread by others (5). The first year has been spent developing the process for selecting and testing BFAs, most of which are still at an embryonic stage. As M4D has learnt what is involved in a full testing process, revisiting the milestones set for 2015 (12 for service delivery and 4 for accountability) to assess feasibility is recommended. The over-achievement of quantity in the numbers of CBOs and LSC and PWD groups shows that the programme worked hard to catch up, following the slight delay in completing inception. The inclusion of Kaduna earlier than anticipated indicates M4D’s willingness to respond to interest from the state government. The AR team recognises these efforts with a caveat. In this first year of implementation project approaches are still being developed and tested. The programme approach is to iterative adaptation with the need for results. In the case of LSC, twice as many groups have been mobilised and are in a start up phase during which t training materials and group methods are being tested.

Lessons from the SAVI programme indicate that following five years of implementation in five states, spreading the approach in new states has in most cases been significantly easier. While this is not suggesting that M4D waits for 5 years, it gives emphasis on the need to have tried and tested methodologies before spreading too wide. Learning from the initial set of CBOs and LSC and LGAs will be useful in providing a basis for adaptation as the programme spreads. Visible and articulated success will also provide a shop-window for M4D and encourage interest in other communities. .

The programme has adopted a pro-active approach to generating support for innovation take up and has done well to communicate new ideas to potential decision makers in state and LGA governments. The review did not consider that the programme was communicating scaleable models but rather raising awareness of potential future scaleable models. Likewise the programme tended to report on-going testing under the BFAs rather than ones that have been fully tested.

The second year should focus on completing definitions and guidance for staff in relation to the assessment of quality in outputs and indicators (well-articulated demands; scaleable approach; tested BFAs). In the absence of definitions and guidance, evidence being used to report progress is potentially unreliable. The AR team considers that a scaleable model must be proven in the programme context and be shown to make a difference. Likewise in relation to BFAs, it is the view of the AR that a tested model should include elements of cost/benefit as well as costs of implementation. Thus events to promote awareness of the LSCs, while useful to promote interest are not understood to be promoting a scaleable model.

2.5 M4D approach to progress monitoring and reporting

The programme produces detailed reports on a quarterly basis, with annexes attached. In the latest report the programme has adopted the traffic light approach known as RAG⁶ (Red, Green and Amber) for monitoring progress on quarterly milestones. The data to develop the quarterly report is provided by the 3 states. The RAG rating forms

⁵ In Section A, pages 3-10

⁶ This is used in other DFID programmes SPARC and SAVI.

the basis of quarterly progress reports and should enable a management response if off track. The RAG rating does not show the difference between progress in the three states, although the data is available. This would be useful and interesting. The 3rd quarter report is provides specific reports against milestones and indicators more clearly.

Examples of achievements in different states are provided as numbers but there is limited analysis of progress state by state. This would be helpful for cross-state learning and management of internal support. M4D's reporting format is evolving and as the programme advances it is anticipated that they will be able to report more on outputs and the results of different engagements. The need for all staff to share understanding of the terminology used in the logframe is discussed below. Management should monitor the understanding of M&E amongst staff and aim to include appropriate M&E responsibilities, reflective practice in their job descriptions and internal meetings. This is to ensure all staff are thinking about refining their work on the basis of local experience.

3 VALUE FOR MONEY

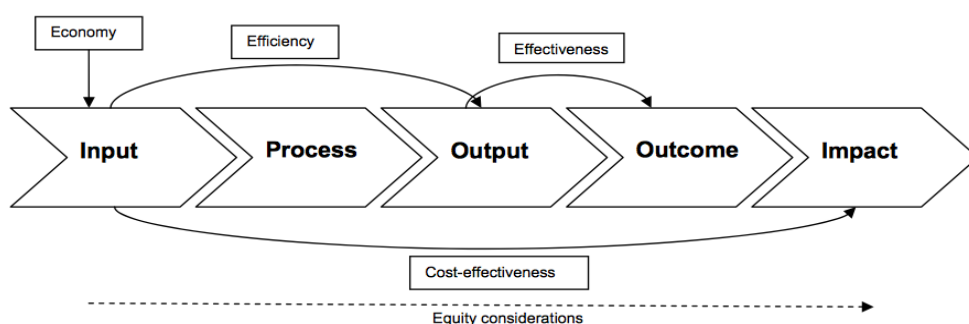
3.1 Introduction - the 3Es framework

This assessment of the Value for Money (VFM) provided by M4D is based on DFID's "3Es" framework:

- Economy – measures the cost of inputs
- Efficiency - measures the use of inputs to achieve outputs
- Effectiveness - measures the transformation of outputs to achieve outcomes.

The DFID framework includes a fourth E, equity, shown in the bottom of DFID's diagram below, which is relevant to all these elements. Equity is a measure of fairness regarding the distribution of benefits. For example, Gender is an equity issue.

DFID's *Approach to Value for Money* (2011) shows the strong relationship between VFM, the TOC and the logical framework:



The ToR requires the review to identify headline indicators and “triggers” which would alert DFID that the programme is becoming poor value for money. The most powerful indicators of VFM relate to overall cost effectiveness, because these indicate whether or not the programme is providing VFM for the total investment of £17.7m. The review therefore starts with cost effectiveness and then drills down into the three Es and equity.

3.2 M4D's approach to Value for Money

M4D's approach to assessing VFM (October 2012) was summarised in a comparative study with other DFID-funded Nigerian programmes, co-authored by M4D's director for monitoring and evaluation⁷. The report made recommendations including

- aligning effectiveness indicators to outputs
- increasing the number of economy indicators
- Providing process indicators to ensure that VFM measures are in place.

March 2013: The Inception Report offered limited progress on VFM, which was to be updated at the start of the implementation phase. DFID's minute on the Inception Report notes the need for the VFM framework to be strengthened as part of the M&E framework, and requests budgets to be provided for each output.

July 2013: M4D subsequently revised its indicators in line with Christie and Barr's recommendations, and included them in a VFM Strategy, annexed to its Q1 report. This increased the number of economy indicators, and aligned some indicators to both Output and Impact indicators. It also provided process indicators. It did not, however, provide an implementation plan.

⁷Better Assessing VFM in DFID Nigeria Governance and Conflict Programming, A Christie and J Barr, October 2012

January 2014: M4D regards its draft Q3 report as its most systematic report of VFM, as it draws on the list of indicators stated in its VFM Strategy. M4D acknowledges, however, that its implementation of the VFM strategy remains incomplete.

Financial Overview of M4D

The M4D programme budget was originally for £17.0m.

In January 2014, it was revised to £17.7m, as shown in Annex 5 and summarised below.

Revised M4D Programme Budget, 2012 - 2018

	£000	
<u>Fees</u>		
Long term inputs	8,103	46%
Short term inputs	1,971	11%
<u>Expenses</u>		
Total Travel	371	2%
Total Living	1,238	7%
Total Equipment	1,298	7%
<i>Total Other</i>	<i>4,483</i>	<i>25%</i>
Crown Agents	286	2%
Total Programme	17,750	100%

“Total Other” includes budgets for Grants, other Program Activities and Independent Evaluation Manager (IEM). Revised amounts are unconfirmed. The original budgets are summarised below.

“Other” Costs – original budget

	£000
<i>Grants</i>	<i>1,800</i>
<i>Other Program Activities</i>	<i>2,325</i>
<i>IEM</i>	<i>718</i>
<i>Programme Delivery Costs</i>	<i>13</i>
<i>Total “Other”</i>	<i>4,859</i>

66% of the revised budget relates to fees, travel and living expenses of personnel. The principal cost driver is therefore human resources. This could be divided according to its use – directly delivering outputs, development or administration for instance. Other major cost components include program activities, of which grants and capacity development are the largest parts. The Independent Evaluation Manager cost is around 4% of the total.

All but Crown Agents expenditure on capital items has been contracted by DFID to GRM International. GRM’s subcontractors include consortium members and the Independent Evaluation Manager. GRM reports that it maintains a dialogue about VFM with consortium members.

During the review no annual breakdown of the 5 year original or revised budget was immediately available. Nor was a breakdown by output.

Financial reporting by M4D

Measuring VFM depends on understanding the planned and actual cost of the programme as a whole, analysed according to outputs (for efficiency) and to inputs (for economy).

There needs to be a clear understanding of expenditure

- over the life of the programme
- of the current financial/budget year
- of the year to date.

M4D's financial reporting is scant, despite the considerable strength of its financial reporting system. Neither the logframe nor quarterly reports provide the financial information required.

The present logframe does not show either total programme cost (normally shown under Outcome), nor the input cost of each Output. This is unusual, because these costs are the foundation of the VFM framework. Similarly, the quarterly report does not show cost by output, or total programme, annual or multi-year budgets. It does show basic input costs, but does not provide clear budgets to compare these with.

M4D has the capacity to improve reporting. Its FMIS appears well specified, but only shows part of the picture: at present this appears to capture only GRM "expenses" (£7.4 million), but not fees, IEM or CA expenditure. In order to understand the value for money to the UK taxpayer, M4D needs to report on all these costs.

3.3 M4D's Progress with assessing VFM

This section of the report draws on three key documents to assess M4D's progress in designing and implementing VFM Indicators:

- M4D Logical Framework⁸
- M4D VFM Strategy
- Quarterly Report Q3 2013-14

The Logframe and the VFM Strategy offer a large number of overlapping indicators. This review links logframe and VFM indicators as shown below, following the logic of the DFID approach to VFM, in order to identify the suitability of the VFM indicators for the programme as a whole.⁹

Linked Groups of Indicators

Logframe Groups of Indicators	VFM Groups of Indicators
Impact	<i>Cost-effectiveness</i>
Outcomes	<i>Effectiveness</i>
Outputs	<i>Efficiency</i>
Inputs	<i>Economy</i>

Cost effectiveness and Impact Indicators

M4D has not yet reported on cost effectiveness. This is partly because it is early in the programme, but also because there is, as yet, no clear baseline for impact, nor any intermediate indicator before the programme end. The change in budget value of the contract, however, does affect cost effectiveness and VFM.

Business Case assessment

The Business Case proposed that the programme would deliver a 20.6% return within 4 years of its completion. Assuming a budget of £17.0m, this values the benefit at approximately £20.5m. The benefit is to be achieved by small economic gains from improvements in the use of local government services to the target population of 1.8

⁸M4D Logical Framework Version 15 Final, dated 13 August 2013

⁹M4D's VFM Strategy includes a number of process Indicators that describe the process of reporting another VFM indicator introduced elsewhere. These indicators are not included in this section.

million. These in turn depend on successful interventions by M4D within communities of 650,000 people, and particularly with AG and PWD.

Changes in either the benefit or the input cost of the programme affect cost effectiveness. If the expected benefit drops below the expected cost, the programme becomes poor value for money.

Measuring changes in benefit

Changes in benefit would result from a change in either the total population, or in the composition of that population (e.g. the number of AGs and PWDs reached), or in the expected gains for this population. Changes affecting equity therefore change cost effectiveness. In practice, the benefit or impact of M4D, as of any governance programme, is hard to value either in prospect or retrospect. There is no simple monetary or other measure of the full impact of the programme. The logframe offers the following.

Possible Indicators of Cost Effectiveness

Indicator Reference	Source	Summary of Indicator	Frequency
Super-Impact ind.	Logframe	Improvements in citizen's livelihoods	2014 Baseline 2018 Final
Impact ind. 1	Logframe	People with access to basic services	2014 Baseline 2018 Final
Impact ind. 2	Logframe	People using basic services	2014 Baseline 2018 Final
Impact ind. 3	Logframe	People satisfied with basic services	2014 Baseline 2018 Final

The Logframe proposes to measure Super-Impact using

- Annual MDG reports
- A Satisfaction Report and to measure Impact by numbers
 - with access to
 - using
 - satisfied with basic services

as measured by IEM surveys and other tools.

All indicators include relevant tests of Equity.

Although none of these indicators provides a direct monetary value, this is not a problem, because assessors can quantify a change relative to the Business Case evaluation. For example, if the total number of people using, accessing or satisfied with services were to be 15% lower than planned, that might suggest a 15% drop in the benefit of the programme's impact from £20.5 m to around £17.4 m, four years after completion— although this would need to be triangulated with other data.

A greater difficulty with all these indicators is that they are only assessed on programme completion in 2018. Effective trigger points are needed sooner to prevent spending money on a programme that offers poor VFM. M4D's VFM Strategy does not propose any of these as part of the VFM framework.

The absence of clear baselines and intermediate measures of impact is a concern. The difficulty of estimating impact during the programme should not prevent M4D or reviewers from asking these questions. Both need to look critically for material changes in the programme's expected impact, and consider how these will affect its value. This is properly a matter for annual reviews.

Measuring changes in cost

Changes in cost are more easily measured than changes in benefit. In January 2014, the contract value was increased by £0.7m to 17.7 million. Unless the valuation of the benefit has been revised upward too, this will reduce the expected return on investment from 20.6% to approximately 16%¹⁰. However, if the value of benefit has been revised upwards, this would compensate for the additional cost.

Cost effectiveness trigger points

Any indication that benefit will be lower than expected should be a trigger for *concern*. If it becomes likely that total programme impact will be 15% lower than originally planned, the programme may well no longer be good VFM at the current cost of £17.7m. This would be a trigger for *action*. The economic appraisal in the Business Case should be revisited to see if it still valid. If the programme still seems to be poor value for money, DFID and M4D would need to devise a strategy to improve VFM, whether by programme revision or even closure.

While poor performance indicators should trigger *concern*, no single indicator should be used slavishly to trigger *action*. M4D and its reviewers need to look at all evidence critically and carefully in the light of their TOC and their understanding of changing realities on the ground.

Effectiveness and Outcome Indicators

M4D has defined effectiveness indicators, but has not yet reported on effectiveness, because it is early in the programme.

Measuring effectiveness

The three outcome measures in the logframe are a starting point for measuring programme effectiveness. The VFM strategy offers indicators that reflect Outcome Indicators 1 and 3, but not Outcome Indicator 2.

Possible Indicators of Effectiveness

Indicator Reference	Source	Indicator	Frequency
Outcome ind. 1:	Logframe	No. of CBOs, with specific reference to Girls and PWDs, in M4D LGAs stating they have more influence on policy makers and service providers	Annual from 2015
Outcome ind. 2	Logframe	No. of targeted service providers and policy making organisations progressing along a responsiveness and accountability scale	Annual from 2015
Outcome ind. 3	Logframe	No. of citizens' articulated demands incorporated in to planning and delivery of basic services	Annual from 2015
VFM Effectiveness ind. 7	VFM Strategy	Cost per CBO who state that they will have more influence (derived from Outcome indicator 1)	Not stated
VFM Effectiveness ind. 8	VFM Strategy	Cost per articulated demand which has been incorporated into planning and delivery of basic services (derived from Outcome indicator 3)	Not stated

Attribution of Cost to Outcomes

The VFM strategy proposes to use costed effectiveness indicators, but does not explain how these costs will be derived. In an integrated programme, the achievement of the programme outcome depends on all the outputs. Thus, the only relevant cost for any outcome is the total cost of the programme. Providing a cost for effectiveness

¹⁰ The revised return on investment is calculated as follows:
 (original cost)/ (revised cost) X (100% + Return %) - 100%.
 Therefore 17.0m / 17.7m X 120.6% - 100% ≈ 16%

indicators is not essential as there is already a measure of cost effectiveness. It may not therefore be useful to attribute costs to outcomes.

Efficiency and Output Indicators

The logframe offers 15 output indicators. Of these, four are used as a basis for VFM indicators, along with two further cross-cutting VFM indicators.

Three reports on efficiency are made in the Quarter 3 report.

Possible Indicators of Efficiency

Indicator Reference	Source	Indicator	Frequency
Output ind. 1	Logframe	1.1 Progression of CBOs along a community organisation scale 1.2 Progression of CBOs along a community engagement scale 1.3 No of demands...	Annual
Output ind. 2	Logframe	2.1 Establishment of Life Skills Clubs 2.2 No of marginalised groups' CBOs progressing... 2.3 No of demands made...	Annual
Output Ind. 3	Logframe	3.1 No of individuals (from service providers and policy making bodies) whose awareness knowledge has increased 3.2 Targeted service providers who revise or develop action plans... 3.3 No of service requests registered...	Annual
Output Ind. 4	Logframe	4.1 No of service delivery approaches/mechanisms tested 4.2 No of accountability approaches/mechanisms tested 4.3 No of successful better-fit approaches/mechanisms documented...	Annual
Output Ind. 5	Logframe	5.1 No of people ... that take part in learning events 5.2 No of scalable & spreadable approaches 5.3 Quantity and quality of media coverage	Annual
VFM Efficiency ind. 4	VFM Strategy	<i>Cost per adolescent girls' safe space established (output 2.1)</i>	<i>Not stated</i>
VFM Efficiency ind. 5	VFM Strategy	<i>Cost per excluded group reaching "capacity to demand" stage (output 2.2)</i>	<i>Not stated</i>
VFM Efficiency ind. 7	VFM Strategy	<i>Cost per service delivery approach tested (output 4.1)</i>	<i>Not stated</i>
VFM Efficiency ind. 8	VFM Strategy	<i>Cost per accountability mechanism tested (Output 4.2)</i>	<i>Not stated</i>
VFM Efficiency ind. 2	VFM Strategy	<i>CBO's LG Office contributions in kind against M4D TA support cost</i>	<i>Not stated</i>
VFM Efficiency	VFM	<i>Administration to programme expenditure ratio</i>	<i>Not stated</i>

Indicator Reference	Source	Indicator	Frequency
<i>ind. 3</i>	<i>Strategy</i>		
<i>VFM Efficiency ind. 6</i>	<i>VFM Strategy</i>	<i>Cost per community decision making fora and groups where adolescent girls' views are represented and discussed in each target state</i>	<i>Not stated</i>
<i>VFM Efficiency ind. 9</i>	<i>VFM Strategy</i>	<i>Sharing collaborative approaches and resources with other DFID Programmes where possible</i>	<i>Not stated</i>

M4D acknowledges that its VFM indicators are under development. However, the present focus on 4 indicators for just two of the five outputs is unbalanced. Multiple indicators for each output may create complexity in accounting and reporting. It may be preferable to focus on a single output indicator for each.

Pending the completion of output indicators, a simple report of budget, expenditure and variance for each output would provide an important trigger for action. The Financial Management Information System (FMIS) can, theoretically, report expenditure against sub-outputs (1.1, 1.2 etc.). However, attribution of expenditure at this level may be unreliable in practice.

Output 4, relating to BFAs, poses particular risks, because of the expectation of a high risk of failure, or at least projects failing to progress to successful approaches. The cost per successful approach (Output 3) may be more relevant than the cost per tested approach. Given the large individual amounts involved, a standard quarterly report may also be required showing expenditure and progress on each BFA.

An indicator of Administration is an essential dimension for the framework. The proposed Administration to Programme Expenditure ratio, (VFM efficiency indicator 3) requires a clear definition of such costs at all sites, including partners' head offices, and a clear budget for these. Because of the wide disparity in the measurement of administration between firm and between programmes on what is classified a programme expenditure and management/ administration the basis for international or inter-company comparisons is not strong. Data from another DFID-funded state programmes, showed a very low administrative cost, but no definition of it.

VFM efficiency indicator 9 for sharing collaborative approaches and resources is welcome, but may be too specific and detailed to be useful. Circumstances can prevent sharing – e.g. security factors may reduce opportunities for co-location – and valuing these efficiencies may be difficult too. In practice, it may be more useful to focus on reducing the total cost of administration over the life of the programme, for which a properly defined indicator 3 (Administration to Programme Expenditure ratio) would be sufficient.

The VFM Strategy proposes two further new VFM efficiency targets: indicator 2 for contributions in kind by CBO and LG offices, and indicator 6 for cost per community decision making for certain fora and groups. These may be relevant but are a lower priority than a clear view of the cost of logframe outputs and the cost of administration.

A final area for consideration would be the efficient utilisation of TA. Although TA is examined under economy, the high cost of TA makes it important to consider the efficiency with which TA inputs are transformed into outputs.

Efficiency Reports to date

M4D's Q3 reports show savings in cost per trained CBO (N81, 394.65 per CBO) and cost per mentor (N60, 997.92 per mentor). Such detailed numbers are only useful in the context of an established VFM indicator and a total output cost. The Q3 report also provides graphs of expenditure by function. These would be more useful as a simple expenditure table showing budget, expenditure and variance.

Economy and Input Indicators

M4D has made a start in reporting its seven VFM economy indicators.

Indicator Reference	Source	Indicator	Frequency
<i>Economy ind. 1</i>	<i>VFM Strategy</i>	<i>Competitive procurement as per DFID strategies</i>	<i>Not stated</i>

Indicator Reference	Source	Indicator	Frequency
<i>Economy ind. 2</i>	<i>VFM Strategy</i>	<i>Use of Crown Agents for major procurements</i>	<i>Not stated</i>
<i>Economy ind. 3</i>	<i>VFM Strategy</i>	<i>Preferred suppliers list for hotels and maintenance – prices comparison</i>	<i>Quarterly</i>
<i>Economy ind. 4</i>	<i>VFM Strategy</i>	<i>TA international person days against TA national person days</i>	<i>Not stated</i>
<i>Economy ind. 5</i>	<i>VFM Strategy</i>	<i>Cost of international against national STTA</i>	<i>Not stated</i>
<i>Economy ind. 6</i>	<i>VFM Strategy</i>	<i>GRM benchmarked M4D fees against SAVI and V4C</i>	<i>Annually</i>
<i>Economy ind. 7</i>	<i>VFM Strategy</i>	<i>Key costs tracked monthly against budget by budget head</i>	<i>Monthly</i>

Economy indicator 7, Key costs tracked monthly against budget, should be at the heart of the quarterly Economy report. Currently it is relegated to Section 2 of the quarterly report.

In Q3, it shows an under spend of £164,000 for the quarter compared with forecast. This indicates that M4D is, understandably, still at an early stage in executing planned levels of activity and needs to focus on overall control of activities and costs. Tracking costs against budget provides the context for other economies. The other economy indicators will help to build economy into the culture of M4D, if they are built into regular reports, but they are less useful as isolated examples. The other proposed economy indicators focus on appropriate areas, particularly the use of TA. While the GRM fee benchmark is of interest, a comparison beyond GRM would be better.

Four economy reports are provided in M4D's Q3 report:

- completion of various policies for travel and allowances
- cost-sharing savings of around £10,000
- flight savings of £2,000
- international person days against TA national person days (without any benchmark)
- Two further relevant components are flights (on which M4D has already reported progress); and the cost of the IEM, which appears to be around 4% of total cost.

3.4 Conclusions and Recommendations about VFM

Cost benefit assessment

Based on the economic appraisal reported in the Business Case, M4D still represents good value for money. The increase in the total budget from £17.0m to £17.7m (including Crown Agents) reduces the rate of return on UK taxpayers' investment from 20.6% to approximately 16%. Further increases in cost or any reductions in expected benefits would reduce the value for money significantly. The economic appraisal comprises monetary and non-monetary benefits. No additional benefits have been indicated at this stage of the programme that would fall outside those envisaged in the economic appraisal.

Any indication that the economic benefit will be lower than expected should be a trigger for concern. If it becomes likely that total programme impact will be 15% lower than originally planned, the programme may no longer be good VFM at the current cost of £17.7m.

M4D should review the value of expected benefits as part of each annual review. Changes in the number or value of benefits to Adolescent Girls and other disadvantaged populations may have a high impact on the value of the programme.

M4D should use VFM measures, alongside its growing experience on the ground, to improve its cost effectiveness and impact. Grant mechanisms, BFAs and perhaps other mechanisms provide opportunities for innovation.

Financial reporting

M4D should urgently implement reliable reporting of budgets, revised forecasts and expenditure by output, as well as input cost. These should be reflected in the logframe and in quarterly reports. The multi-year programme budget should also be available in both summary and detail. All budgets used for VFM purposes should reflect the full cost to DFID of the M4D programme.

VFM framework

Cost Effectiveness

M4D should address the lack of baselines for impacts and outcomes urgently. Because Impact will only be assessed on programme completion, M4D needs to devise earlier means of anticipating changes in impact, as these are essential triggers for concern that value for money may be reducing. Changes in the numbers of beneficiaries, particularly among Girls and PWDs, or changes in the value of benefits to them are likely to have a high impact on value for money.

Effectiveness

M4D should confirm its VFM indicators. It should reconsider whether attaching costs to these indicators adds to their value, or whether the outcome indicators are sufficient indicators of effectiveness as they stand.

Efficiency

M4D should urgently ensure that it has at least one indicator for each output, and monitors this against the cost the output quarterly.

M4D should urgently provide a clear definition of its administration costs and how it plans to control and preferably reduce cost over the life of the programme.

M4D should propose additional reporting for individual projects undertaken under BFA, and for grants.

Economy

M4D is developing an appropriate range of economy processes and indicators.

The quarterly report of input costs against budget should be the basis of VFM reporting on economy.

Presentation of VFM

As far as possible, VFM indicators should be integrated within the main reporting framework. For instance, output costs and costs per output could be presented alongside outcome and output indicators. The quarterly report should use a standard layout for VFM indicators, rather than extended narrative on occasional items.

Trends and Benchmarks

No VFM trends have been identified at this early stage of implementation. Baselines and clear reporting cycles for its VFM indicators are required before these can be provided.

Implementation

M4D should urgently design and implement a plan that prioritises and installs the urgent and essential components of its financial reporting and VFM framework. For Q4, it should focus on reporting by output, and establishing standard tabular reporting for efficiency and economy indicators. The IEM has not yet taken a clear role in relation to Value for Money, even though it is an integral component of any evaluation. The integration of VFM into the evaluation framework needs to be clarified.

4 IMPLEMENTATION STRATEGIES *(additional TOR questions)*

The TOR for the AR included 17 additional questions to be considered. These are presented here in three sections: 4. Project Framework; M4D approaches; M4D relationships. The review team has examined these areas and for some offers specific recommendations. A general finding and recommendation is that M4D has made good progress taking the ideas from the business case, inception period into strategies for delivery. The next year requires investment in ensuring strategies are understood and implemented by state teams and staff at all levels.

4.1 TOC and Logframe alignment

There are a few versions of the TOC¹¹ in circulation and several other diagrams on how the programme expects change to happen. The commonly used TOC is a simplified version of the one in the Inception report and the logframe very closely resembles this. Causality in the TOC is explained simply and perhaps doesn't give enough emphasis to the changes that need to happen between outputs and outcomes: for example: "belief is created in the possibilities of change to the status quo by surfacing barriers and co-creating solutions within the constraints of context and resources". This is to a great extent the essence of the programme, although there are many assumptions beneath this that are not included in the logframe.

Additional diagrams and narrative on M4D's theory of change reflect changes required and emphasises the experimental nature of the programme and the non-linear nature of the expected change. The challenge for M4D is to embed experimentation and experiential learning while also delivering results.

The TOC and logframe are relatively clear about what the programme expects to deliver; the view below the surface is more complicated and is explained in strategies and project principles and values. These key principles are listed in the text box opposite:

The TOC assumes multiple pathways to change, and given the experimental nature, this implies multiple routes to success and failure. Methodologies and inputs required to achieve changes are critical to understanding the pathways to change. Thus it is important for the programme to keep track of these and the adaptive iterations made. Currently this is more explicitly included in the innovations in Output 4 and less visible in the approaches in outputs 1, 2 and 3 which are understood by the review team as being equally innovative.

4.2 The M4D Logframe

4.2.1 Baselines

The development of baselines at outcome level and above is incomplete. The TOR and contract with the IEM has been delayed. The programme uses target population data from the business case and aims to "reach" the direct beneficiaries through their selection of wards and LGAs by population size. This assumes geographic, population size will be reached by local government services and the CBOs working in those areas. All the impact indicators focus on numbers of people being reached and as yet the programme does not have a clear nor realistic starting point for this. The impact baselines and more accurate presentation of target population numbers and actual programme reach require urgent attention in year 2.

The question of who the programme actually reaches is examined below in section 4.2.2. Here it is sufficient to say that the programme should reflect on two related issues:

- The population targeting logic must take into account members of the population who are excluded through poverty, gender and age.
- This in turn requires a reflection on the logic and assumptions in Output 1: Communities are more organised as a result of better organised CBOs.

4.2.2 Clarity of outputs and indicators

The inclusion of population target figures based on estimates of actual population leaves M4D at risk of exposure if it turns out that the CBOs/LGA coverage is not the total population. Outputs and indicators should be in the management control of the programme and yet in this case the programme is relying on "coverage" by CBOs and LGAs. It is also as stated above assuming that this is 100% of the population which given issues of exclusion appears to be unlikely. M4D has made invested in trying to show the potential target population reach but the reality is that achieving this is not directly within control of the project management. It is felt that this population

M4D working principles

- ✓ *Testing new ways of working*
- ✓ *Working with both supply and demand*
- ✓ *Processes for linking demand to decision makers in local government Shifting ideas of decision makers – on how to engage with communities*
- ✓ *Fostering inclusiveness (promoting a G&SI agenda)*
- ✓ *Separate activities with marginalised groups – to develop confidence –*
- ✓ *Encouraging new solutions to flow and be tested.*
- ✓ *Innovation at the core – experimentation, adaptive iterations*
- ✓ *Multiple paths to achieving change*
- ✓ *Project expects others to take things forward – tried, tested and costed Not leading with funds*

numbers would be better reflected higher up the logframe where the contribution made by the project is registered.

At output level the programme is using self assessment tools (Community Dialogue and Action Scale, Life Skills Capacity Assessment Scale and Accountability, Responsiveness Capability) to assess changes in capacity in CBOs, LSC and LGAs. During year 1 the programme has developed the tools and applied these with the first rounds of beneficiary groups. As the main unit of assessment is a group in the case of CBOs and individual changes for the LSCs, the programme requires a baseline for each CBOs and the individuals in the LSCs., Currently the information is presented as an average for the number of groups which will disguise rather than illuminate changes which take place in each CBO, or LGA or LSC. As the programme wants to understand what makes a difference to capacity development, the data must be able to show this. More work is required to find a way to present both individual group progress and as a collective.

The AR of progress against indicators and milestones (reported above) found that progress against milestones had been generally on target and in some cases over achieved.

While this is accepted as good progress it raises the question about the ambition and quality assessment being used in the indicators and targets. Quality of achievement is important as this is where it is possible to see the spirit and intention of the outputs being achieved.

4.2.3 The meaning and use of quality in the indicators

The programme has clarified some of the indicators through defining quality and developing criteria on which judgements can be made e.g. four criteria exist for assessing the “quality of a demand”¹². Other definitional work is on-going e.g. what “tested” means in a BFA cycle.

Once criteria are agreed it will be necessary to provide guidance (and training to staff) on their use. This should mean greater consistency and more reliable reporting. As staff and M&E tools are all relatively new, the review considers that understanding and application need to be verified to ensure they are being used properly.

Measuring the rate and success of demands:

Three separate output indicators are used to assess response to demands. The current estimated response rate is 60%. It will be important for the programme to monitor responses over time and see how realistic this is as a target.

Currently the monitoring and reporting does not indicate the degree to which any group is “helped” by the programme. Where a project is aiming to empower people it is important to register the degree of support changing over time. For example, in the case of LSC the project anticipates working with the girls for a period of upto nd their mentors for up to 9 months to develop skills and identify peer champions who willing to raise their voices on behalf of AGs. In this initial period it will be important for the project to assess individual and group changes during the period of intense project inputs to understand the extent to which the inputs have been sufficient to change the views and confidence amongst peer champions and their clubs. .

4.2.4 The ambition of milestones

In Output 2, indicator 2.3 the number of demands registered in year 1 is 14 against an overall 5 year target of 18. The number of LSCs was overachieved by 92% in the first year. Based on initial responses from government authorities , in particular in Jigawa the team reviewed the milestones for LSCs downwards. As a result of communication with the authorities potential blockages have not materialised and the team aimed higher.

Recommendations

1. The AR recommends that the programme does an inventory of the quantity and quality aspects of all the milestones and targets in outputs and outcomes to ensure they reflect the intended changes.
2. The assumptions and logic in output 1, especially in relation to population reach require further interrogation and better sources of evidence, followed by monitoring.
3. The use of tools and criteria for assessing changes should be revisited to ensure a common understanding of: how to apply; what the data tells you (and what it does not).

¹² Analysis report on demands generated by PWD CBOs

4. The need to introduce some way of assessing “empowerment” through a proxy of the reducing level of support required by target groups is essential.
5. The completion of baselines should be treated as urgent as the programme enters its second year.

4.3 Logframe into work plans

The programme has a systematic approach to planning and reviewing activities (state and project-wide) which are based on steps to achieve each output and aligned with delivery priorities.

There is a clear line of sight from logframe to state activities. Each state carries out monthly planning/ reporting. For LGAs level planning and reporting is done on a weekly basis. Quarterly M4D reports set out the next quarter priorities.

This system appears to work although the quarterly reporting shows some major activities being regularly carried forward e.g. completion of the grants system and manual. While this is reasonable it raises the question of whether the planning is being done realistically, based on the effort required. In the field it is important to strive for an appropriate balance between coverage and quality. This is important for the team as well as those working on M4D's behalf: for example, one of the CBOs met during the review planned to complete 6 community consultation meetings in 3 days. The programme needs to make sure that partner activity planning is realistic and allows for quality work. The pace of work is a potential risk to the process of capacity development and empowerment; and learning about what works.

The 3rd quarter report used a simpler format for reporting and the expectation is that adjustments will continue to be made to ensure clearer presentation of the different levels of progress per State which can inform cross-programme learning.

As the programme enters into its second year it would be helpful to review its capacity to manage the spread of LGAs, CBOs and LSCs and reflect on whether the rate of implementation requires revision. The planned ward level scale out should be reviewed. The programme has yet to complete a full cycle of training with the beneficiary groups. More importantly it has not got sufficient experience to say what is really required to support the change of mindset in both demand and supply side. Understanding what is required will evolve during the life of the programme but it is important in the first round to allow time for a cycle of activities from which lessons can be extracted.

As the programme moves into the second year, the rollout plan shows M4D adding: 2 new wards; 12 new communities; 2 new ward CBOs, and 12 new LSCs. Mobilising at this scale would be significantly easier (and require less direct investment by M4D) if the programme was able to work with existing groups to showcase a change that has been achieved by the first round of participants.

It is recommended that M4D:

- Revisits its spread schedule and its readiness for more target groups.
- Completes a cycle of activities with groups, reflects and learn from a sample of these, before taking on new groups.
- Reflects on how to include existing groups as a resource and “inspiration”
- Considers how new wards can show their interest as an entry point.

5 M4D APPROACHES

5.1 Social inclusion: People with Disabilities (PWD) and Adolescent Girls (AG)

Inclusion is a key project approach evident in the business case; inception research and the ToC and field interventions. This review considered the appropriateness of the strategy and likelihood that it will have impact.

Business case analysis was reinforced by additional research during inception which indicated that the exclusion of AG and PWD from decision making and services affects development.

M4D's response is two-fold:

1. Output 2 provides for dedicated and separate work with two specifically marginalised groups;
2. Inclusion is seen as integrated into activities (selection criterion; awareness raising; training) in the other 4 outputs.

Examples of integration of inclusion are:

- O1: Better organised CBOs should take into account marginalised groups.
- O3: Service Deliverers (SD) and Policy Makers (PM) will be encouraged to take account of particular needs and interests of marginalised groups.
- O4 : Criteria developed for assessing BFAs include whether an idea will address social inclusion;

This twin track approach is seen as appropriate as it allows the M4D to build the confidence and skills of marginalised groups separately, as a launch point for engaging the mainstream. The trajectories for AG/PWD are different. For AG it is anticipated that the LSCs will be represented through Peer Champions as a platform for their voice. PWD although excluded from education and other services, have an existing nationwide, albeit weak, structure, Joint Association of Persons with Disabilities (JONAPWD), through which they can seek representation. PWD groups have a different starting point, with some experience of making claims and a history of collaboration with annual actions on 3rd December, International Day of PWD¹³. The PWDs are understood to start with a higher capacity to engage with project ideas.

The AR team finds that the separate and focused approach is working well in the first year. The programme has adjusted the language used to describe work with AG, in response to objections from the State government, in particular in Jigawa.

Although AGs are making their voices heard, they do this either through writing letters or through their mentors (older women). It is expected that over time AGs will be represented by Peer Champions who are helped to identify a variety of entry points (platforms) to express their claims. The PWD organisations are dominated by men, who start with a greater sense of entitlement and appear more ready to deal directly with authorities. It will be important for the programme to monitor gender in PWD groups and also who benefits from any claims. There is evidence that SP and PM in LGAs are willing to respond to PWD claims but they show less awareness of challenges, faced by AGs.

In relation to inclusion in other outputs, the programme needs to implement its strategy more thoroughly:

- CBOs are male dominated; so far the programme has raised awareness about increasing female membership; tracking changes in membership (numbers/ levels of participation and roles) is included in the CDA tool. However it is critical that this is not left to self assessment alone and all CBOs should be asked to report on the numbers of women members; and disaggregation of beneficiaries.
- Of the 5 BFAs being potentially piloted 1 is about leasing of farming machinery; tractors; which may not be accessed by equitably by women/ PWD because of the costs involved. Awareness of barriers to access, including actual costs is important to making decisions which aim to have inclusive outcomes.

As the programme has been implemented for 7 months, it is difficult to say with certainty that the programme approach will have the expected impact. In particular the work with LSC and AGs has not completed a full cycle. As such, even the approach is being developed. Learning from the first and second round of LSCs will be critical to

¹³ *Plight of persons with disabilities in Nigeria - The Punch www.punchng.com › Opinion*
Dec 12, 2012

assess what changes have been achieved and if there are more that are achievable. The M4D business case quotes research which says: *“fully empowered communities and the people within them, especially girls, need to build up three types of assets: social and political assets, skills and knowledge, and economic assets”* (Kabeer N, 2000).

The initial impression is that the LSC aim to tackle social, political assets; skills and knowledge. M4D reports that LSC and girls are starting on zero in relation to most capacities. An observation by the AR Team is that many of the AGs are managing small income generating activities IGAs. In one LSC in Dawakin Tofa (Kano) the MoWASD was working with the LSC on a soap making¹⁴. Being organised as a group the girls are more able to attract other benefits. The programme needs to continue to facilitate links to other opportunities.

In relation to the PWD the challenge is different. The programme understands an important change for the PWD is to move from asking for charity and welfare, to asking for support to become more active members of society, for example through employment and skills training. In this case the programme will need to help the PWD organisations maintain a vision of inclusion and not allow benefits to a few, be seen as a triumph by the groups.

The line of sight in the programme is ‘increasing voice’ as a route to transforming how marginalised groups are able to access entitlements in an equitable way. The programme has adapted their language in response to reactions from conservative leaders. It is important that these adaptations do not undermine the commitment and understanding of staff and partners to the spirit of rights and empowerment

The programme must track what the different groups are achieving and who is benefiting and the extent to which this is building their confidence to continue without programme support. M4D work plans use “accompanying, supporting and mentoring” to describe how they work with groups. It would be useful to have a clearer understanding of what is done and how decisions are made to change the level of input and ultimately withdrawal. This is understood as essential to showing that the approaches used develop capacity.

As has been stated above, the programme does not target women *per se* but intends to reach them through working with CBOs and PWD. The population targeting logic and outcome statement appear to assume that improving services will benefit men and women equally. This is not supported by evidence and the issue of who is benefiting from improved provision must be monitored. Similarly the fact that people are excluded or self exclude due to poverty is not fully addressed in M4D strategies and more work needs to be done if equity is to be considered central to M4D approaches. As suggested above the CBO and PWD partners should be encouraged to report in a disaggregated way the people who are involved and benefitting from their work.

5.2 Monitoring, Evaluation and Learning

M4D has developed a ME&L Framework and trained staff. The basics are in place. More work is required before M4D can claim to have a fully operational ME&L system. Most of the steps mentioned here are recognised by the programme. Their inclusion here is to maintain momentum towards a fully functional system.

1. Completion of baselines.

The plan for an independent service provider (IEM) to complete baselines for impact and outcome level indicators against which monitoring can be done has been delayed. The overall viability of this approach was being discussed by the programme Steering Committee during the review.

Capacity assessments tools have been administered with the different target groups but have yet to be processed into usable project baselines. The programme has yet to show how it will systematically triangulate the self assessment tools.

2. Systematic approach to documentation

M4D is testing methods and approaches. The nature of an experimental programme and the demands of experiential learning require a systematic approach to documentation. This is not only necessary for the team to maintain a shared understanding of what and why changes are made to methods being applied; it also tracks the evolution of the ideas. This history and evolution will be important when the programme is ready to show a scalable model and may well be scrutinised by those who the programme seeks to influence.

Learning and adaptation is embedded in the programme in principle but this is not being systematically documented. The BFA has a process for tracking the “experiments” and again this could usefully be applied across

¹⁴ The AR team did not establish which came first

the other outputs. Increasing understanding of learning organisations and the techniques and tools which help would be useful. These skills should be shared across the team to avoid an overdependence on one M&E person to make sense of it all.

3. Case study based evaluation

This is mentioned in the M&E framework, although not visible in the logframe and as yet there is not clear guidance for the team on how and when to use.

4. Staff capacity for effective M&E

A key finding in the AR process was that M4D needs to improve their understanding of the challenges related to monitoring change in key areas of the programme – this includes:

- Understanding and tracking project contribution and attribution of results

This is particularly important as M4D works with CBOs and LGAs where there are multiple influences on what they do and how they do things. The programme staff need to ask themselves and their beneficiaries: why did a certain change come about rather than assume it was because of M4D. Adapting some of the Most Significant Change¹⁵ questions may be useful here.

- Assessing empowerment or behaviour change

Behaviour change underpins long term success in M4D. It is important for the programme to be consciously monitoring such changes occurring in the beneficiary groups. The programme needs to identify proxies that indicate that people are behaving differently. Currently the programme provides considerable support directly through CDOs or through NGOs or mentors, to help groups take on new activities e.g. running a community meeting or making a demand to LGA. It is important for the programme to track actual changes; the extent to which groups are able to do the activity themselves or use the same skills for other actions. This could be described as “beneficiary empowerment” but is essentially about monitoring changing ratios of responsibility between the programme and the beneficiaries.

- Understanding sustained change and attrition

In five years the programme aims to take on new wards and new LSC and new CBOs. It will be important for the programme to track attrition in their target groups, post the period of intense project engagement. This is useful for both learning and understanding of sustainable changes. This could be done through commissioning of research.

5.3 Knowledge Management

The project has a KM strategy – as yet this is not being implemented. M4D has rightly prioritised monitoring and reporting systems in the first year. KM was recognised as a challenge in the November 2013 stock-take which was used as an opportunity to increase staff understanding of what it means and how it will help in achieving the project outcomes.

Producing knowledge and sharing it is essential to a programme which aims to influence other actors to adopt or adapt the M4D approaches. The programme talks about “tipping point” and achieving this will involve programme learning being shared and applied through multiple avenues. Knowledge management starts with a state of mind which identifies opportunities for new knowledge to be developed from within project interventions.

The current lack of implementation of KM is in part due to the early stage of implementation, absence of a system for learning from practice in the field and documentation of the same. Producing “knowledge” without experiential learning and documentation is ambitious. To move forward the programme need to identify research questions related to the different interventions: e.g. what does the programme want to learn from the LSC approach?

Working with consortium partners to do discrete, independent research could contribute to the development of knowledge from the programme experience as a starting point. A knowledge management and communication strategy will take over once there is something to work with.

¹⁵ mande.co.uk/special-issues/most-significant-change-msc/

5.4 Communication

A communication strategy was developed during inception and is already being implemented by a dedicated staff member. It is proactive and uses broadcast methods for general awareness raising - for example: newsletters, social media; a video explaining LSCs is available on You-Tube and a website.

<http://www.mobilisingfordevelopment.com/>

At community level mobilisation and initial awareness raising about the programme was done with the help of Theatre for Development who are specialists in this area, and via the radio. Workshops have been held with LGA staff and leaders.

Some CBOs heard about the programme through the radio and others via other projects with which they work. Girls in the clubs listen to the radio; the majority do not have phones or internet access.

A media strategy is in place, however to a great extent the programme is only really at the stage of spreading the word about the programme – as there are no products which it has developed that are ready for wider dissemination.

The programme has shown itself to be responsive to requests to change language and nomenclature etc. and even had to change its name. In a few sites visited during the AR the name M4D was not familiar, while in others the history of the change of names is well known. The programme has shown culture sensitivity particularly in the language used to describe work with AG and LSCs and the change of name from Mobilising for MDGs (M4M to M4D).

For communication to be effective and usable by the state teams, it would be helpful to develop some key programme messages and a checklist which helps staff decide on whether to comment (does commenting help spread key programme messages?) and help on how to adapt messages to the particular audience . Agreeing skeletal programme messages which could be tailored to a particular audience would be helpful for state teams.

To some extent appraising the quality of the communication strategy will be easier when there are products or know-how which the programme wants to disseminate. Overall the programme has responded to the challenge of communication in a professional way. Given the relative lack of internet access in the communities, the programme should be careful about making sure community messages are in the right form.

Overall it appears that the programme is communicating. It is important to monitor how messages are received or interpreted.

5.5 Innovation

M4D is an innovator and aims to “mainstream” innovation in all that it does. This is admirable and ambitious. The review finds that in the first year the investment in innovation has mainly focused on developing the framework for Better Fit Approaches in Output 4. The methodology and framework draws on the ideas of Problem Driven Iterative-Adaptation (PDIA) and is well thought out, ideas are flowing from different sources, and M4D is in proto-development with 4 ideas:

- **Service oriented BFAs**
 1. Improved access to sanitation and livelihoods in Mallam Madori (Jigawa State)
 2. Using improved learning outcomes to stimulate demand (Jolly Phonics in Kano State)
 3. Improving service effectiveness through mobile technologies (PCSMS – across the programme)¹⁶
- **Accountability BFAs**
 4. Integrated LGA Planning in Kaduna state

Innovation in the wider programme is less visibly “projectised” in this first year as the teams have focused on getting the project up and running. Innovation in the other programme outputs should be addressed in the second year in Particular learning about increasing equitable outcomes through working with:

- Both Supply & Demand
- Marginalised groups

These are new in the context and as such equally require the rigorous assessment with the PDIA.

¹⁶ Observation: 3 is arguably about accountability not service provision per se.

In the first year, it is reasonable for the programme to take on discrete BFAs as a way of increasing understanding of what it takes to use PDIA. Once this has been tested within the smaller laboratory of BFAs it can be spread across the programme. As has been already stated in relation to ME&L and KM, the success of these methods and approaches are as dependent on enquiring and critical states of mind, as robust testing systems.

The pace of implementation in the first 8 months of the programme has probably worked against the wider team taking on ideas about innovation. In future M4D needs to support them to take on the spirit of innovation with more attention paid to skills required for applied critical thinking across the team. Approaches to organisational learning and reflective practice can be helpful.

6 M4D PROGRAMME RELATIONSHIPS

6.1 Partnership¹⁷ with beneficiaries

In M4D beneficiaries or agents of change are CBOs, LGAs and LSCs, as represented through platforms. The project works at ward and LGA level to ensure there is a link between the communities and the local government area. M4D roll-out indicates it will work with 3 LGAs in each state and for year 2 and 3 will add on 2 new wards and 2 ward level CBOs and 12 new LSCs in the second year. Implicit in this approach is that the level of engagement between the project and different groups will change overtime based on group needs and project capacity. At the end of year 1 it is not clear whether this rate of spread will allow sufficient time to provide a reasonable quality and depth to the groups. The review found that current CBO capacity is very varied.

- **CBOs and LSCs**

The review team met with a variety of CBO partners working in different arenas and with different origins. The CBOs are diverse in their scope and character. Some CBOs are large, with projects in the LGA beyond the ward where they are working with M4D. Other CBOs are local area associations: for example: Sons and Daughters of Dung or youth branches of such associations and there emergent sector related organisations that have been initiated by other projects such as School Management Committees or Facility Health Committees. The LSCs are in general new groupings of AG, from the same schools or known to the mentor, in most case the LSCs they have not “worked” together before. Working with such diversity demands the adaptive approach which the programme is promoting.

The programme aims to strengthen CBO capacity to interact with each other and to achieve changes which benefit the wider community. To date CBOs have mainly been involved in community mobilisation. It is too early to say how the different types of CBOs will perform over time. Amongst the groups met during the review, their main interest was in developing a long term relationship with the programme.

It is too early to assess progress and potential of LSC, the groups are yet to complete their training and although they show a lot of interest and in some cases are taking actions via the mentors – commentary on this would be hasty. On completion of the first training cycle the programme needs to look at investment and changes which occur and reflect on the strategy.

In this early phase, when the programme is understood to be learning what and how it takes to support groups to participate in governance is an unknown, the time required and the length of the relationship is yet to be defined. As has been stated above, the programme needs to think more carefully about the transfer of skills, confidence and responsibility to these CBOs and LSCs.

- **LGAs**

This is the lowest level of government and includes officers, selected and elected councillors and traditional and political leaders. They are perhaps the most challenging and diverse group that M4D is working with and M4Ds targets are not over ambitious. The AR found this group to be least able to explain what the M4D will do for them, although most could explain the overall ambition. They maintain a hope that the programme will at some point provide “assistance” without specifying what this might be. None of this is surprising; these people are at a confluence of different project interventions and as such are juggling explanations and expectations from many

¹⁷ In M4D vernacular, project partnerships are the members of its consortium.

sources. The LGA actors are pivotal to the success of the programme and overtime the programme should develop understanding of how better to read LGA potential and interests.

In general the review finds that the partners are very enthusiastic about the programme and that it is focusing on local level engagement. There is less certainty about what they will bring to the programme and what the programme will provide to them. M4D may wish to consider the utility of simple MoUs with their “partners” where roles and responsibilities of either party are defined. This is seen as useful for communication, management and perhaps most important modelling transparency and accountability.

6.2 Relationships and approach to government

M4D is a programme which aims to change governance through local level investments and ultimately to spread. Capacity building inputs focus on local government level and the expectation is that advocacy and other types of engagement will involve state and federal governments.

The programme narrative indicates the following ratios in the early years:

- LGA 75%
- State 20%
- Federal 5%

Flexibility is built into the future engagement as the programme engages on scale and spread. The relationship with LGAs is currently as a beneficiary and change agent and has been considered above. In future, LGAs where the programme does not operate, will be advocacy targets.

The State level government are understood to be both enabling allies and gatekeepers.

The programme has developed relationships with:

- Ministry of Local Government (MOLG)
- Ministry of Budget and Planning (MoBP)
- Ministry of Women's Affairs and Social Development (MoWASD)
- Issue specific, relevant Service Provision Ministries.

The state officers understand the programme has potential to deliver better plans and improved budgeting and delivery at LGA. The team met with a range of state officials and some of them did not consider the project would directly influence how they work, saying that the change would be at LGA level¹⁸. An exception was MoWASD which shared a workshop on girls' issues in Kano. This is expected to change overtime as the M4D TOC states that changes at LGA must be linked to change at State level.

The focus of Federal level relationships at the programme inception was a strong link to the officer of Special Advisor for MDGs, and the Conditional Grant Scheme (CGS). CGS implementation is now more of a one off investment, and offers less scope for practising accountability than in recurrent grants. In this context CGS is less of a strategic partner for M4D. One impact of the de-linking of the programme to the MDGs office is that locally there is potential respond to a broader range of issues, limited more by what can be resolved by LGA.

Other Federal level relationships are conceived of as targets for advocacy if scaling models or products required Federal support for national reach.

The original MDG focus created a relatively clear network of relationships for the programme and linked mainly to service delivery. Working with a larger set of stakeholders is useful but requires the programme to renew power and stakeholder analyses. Developing and nurturing relationships and managing expectations are time-consuming.

The current set of relationships is potentially broader, more fluid and importantly more responsive. The changes are understood as appropriate to the context and the ratio of effort and flexibility are realistic at this stage of implementation.

¹⁸ Conversation with new staff in Kaduna

Recommendations

In year three the programme should consider how to work with LGAs to showcase achievements to the State level, opening a direct dialogue between the state authorities.

6.3 Engagement with other DFID programmes

M4D is making strategic choices on engagement with other programmes where there is potential synergy:

Synergy is identified in programmes in various forms:

- **Approaches** e.g. Voice and Accountability (SAVI)
- **Themes:** girl empowerment (V4C, Girl Hub) and PWD (SAVI);
- **Operational** focus e.g. functional at community level e.g. SHAWN in Jigawa
- **Better fit approaches** to service delivery: e.g. basic education and ESPINN

At this early stage the usefulness of the relationships is as yet unknown, however M4D's more generally used to identify common ground and shared interests at local level amongst the different stakeholders at local level,¹⁹ provides a framework to assess strategic options and potential traction and added value of joint working.

In relation to the new ideas being explored in BFA, M4D is aware of the need to communicate with other programmes to ensure M4D ideas add value, this needs to be balanced with the M4D principle of not creating too many hurdles for Better Fit ideas. A key question must be whether any innovation is adding value, directly or indirectly to existing investments by DFID and others.

As the programme evolves it will be important for M4D to refine its understanding of synergy maintaining a critical perspective on how M4D adds value. For example by linking community prioritisation of water and sanitation via the LGA and the SHAWN programme.

There are other future opportunities for M4D to share learning with other community based programmes such as the governance and accountability project funded by DFID and managed by Christian Aid in Anambra in the south.

6.4 Support and Engagement with DFID

The relationship between DFID and M4D is supportive and engaged. This is visible in the approach to the inception report where there was a combination of flexibility and encouragement to complete the work at the end of Q1. As far as possible DFID have been included in key M4D reflections e.g. November 2013 stock-take. M4D management is also receptive to comments and support from DFID.

A contract amendment to cover Output 4 changes on procurement, and additional human resources was finalised in December 2013.

There are two programme steering committees (PSC). One programme steering committee with M4D and the main contractor GRM. There is a second committee formed to manage the IEM contract including DFID, GRM and IEM with M4D is an observer. The IEM contract has taken up significant time of all parties and is understood by all, (including the review team) to require an urgent resolution. As a follow up, a brief internal reflection on steering committee decision-making processes could support improved decision making in the future.

There is visible support for the experimental nature of the programme although in the current climate of performance based management, achievement of results is also important. At this stage M4D is managing both but as has been stated above the pace of implementation can be an obstacle to experiential learning. M4D and DFID need to agree how best to address this.

The AR benefited from the active engagement of a new DFID Social Development Advisor who elected to participate in the review as an induction to their new role of M4D manager. This introduction to the programme and staff lays the foundation for a continuation of a relationship as critical friend.

7 RISK MANAGEMENT

7.1 Environmental Risk Assessment

The programme shapes its environmental / external risk assessment through its own understanding and by sharing intelligence and sharing conflict sensitivity training with other DFID programmes and GRM.

Quarterly state level PEAs provide updates on political, socially and conflict risks.

4 scenarios are mentioned in PEA: Currently assume status quo – and as the 2105 elections get closer it is envisaged that the programme will revise mitigation strategies for deteriorating conditions. Integral to the mitigation strategy is training of staff in conflict sensitivity.

7.2 Programme Risks

The risks and assumptions in the logframe are quite generic: “policy makers and service providers continue to be willing to work with M4D” and receive less attention in the regular risk assessment. This is assumed to show no change and no increased risk. There are several areas where M4D can improve its assessment of programme risks:

- The output assumptions and risk assessment must be reviewed as currently the narrative and logframe assessments are not the same (e.g. Output 4).
- Key risks to achievement of the outcomes which require more monitoring e.g. :
 - Who is accessing benefits and services
 - Demands may outstrip supply capacity of local government to respond
 - LGA 's changing behaviours is essential to the success of the programme – ARCs need to be verified with reality of actual doing, observation and triangulation
 - The risks in relation to AG are kept under constant review.
- Use of due diligence will provide a better analysis of the fiduciary risks when the programme is giving grants (however small) will be required.

A useful risk assessment tool is being used to assess the risk/reward mix in the BFA portfolio (2013 Q1. report) and this tool could usefully be applied by across the other outputs for each State as the risks and rewards may be different in these contexts. It could also be introduced to CBOs.

The programme is in a state of readiness in relation to changes in the pre-election period. It is prepared to be alert to opportunities e.g. manifesto issues, and is mindful of the need to be politically neutral.

If there are periods when access to the field is restricted, there will be other opportunities e.g. for programme learning etc. The programme should plan for this in advance.

Overall the risk assessment and mitigation strategies are well done, if occasionally biased towards contextual PEA analysis over the risks in the programme. The programme needs to maintain a balance between analysis of context and programme risks and assumptions, especially in the forthcoming period of election fever.

8 CONCLUSIONS AND RECOMMENDATIONS

8.1 Conclusions

M4D is an ambitious programme which presents challenges and opportunities for participating communities, governments and staff. Almost one year into the project M4D is on the ground and working with a variety of local actors. It is also raising awareness of the programme with key actors at state level who will be able to accompany the programme over the next years.

Despite a slightly prolonged inception period and an early third quarter annual review, the first year of implementation has overall met its expectations. The AR finds that the programme has worked intensely on establishing relationships with key actors at state and beneficiaries (LGA, CBOs, LSCs and PWD) on the ground. Implementation is largely on track. The programme has focused on mobilisation; capacity needs assessments and some initial training. The groups (PWD, Girls Clubs, and LGA level and Ward level CBOS) have responded with enthusiasm and show a willingness to engage with each other and the programme. Progress on the three output indicators that relate to work at community level have moderately exceeded expectations. Given that programme has only been implementing for 8 months it is not surprising that the progress which depends on the programme developing, testing and evaluating models which can be shared (outputs 4 and 5) is slightly behind in attaining their milestones.

Overall, the pace of implementation in the last 8 months is impressive, particularly in the light of the challenges of a high staff turnover reported on each quarter. Given the innovative and experiential nature of the entire programme, it is vital for the programme to allow time for reflective practice on its approaches to inclusion of disadvantaged groups (PWD and Adolescent Girls).

The Review finds that the pace of implementation so far, is not fully matched by investment in understanding what approaches work. As the programme moves into its second year it must pay more attention to identifying and clarifying the questions it is setting out to answer which might be:

- How does working with the supply and demand side improve accountability and outcomes?
- How can interventions with marginalised groups help them achieve equitable outcomes?
- What role does innovation/better-fit play in delivering sustained and sustainable change?

This is understood as the real ambition and innovation of the programme. The approach to testing as developed for Better Fits should be adapted and adjusted to analyse the other project innovations and evidence should be gathered and analysed to match the claim that innovation is mainstreamed. This is not a programme where the term roll-out really fits, it is an experiment in what it takes to achieve institutional change and this may take longer than 5 years. Staff will need to increase their skills in reflective practice (critical thinking, analysis and documentation) to ensure that the programme strives to get things right which can then be used for spreading and sharing.

Beneath this ambition it is recommended that the programme takes time to deal with nuts and bolts which will help with programme management and delivery. Staff confidence and performance is likely to increase once they can see changes emerging from their interventions. The requirements for staff in relation to the demands of spreading and maintaining coverage will become clearer once the M4D approaches have been more fully implemented and understood by all stakeholders. As the M4D team is still relatively new, their participation in these activities is seen as important to increasing and sharing understanding on which the programme can move forward.

8.2 Recommendations

The key recommendations for the second year are :

Review and up-date the logframe and spread targets

There are several areas in which the logframe is not up to date with the actual programme. To maintain integrity with the management of implementation processes, it is recommended that the programme review the logframe in several ways:

- Complete all definitions in the outputs (well-articulated, tested etc.) and develop guidance/ check-list to support staff in their application;

- Revisit the output milestones and targets for subsequent years, given the high level of achievement in year 1. Ensure that milestones are still appropriate;
- Revisit the impact weightings and risk ratings. For example the impact weighting of 30% for output 4 is probably not aligned with its contribution overall . .
- Support VFM assessment by allocating budgets to outputs;
- Review where in the logframe hierarchy, the inclusion of population targets are best positioned in relation to project management control (outputs) or influence (outcome) . Develop data gathering and monitoring methods for actual reach.
- The current spread planned for year 2 appears very ambitious given the fact that period of intense intervention for CBOs, LSCs are not complete.. It would be better to ensure a degree of learning is available from the first groups which can provide a basic “starting point” in new LGAs. .

Fully implement the M&E Learning and Knowledge Management frameworks and re-train staff in their use

- Complete baselines for outcome level and the translation of the capacity assessments into meaningful baselines;
- Interrogate the population numbers being used for direct beneficiaries based on geographic rather than real coverage of CBOs, LGAs etc. In particular their inclusion and reach in relation to women in CBOs.
- Develop proxy indicators to track degree to which beneficiaries take responsibility and are capable of working on their own to achieve their goals.
- Create an evidence base: by identifying key questions in the TOC that the programme wants to generate knowledge on for example: approaches to empowering marginalised citizens or effective collaboration between civil society and state for improved accountability. Defining the questions is seen as the starting point for the process of increasing knowledge and ultimately knowledge management.
- Review the responsibilities in the M&EL framework, as currently the role of frontline staff is not specified and they are the important contact point with beneficiaries. Mainstream and produce guidance on adaptive and reflective learning approach and case study based evaluation for all staff. If necessary train frontline staff in basic documentation skills.
- Staff training should include the qualitative base to the work and also concepts of attribution and contribution.

Fully operationalise the Value for Money Framework

VFM is an integral part of the M&E framework. Although partners have given considerable thought to Value for Money, M4D has yet to complete and implement a systematic framework of VFM measures, linking financial reporting to the performance framework provided by the logframe.

- **Financial reporting:** M4D should urgently implement reliable reporting of budgets, revised forecasts and expenditure by output, as well as input cost. These should be shown in the logframe and in quarterly reports. The multi-year programme budget should also be available in both summary and detail.
- **Cost Effectiveness:** M4D should address the lack of baselines for impacts and outcomes urgently. Since Impact and Outcome will only be assessed on programme completion, M4D needs to devise earlier means of anticipating changes in impact, as these are essential triggers for concern that VFM may be reducing.
- **Effectiveness:** M4D should confirm its VFM indicators. It should reconsider whether attaching costs to these indicators adds to their value, or whether the outcome indicators are sufficient indicators of effectiveness as they stand.
- **Efficiency:** M4D should urgently ensure that it has at least one indicator for each output, and monitors this against the cost the output quarterly. M4D should urgently provide a clear definition of its administration costs and how it plans to control and preferably reduce cost over the life of the programme. M4D should propose additional reporting for individual projects undertaken under BFA, and for grants.
- **Presentation of VFM:** as far as possible, VFM indicators should be integrated within the main reporting framework.
- **Implementation:** M4D should urgently design and implement a plan that prioritises and installs the urgent and essential components of its financial reporting and VFM framework. For Q4, it should focus on reporting by output, and establishing standard tabular reporting for efficiency and economy indicators.
- The role of the **Independent Evaluation Manager** in relation to VFM should be clarified.

Communication and Advocacy messages

The programme is concerned that their approach is not well understood by different stakeholders and that this may undermine their work as well as absorb time in re-explaining, remobilising and in some case distorting the programme. Communication and media strategies are well formed. A next step is for the programme to:

- Identify potential advocacy messages found in the purpose, principles and values at the heart of the programme e.g. girls' empowerment is critical to improving community development outcomes. These simple and raw messages are not for immediate public consumption but are the basis for more strategic and focused effective engagement in public arenas, advocacy and public relations work and training for staff in how to work with the core messages should be provided.
- Given the number of other projects working with young girls, it will be important to clarify M4D's messages in collaboration with other programmes such as Girl Hub, V4C etc.

ANNEX 1

TERMS OF REFERENCE

Mobilising for Development (M4D) Annual Review 2014 - Terms of Reference

Introduction

1. DFID has established the Mobilising for Development (M4D) programme in Nigeria. The programme will run for six years from mid-June 2012. M4D targets approximately 650,000 beneficiaries in three Northern Nigerian states²⁰, among them at least 30,000 girls²¹. It aims to support policy-makers and service providers to become more accountable and responsive to citizens, and, ultimately, to increase progress towards achieving the MDGs and the broader development aspirations of Nigeria.
2. The M4D programme takes an Empowerment and Accountability (E&A) approach, based on the rationale that enabling excluded/marginalised groups to have a stronger voice in decisions about policies and the distribution of resources increases poor people's access to the services and resources they need for their own development, consequently leading to better development outcomes. It also learns from recent review work that working on both demand and supply sides simultaneously is necessary in order to create convergence, build collective action, and achieve change. It therefore also focuses on strengthening supply-side actors to respond and deliver better services and accountability.
3. GRM International has been appointed as the Service Provider (SP) to manage M4D. The inception phase commenced on 11th June 2012 and the implementation phase began on 1 April 2013. M4D expects to achieve the following over the life of the programme:
 - **Communities organized, engaging and demanding services and accountability** – by 2017, 54 CBOs, representing 650,000 people in 270 communities, will have become better organized, engaging and demanding services and will all have implemented at least one participatory project each.
 - **Marginalised groups, particularly girls and people living with disabilities organized, engaging and demanding services and accountability** within the wider community as well as directly with policy makers and service providers across all 45 wards and in nine LGAs – impacting at least 30,000 girls directly
 - **Increased awareness and sustainable capacity for inclusive planning, accountability, and responsiveness of policy makers and service providers** – government and service providers recognize the benefits and build momentum
 - **Better-fit approaches to planning and delivering services are nurtured** – 18 innovative service delivery approaches developed and tested
 - **Innovations in accountability** – Six scalable approaches tested over the life of the programme
 - **Scale and spread** – M4D provides evidence and shares learning so that other States, LGAs and service providers can use approaches which have recognizable M4D 'DNA'.

Objective

4. The objective of the Annual Review is twofold:
 - a) Assess progress during the inception phase to date and validate the proposed future direction of the M4D programme. The key is to answer the following question: Has M4D evolved, interpreted and translated the original TOC in the business case into a practical, innovative implementation strategy that has the potential to achieve the intent of the business case.

²⁰ These are Jigawa, Kano and Kaduna states

²¹ Girls refers to 'girls between the ages of 13 and 17 years'

- b) Make a comprehensive evaluation of M4D's performance against its log-frame across all 3 states of operations, to check if the programme is on track.
5. The Annual Review is a full review based primarily on review of documentation, meetings with key stakeholders in country, and field work to 3 states to validate results from the desk review. The purpose of the review is to provide practical support and serve as a critical friend to support effective delivery and make improvements where and as appropriate. It considers the coherence of the ToC and the alignment between the ToC and the log-frame but does not undertake a fundamental review of the programme design.

Recipient

6. The recipients of the work are DFID Nigeria and the M4D service provider GRM International and partners.

Scope of Work

7. The mission will review the progress of the Project against the Outputs set out in the M4D log frame. In addition the Team will review progress during the inception focusing in particular on the following and make recommendations for improvement and action as appropriate:
- i. Progress made through the inception phase and to date of M4D and an assessment of the rate of progress of delivery;
 - ii. Quality, likelihood of impact and relevance of intervention design. Assess true robustness of the proposed implementation strategy and whether it clearly articulates how M4D will be operationalised with a balanced mix of ambition, long term strategic change, tangible results, risk-taking and learning by doing;
 - iii. Communications and innovation; assess the extent to which M4D has responded to the communication²² and innovation challenge and properly integrated this into the overall approach;
 - iv. M4D programme logical framework, including alignment with ToC, credibility of the indicators and milestones and progress on baselines and, if relevant, make recommendations for improvement;
 - v. M4D's approach to social inclusion including whether the strategies for working with girls and people with disabilities are appropriate for the context and likely have the desired impact;
 - vi. Progress in identifying and responding to strategic opportunities and 'quick wins';
 - vii. Quality and appropriateness of M4D work plans against Logical Framework;
 - viii. Quality and relevance of analysis undertaken to inform their approach
 - ix. Quality of the M&E plan, including whether it will adequately measure the logframe, and whether appropriate other research, evaluation and monitoring is in place.
 - x. The proposed approach to knowledge management and supporting wider impacts;
 - xi. Strength, composition and focus of the proposed partnerships with beneficiaries;
 - xii. Effectiveness of proposed relationship with and approach to government;
 - xiii. Identification of key risks to programme implementation and mitigation measures
 - xiv. Value for Money exhibited by planned interventions and administrative arrangements: as measured against GRM's offer in their commercial bid
 - xv. Whether VFM monitoring arrangements are in place responding to the recommendations of Christie and Barr paper covering efficiency, economy and effectiveness, and trigger points identified that would alert DFID if the project is becoming poor value for money?
 - xvi. Evidence of engagement with other relevant DFID programmes
 - xvii. Impact of client (DFID) support and engagement on delivery

SCOPE OF WORK AND METHODOLOGICAL APPROACH

²² We are keen to see whether M4D is communicating effectively to/with communities, local and state government and, as appropriate, Federal level stakeholders.

8. The Review will be undertaken by a two person team of consultants bringing together national and international expertise, who will report to the DFID Governance Adviser (Wilf Mwamba) in the Governance, Security and Social Development team. Mary Azumara as Project Officer will provide planning and logistical support.
9. The team leader will be an experienced governance or social development expert with practical experience in programme implementation, with experience in empowerment and accountability. An international VFM expert based in Abuja will provide several days' inputs.
10. The review Team Leader will elaborate an approach paper for consultation with DFID and M4D, specifying how the review questions listed above will be answered. The paper should also show the in-country review strategy and schedule which will be agreed to by key partners by 13th January at the latest.
11. The review Team Leader will be responsible for coordinating inputs and preparing the review report and submitting the report to DFID Nigeria for review and finalisation. Team members will coordinate with the review team leader and provide inputs as requested and outlined in the ToRs, to time and quality.
12. The team will review performance evidence and strategies for all of the outputs. Performance will be assessed based on existing evidence and reports, verified by interviews with key interlocutors including DFID. The review team will be required to interview M4D programme staff, government officials and some direct beneficiaries in Kano, Jigawa and Kaduna states.

VFM methodology

13. Provide a creative approach to the VFM assessment of the project based on existing data, extra data requested from the project and data collected through the review. Where data is weak this may involve making credible approximations to inform the VFM assessment.
14. This VFM assessment should build on the Vfm assessments provided by ITAD in 2012, as well as that of provided by M4D.
15. The methodology for the VFM assessment should be as follows.
 - Assess costs versus results. This should compare both total costs against total results for M4D as a whole in a meaningful way, as well as assess the costs of key individual headline results in 3 areas of Vfm (economy, efficiency and effectiveness).
 - Consider whether there is evidence of spin-offs; broader benefits; or M4D's leverage on Local governments' counterparts?
 - Overall, assess whether the performance to date imply that the project will still justify itself in VFM terms (use revised cost benefit / cost effectiveness assessments to examine this).
 - In doing so:
 - Results should be monetised and quantified where to do so is credible and proportionate.
 - Consider what are the trends in key cost drivers over time, and their impact on unit costs?
 - Consider the feasibility of comparing to international benchmarks and other national programmes, where costs and cost-drivers are comparable

DUTY OF CARE

16. DFID will exceptionally assume Duty of Care (DoC) for the consultant when s/he is in-country, including appropriate security arrangements as is given to DFID staff.
 - DFID will share available information with the consultant on security status and developments in-country where appropriate. Travel advice is also available on the FCO website and the consultant(s) must ensure s/he is up to date with the latest position.
 - If DFID accepts responsibility for Doc, the consultant(s) should abide by all security advice and instructions from DFID.
 - A named person from the contracted organisation should be responsible for being in contact with DFID Nigeria to ensure information updates are obtained. This named individual should be responsible for monitoring the situation in conjunction with DFID Nigeria

DELIVERABLES

17. The review team will provide:

- A short Power-point presentation to DFID and M4D program management at the end of the mission. The presentation will summarise main findings and recommendations of the review.
- Brief state by state summaries (2 pages maximum each) covering observations on each state and recommendations
- A draft ARIES form by: 21st February the ARIES form will present conclusions and key evidence base (max 20 pages).
- A draft narrative Report and Annexes by 28th February (max 30 pages), which will provide more detail on the evidence base for the review's conclusions, as well as a list of people and documents consulted. This report should include an executive summary.
- A final ARIES form and narrative report by 7th March.

18. DFID and M4D will provide comments to all drafts before finalization for the reports.

Consultant Inputs

19. The assignment will comprise of a total of 45 person days. This includes mission preparation including pre briefing, desk review, and coordination; country visit, analysis, report writing, review and finalisation.

Team Leader (25 days, 15days in country)

- Manage and lead team
- Coordinate inputs from other team members
- Pre mission briefing with lead DFID adviser and team members
- Review all M4D inception documentation
- Work with team to develop questions for stakeholder meetings
- Undertake field mission
- Lead writer assuming responsibility for final report; reviews/finalisation of sections provided by others
- Wrap up meeting and presentation of key findings to DFID and partners

National technical specialist (15 days)

- Review all M4D inception documentation
- Preparation for country visit as required by team leader
- Undertake and support field mission
- Support team leader with a specific focus on contextual relevance and applicability in Nigeria
- Contribute to report development
- Support and input into wrap up meeting and presentation of key findings to DFID and partners
- Other tasks as required to deliver the output

VFM specialist (5 days)

- Review key M4D documentation
- Coordinate with team leader
- Join stakeholder discussions for 1 day
- Provide inputs into the main report responding to the points above

Timing

20. The review is scheduled to run from mid-January 2014 to mid-March 2014. The team will have field visits in the week 2nd – 7th February and should plan to be in-country for consultation with DFID and M4D the week beginning 27th January.

Background reading

- M4D ToRs
- GRM Tender proposal and response
- M4D Business Case including logframe
- M4D inception, quarterly and M4D's self-assessment (including annexes)
- DFID Strategic Vision for Girls and Women
- VFM ITAD report- 2012
- DFID Nigeria Operational Plan 2011-2015 (as published June 2013)

ANNEX 2

DOCUMENTS REVIEWED

Mobilising for the Millennium Development Goals (MDG)'M4M' Business Case – July, 2011

M4M Core Script February 2013 (includes TOC)

Mobilising for the Millennium Development Goals (M4M) Inception Report – March, 2013

M4M Inception Review DFID Minute March 2013

M4M Inception phase comments and responses DFID -- March 2013

Political Economy Documents: Drivers of Change State, LGA level Reports Feb 2103

M4M: From design to implementation – key developments driven by the political economic analysis.

DFID approval M4D Contract amendments – January 2014.

M4D Quarterly Reports --

Quarter 1 M4D April to June 2013

Annex 3 (Revised ToC and logframe)

Annex 4 (M4D Numbers disaggregated by State)

Quarter 2 M4D July to September 2013

Annex 4 - Accountability Scale

Q 3 draft M4D October – December 2013

Annex 1 Quarterly Milestone Table Q3

Analysis reports on demands generated by PWD CBOs (Jan 2014)

“Catalyst”: The newsletter of Mobilising for Development Issue 1 – July, 2013

“Catalyst”: The newsletter of Mobilising for Development Issue 2 – January, 2014

- **Strategies/Frameworks:**

Outline Communication Strategy and First Year Action Plan Feb 2013

M4D Knowledge Management Strategy

M4D Monitoring, Evaluation and Learning (MEL) Strategy

M4D Innovation Strategy (Entry Points for BFAs)

M4D Risk Strategy (scenarios and implications)

M4D Safety and Security plan/GRM international security and standard operating procedures

M4D Value for Money Strategy

M4D Engagement Strategy

Annex 7 Capacity Building /Strengthening Strategy

Annex 5: Summary M4D Programme Implementation Strategy

Annex 8: Grants Strategy

Annex 14: M4D Entry points

Quarter 2 Annex 7: People with Disability strategy

M4D Logical Framework version fifteen final.

M4D's Population Targeting Logic

M4D ANNUAL REVIEW – MARCH 2014

M4D M&E Framework v3

M4D Output Breakdown

Kano YR 1 Implementation plan

Kaduna YR 1 Implementation plan

Jigawa YR 1 Implementation plan

Cross-cutters YR 1 Implementation plan

VFM Monitoring

M4M Signed Head Contract Original Contract: Section 5 Schedule of Prices

M4D Contract Amendment 2 PO 5669 Pro forma 5 Version 4

M4D Financial MIS.xlsx, created 3 Feb 2014

BFA

Developing BFAs – summary and progress Jan 2014

Guidance Note on the Development of Better-Fit Approaches (BFAs)

GESI

Feedback on Girls hub meeting – September 2013.

Feedback on population council workshop on safe space methodology best practices – November, 2013.

M4D Website: <http://www.mobilisingfordevelopment.com/>

Research/Visit Reports:

Ayesha Imam (May, 2013): Strategy and Implementation Plan to empower Adolescent Girls to become better organised, engaged and to demand equitable service provision and development outcomes, in M4D.

Shehu Dalhatu and Moses T. Aluaigba (September, 2013): A Report of field visits to Garun Malam, Kachia, and Ringim LGAs for Participatory Community Service Management Systems (PCSMS).

Angela Christie and Julian Barr (October 2012): Better Assessing VFM in DFID Nigeria Governance and Conflict Programming,

Ekaete Judith Umoh, (June 2013) Existing Policy Framework for People with Disabilities and Their Inclusion in Development Agenda in Northern Nigeria. (Draft)

Andrews M, Pritchett L, and Woolcock, M (2012): Escaping Capability Traps Through Problem-Driven Iterative Adaptation (PDIA), Working Paper 299, Centre for Global Development.

Research on governance and improving service delivery in the [Africa Power and Politics Programme](http://www.institutions-africa.org/) (APPP)
<http://www.institutions-africa.org/>

Other

DFID (2011): *DFID's Approach to Value for Money*

ANNEX 3**PEOPLE MET**

M4D Staff and TA	
Charles Abani	M4D Team Leader
Ibrahim Yakubu Muhammad	Finance and Administration Manager
Simeon Favour Onyedikachi	Result Monitoring/KManagement
Patricia Rowland	Technical Director
Fatima Shehu	Communication Adviser
Gombe Ibrahim	State Programme Manager, Jigawa
Hannatu Ahuwan	State Programme Manager, Kaduna
Sadiya Adamu	State Programme Manager, Kano
Fanen Ade	National Governance Adviser, Kano
Angela Christie	M4D Results Director
Sarah Maguire	GESI Programme Advisor
Sachin Gupta	Project Director, GRM
James Zasha	M4D Consultant Integrated Planning
DFID	
Wilf Mwamba	DFID Governance Adviser
Mary Anyankpele	DFID Programme Assistant
Field visits	
Kachia LGA Kaduna State	
Hon. Peter Agite	LGA Chairman
Hon. Alfred Maisamari	Vice Chairman
Hon. Augustine Sumer	Councillor, Works
Jibrin Goma	Director, ESD
Philip M. Bayero	Director, Works
Yusuf Bature	Director, Budget and Planning
Rosaline Clement	Hon. Councillor, Awon ward
Rose Chiroma	Women Dev. Officer
Paul L. Makeri	Social Welfare Officer
Kachia LGA CBOs	

Mintaka	Adm. Sec., KEDA
Kashimu Harma	Member, KEDA
Paul G. B. Makama	Chairman, JONAPWD
Sino Habila	Member, JONAPWD
Joshua M. Habila	Member, JONAPWD
Amana Getu	P.R.O. , JONAPWD
Dung Ward	
His Highness Sebastian Ali	Traditional Leader- Iyan Jaban Kogo District Head
Dung Community Development Association	Dung LSCs, Mentors and Peer champions
Kaduna State Officials	
Gimba Gboricks	DPRS
Adamu Makadi	PS Ministry for Local Government
Adamu Atama	BPRS
Malam Aminu	Perm Sec, Economic Planning
Hasheem Denlmdwa	Planning Officer
Saleh Adamu	Planning Officer
Igabi LGA Officials	
Hon Shehu A. Kwaso	HC
Isah A. Mustapha	DAGS
Ismaila Shuaibu	ADM RGS
Bashir Jibril jaji	ADM ZIAYA
Lawal Muazu Umar	LGI
Lawal I. Pate	DFS
Mansur Abdullahi	ADM Rigaunkun D.A
Sanusi Saidu	Councillor Gwaraji ward
Hashimu S. Dakatu	Councillor, Turunku ward
Nura Abubakar	Councillor, Rigachiku ward
Abdullahi Suleiman	Councillor, Birni Yero
Ahmad Magem	Director BPRS
Alhassan Idris Alhassan	Councillor

Masaud Isiyaku	M4D desk officer
Muatu Shuaibu	Councillor, S/Birini
Jushau Ibrahim Amadi	Councillor, Panshanu
Halilu Umar	Councillor, Igabi
Bashu Usman	Councillor, Z/AYA
Mustapha Yaro	Councillor, Kerawa
Tanimu M. Hassan	Acting Director, PHC
Adamu Moh'd Yau	Councillor, Kuarau
Sarkin Tsaftan Zazzau	Ward Traditional Leader
JIGAWA STATE	
State officials	
Ibrahium Rabakaya	Executive Sec
Adamu Shaaibu	Hon Member Jigawa House of Assembly
Adamu Muazo	PS Ministry of Local Government
Muhammad Yusha	Director DPRS (MLG)
Muktari Isyaku Abdullah	Director PRS (Min of Women's Affairs)
Adamu Muhammad Garungabas	Permanent Sec Budget and Planning
Ringim LGA Officials	
Sumaila Isa	LGA Secretary
Yahaya Wada	HP Leader
Mond Yakubu	Councillor Planning
Sani Usman	Information officer
Sani Bala	Councillor, Ringim ward
Adamu Garba	HOD Education
Girls groups -- Ringim Peer Champions/ Mentors:	Hafsat Yau Hafsat Ibrahim
Sadiya Hassam Fatima Ahmad Yyjanli	Amina Sikiru Ummi Aminu Salma Mohd
Ringim LGA and Ward level CBOs (& PWD)	
Yakubu Danmairan	Asst Coordinator, KAHDEV

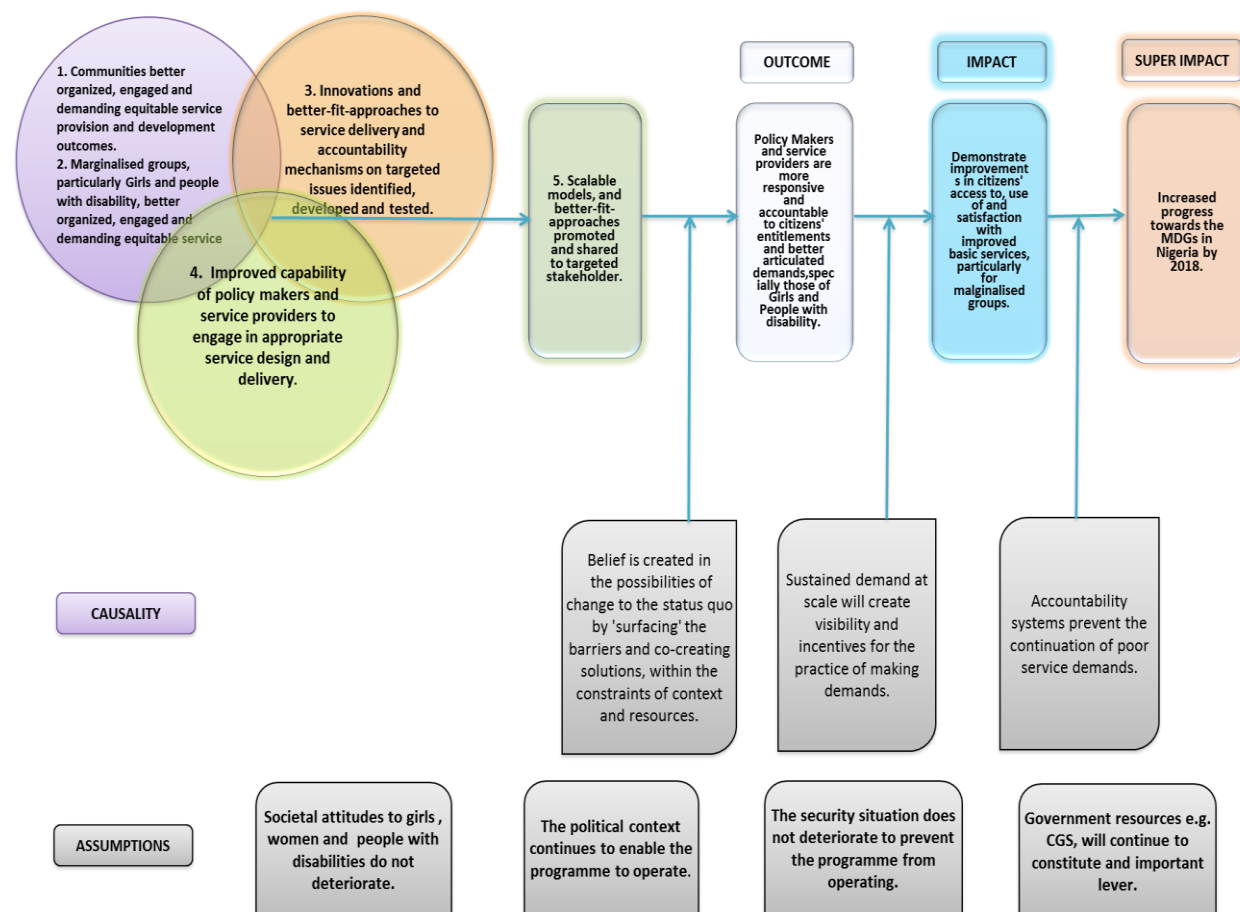
Salisu Musa	Chairman, RINCOF
Umar Farouk Haruna	Project Manager, RINCOF
Musa Umar	Chairman PWD
Adamu Hassa Isau Rabi Sataran Kudi Sakatara Sanusi Haladu	Members PWD
Ismaila Sabo	Asst. Fin Sec KAHDEV
Hussaina Saidu	Social Welfare
Faiza Aminu Usaina Uma Zainab Hassan Nasir Bala Sahabi Idris	KAHDEV members
Malam Madori	
Alh. Muhammad Sale Kuliya	District Head
Malam Madori LGA Development Foundation Malam Madori Water Consumers Association, Dunari – ward PWD Malam Madori – LGA level CBO	CBOs Members of JONAPWD
KANO STATE Dawakin Tofa LGA	
H. H. Ali Abdullai Tattarawa Development Association Tattarawa Youth Development Association.	District Head Tattarawa,
Salisu Ali Alhassan Aminu Shehu Abdulkarim Garba Salisu Alhassan Umar Ayuba saminu Zharaddeen Anien	Dawakin Tofa Initiative for Progress (DATIP)— PRO 1 Secretary Treasurer Financial Secretary Asst secretary General Chairman PRO 2

Hamisu T. Abdullahi Tijjani Alhaji	Member
D-T Peer Champions and Mentors: Amina Hudu Nafisa Abdul Karim Barira Liti	Sadia Abdullahi Nana Ahamad Suwaibi Bello
Kano State Officials	
Dr Binta Tijjani Jibril	Commissioner Women's Affairs and Social Development
Hamza Mahmud	ACPO
Ibrahim G Kabara	Director PRS
Hassan Abba	SUBEB
Amin Babu Dibal Rabi Adamu	SAVI
Garum Mallam LGA Officials	
Usaini Ali Ajingi	Interim LG Chairman
Abdullahi M. Gwarzo	DPM
Abubarkar Abba Sheshe	Acting Head HOD Works
Ibrahim U Dalawa	HOD PRS
Ali Hassan T/Bayaro	CPO
Abdulrahaman Tsoho	Chairman LH
Yahaya Isah	HOD Com
Magaji Rogo	
Sulaiman Yusuf	E/S G/M
Rayyanu Muazu	Imam, Garum Mallam
Ali Balarabe	PHC
Lawan A Madaki	Village Head
Hannatu Sani	Women's Leader
LGA/Ward level CBOs Garum Mallam LGA	

	GM Youth Dev Association
Awaisu Umar Usman	Chairman
Jibrin Salisu Yusuf Ibrahim Ahmad Isah	Secretary Member Member
	GM Youth Progressive Movement
Musa Ahmed Yammana	Chairman
Salisu Gansi	Secretary
Yusif Halliru	Member

ANNEX 4

THEORY OF CHANGE



ANNEX 5 – Total Programme Costs: revised January 2014**BREAKDOWN - TOTAL COSTS FOR INCEPTION AND IMPLEMENTATION**

Cost Element	Inception	Implementation Spent To Date	Implementation Remaining	TOTAL	CA #1
Fees					
Long Term Inputs	£485,613	£478,658	£7,139,022	£8,103,292	£7,361,180
Short Term Inputs	£387,064	£149,623	£1,434,140	£1,970,827	£1,945,265
20% On Fees For Milestones		£0	-£1,714,632	-£1,714,632	
TOTAL FEES (A)	£872,676	£628,281	£6,858,530	£8,359,487	
IMPLEMENTATION MILESTONES		£0	£1,714,632	£1,714,632	
Expenses					
Total Travel	£49,483	£21,667	£300,000	£371,150	£493,725
Total Living	£132,277	£37,131	£1,068,332	£1,237,740	£1,115,004
Total Equipment	£171,271	£73,948	£1,053,050	£1,298,269	£1,272,576
Total Other	£56,204	£83,754	£4,342,578	£4,482,536	£4,642,084
TOTAL EXPENSES (B)	£409,234	£216,501	£6,763,960	£7,389,694	£7,523,389
Total - GRM International	£1,281,910	£844,782	£15,337,122	£17,463,813	£16,829,834
Procurement - Crown Agents	£156,419	£0	£129,752	£286,171	£221,836
TOTAL	£1,438,329	£844,782	£15,466,874	£17,749,984	£17,051,670

Annex 6 - State Summaries

Jigawa State Summary

Date of AR visit: 5 February, 2014

AR Team visited 2 of the 3 LGAs with M4D interventions in Jigawa State and met the following:

- State level Officials and a member of State House of Assembly.

Ringim LGA

- Local Government Officials (PMs/SPs)
- LGA Level CBO – Ringim Committee of friends (RINCOF)
- PWD – JONAPWD Ringim LGA Branch.
- Ward level CBO – Kamala Health Dev. Initiative (KHADEV) (200 member/30 women)
- Peer Champions and a LSC in Ringim.

Mallam MadoriLGA

- District Head of Mallam Madori
- LGA level CBO – Mallam Madori Dev. Foundation
- Ward Level CBO -- Water Consumers Assoc, Dunari
- PWD – JONAPWD Mallam Madori Branch
- Peer Champions and a Life Skill Club

Highlights:

- Jigawa is one of the 2 M4D States that has elected rather than selected LG officials. This system should in itself provide greater opportunities for accountability. M4D needs to see how it is used.
- Jigawa State Government officials were pleased that M4D wider application enables attention to PWD which would not have been as easy working with Millennium Development Goals.
- Jigawa state has a principle of appointing at least one PWD as an adviser to the Governor – a positive gesture, in the spirit of inclusion.
- Jigawa state officials critiqued project terminologies, in particular the idea of “safe places for girls”. This was interpreted as giving girls freedom to do anything they like without supervision. The programme showed flexibility and now uses Life Skills Clubs. They also wanted to extend the target group to embrace the “girl child”, this is still on their agenda, and indicates they do not fully agree with the reason for working with AGs.
- State level officials see that communities can be helpful in managing budget monitoring.
- The SLGP was implemented in Jigawa and LGAs did some consultation on planning and budgets. State officials view this as a participatory process. M4D in Jigawa could usefully investigate what this project achieved and where it was most successful.
- Education is free for all girls at all levels, including tertiary scholarships. All pregnant women and Children under 5 also can access free Health care in Jigawa State. There are two DFID programmes: SCF implemented Child Development and Grants cash transfers and nutrition; PATHS 2 and PRINN-MNCH which support this. These complement the vision and mandate of M4D.
- Sanitation is an issue: public toilets are not well used and not kept clean. The project plans to test a BFA on public private partnership, including the charging for toilets. Some ethnic groups (the Kanuris) believe that it is a taboo to construct a toilet in their house.
- Our meeting with the Ringim LGA officials did not include the Chairperson who attended the M4D workshops. The level of understanding amongst the other Directors was not strong and the LGA’s Director of Information had not heard of M4D before our visit. The LGA councillors however, were aware of the M4D project and the idea of community demands. Support to LGAs on how to communicate with teams etc about new projects could be useful and increase transparency as well as opening doors.
- LGA and Ward level CBOs appeared to be organised and already working on the ground. RINCOF claimed to have 7 CBOs under it which raises the question whether RINCOF is a CBO or an NGO. KHADEV too

has worked with PATHS2 and ESPINN and currently, they work in 16 of 27 LGAs in Jigawa State although in M4D they are described as a ward level CBO.

- The KHADEV community meeting that we attended was very large. Men were discussing community financial contribution to a health scheme. It was not clear to the team whether this was a priority for the community or whether KHADEV was promoting it. In a separate meeting, women said that they have not had any contact with M4D. This suggests M4D needs to attend community meetings and observe who is making decisions and what is being prioritized. Listening to community interests is critical to M4Ds credibility.
- M4D Implementation in Jigawa was a little bit behind the other two states.
- Documentation on the fieldwork requires improvement. There was moreover, no MOUs/agreement particularly for the BFAs. CBOs have understood the need to gather evidence to support the requests and in some cases were doing it well. Examples included the various pictures taken to back up demands.
- The Traditional leader visited at Mallam Madori showed enthusiasm and readiness to support M4D
- Girls in Ringim do not go to community meetings. Mentors go to meetings on their behalf and they mainly meet in mentors houses. Girls were desirous of becoming mentors in future for them to attend meetings. The Girls showed interest in Business, Education and Health. They submitted a demand for toilets in the market place through their mentors. The idea of toilets appeared to have come from the mentors who attended community meeting where it was prioritized.
- In Mallam Madori, the review team had very limited time, not enough time to interview girls groups. We however discovered that mentors were tailors, teachers, and business women and they identified girls from their own known networks.

Conclusions/Recommendations:

- The state officials are active gate-keepers; M4D should endeavour to develop strategies to mitigate the conservative culture prevalent in Jigawa state.
- Overtime the project needs to look for opportunities to bring Mentors and/or Traditional leaders and parents of girls who have allowed girls to participate and present their work. Overtime the project participants may feel able to show case work with State officials.
- Jigawa's new State Programme Manager, is well connected, has DFID programme experience, and should be able to catch up. It is important to engage more with the integrity of the process and work by staff, CBOs and LGAs.
- Documentation of interventions in the field should be improved. This is desirable for knowledge Management. Responsibility for this starts with CDOs and LGA Governance staff. The CDOOs that are local government based are expected to spend at least 75% of their working time on the field.
- Presentation of M4D as "gap filling" requires more interrogation and explanation by project as runs the risk of raising expectations which cannot be met
- Jigawa State officials are having quite a high influence on the project. While this is seen as pragmatic in the early days, overtime, the project needs to reflect on the language used, and also share experiences from other states.

Kaduna State summary

Date of AR visit: 3-4 February, 2014

AR team visited 2 of the 3 LGAs (Kachia and Igabi and met the following groups:

- State level officers – Senior Kaduna State Officials
- Kachia Local Government – Local Government Officials (PMs/SPs)
- LGA Level CBO – Kachia Educational Department Association (KEDA)
- Ward level CBO – Dung Community Department Association (DCDA)
- PWD – JONAPWD Kachia Branch.
- Traditional Leader – District Head of Dung
- Igabi Local Government. – LGA Level CBO – School Based Management Committee.
- Ward level CBO – Network of CBOs in Gadan Gayan and environs.
- PWD-JONAPWD Igabi LGA Branch
- Life Skills Clubs (Peer Champions) Dung

Highlights:

- Kaduna State came on board as last of the 3 States for M4D Intervention. The State programme responded to request from the Governor to start earlier than planned. The M4D team is focused and understands the experimental nature of the programme. They have worked hard to catch up. The State Programme has an office, up and running.
- His Excellency, the Governor has expressed support for integrated planning system for Local Government Areas in Kaduna State. This is supportive to the message of M4D. Many of the Kaduna State Officials were new in post and, as such, new to the M4D programme (due to staff turn-over within the Ministries as part of the State Government's reshuffle). This is a challenge to the programme and seems to need more sensitization to get buy-in. Two important, if less senior, planning staff are still in post. As yet the senior staff does not see the M4D programme as affecting how the State works and they envisage change only happening at LGA level.
- A consultant to the programme on Integrated Planning attended the meeting as the programme intends to implement a BFA. The new Permanent secretary, Planning and Budgets also attended a LGA (SP and PM) capacity building on participatory planning and standard based working etc. during the review. These indeed will enhance effective M4D implementation in the State.
- District Heads demonstrated enthusiasm and support for the M4D. This is seen as a good foundation for buy-in and adoption of the approach.
- Both Local Govt. Area and Ward level CBOs, as well as PWD and AG were generally quite strong in the State.

Igabi LGA:

- Local Government officials equally expressed and demonstrated support for M4D. M4D has a Desk officer, appointed and funded by the LGA in Igabi LGA.
- The M4D project was requested by the Igabi LGAs to assist in developing strategy for use of three tractors and assist on the issue of the ginger factory in Kachia. The Tractor issue is being looked at as part of M4D's Best Fit (BFA) approach on agricultural leasing. The closed Ginger factory which is seen as important in the local economy has not been formulated as a demand to M4D nor has it been submitted to the LGA.
- There appeared to be some confusion about how M4D and CGS were linked.
- The LGA has submitted a proposal to the CGS and is waiting for approval
- The LGA is conscious of the need for inclusion of PWD but much less for women and girls. They have a programme on basic education and hope to buy tricycles for PWD.
- There are 112 women's registered cooperatives that were not mentioned by the male LGA staff. The project must ensure these women are able to benefit from the Agricultural leasing.

Kachia LGA:

- KEDA is an established education NGO with many different partners. They already rate themselves very high on the Community Dialogue and Action Scale (CDAS), scoring themselves 4s and 5s on the CDAS as they are able to engage and influence local government.
- PWD is part of JONAPWD. They work with similar partners as KEDA. However, the main challenge for the PWD is poverty and changing the begging culture. They expect M4D to help them do wider mobilization and overcome poverty. PWD said they started on 0 and have moved to 4 on CDAS They have learnt to make plans and keep records during their work with M4D. These are positive signs of perception; although it did not come as a result of a systematic application of the CDAS.
- Dung Community Development Association is a ward level CBO in which all Dung Sons and Daughters should automatically be members – currently; there are 6 villages and 150 active members. They have worked on school renovation with a Japanese Development Agency. We met with community members mainly from three of the six villages where mobilization has so far taken place. Roads and bridges were their priorities but they are not ready to make a demand to the LGA yet until they have mobilized all the six villages that make-up their communities. The Review Team saw a sign of a WB project for secondary road in the community but did not have time to establish connection to the priorities.
- The DCDA felt that they have shifted from being youth focused to having broader community interests. They feel that the community does not understand the project yet. The DCDA was making efforts to mobilize more young women to join their CBO. There were no women in the group we met.

- There are ethnic and religious differences between the 2 LGAs selected for M4D Intervention in Kaduna State – these have Implications for the programme. For Instance, girls in KACHIA LGA are understood as more outgoing than their Igabi LGA counterparts. They also have a different set of issues, in particular early pregnancy while they share issues about access to education.
- Some of the “quick wins” of M4D were highlighted to include: inclusion of women in the PWDCBO; The Dung Community Development Association has started to try and get female members after its engagement with M4D; and building the capacity and ability of CBOs for community mobilization and demand generation with evidences..
- Kachia LGA has experience of working with Development Partners e.g. USAID, World Bank, ESSPIN.
- Documentation is low on the field. This has implication for knowledge Management. It may also hinder the outputs on BFA and scaling up.

Conclusions/Recommendations:

- In Kaduna state, the M4D team is taking advantage of the openness of Kaduna State and Local Government officials as well as Traditional leaders. M4D is moving at the speed of the state, and is seen as responsive.
- Given the strength of KEDA in Kachia LGA, there is potential for them to assist with training of other CBOs in the future.
- M4D should have structured curriculum for training programmes; Moreover, having a signed agreement with beneficiaries is desirable at least for record purposes.
- Kaduna offers a unique opportunity to track how different (faith) communities take on the project ideas. The importance of documenting the pathways to change in these different communities would provide valuable learning for M4D, enhance institutional memory on spread and scale.

Kano State Summary

Date of AR visit: 6-7 February, 2014

AR team visited 2 of the 3 LGAs with M4D interventions in Kano state and met the following:

- Dawakin Tofa Local Govt. – District Head, Tattarawa
- LGA Level CBO – Dawakin Tofa Youth Initiative for Progress (DATIP)
- Ward level CBO – Tattarawa Youth Development Association
- PWD – JONAPWD Dawakin Tofa LGA Branch
- Garun Malam LGA – LGA Officials and Traditional Leaders.
- LGA level CBO – Garun Malam Youth & Community Development Association
- Ward level CBO – Garun Malam Youth Progressive Movement.
- State level Officers - Senior Kano State Officials led by Hon.Com for Women Affairs

Highlights:

Tattarawa LGA:

- There is good support for M4D with some policy makers. The Commissioner for Women’s Affairs spoke enthusiastically and expressed satisfaction about M4D. A one day training and sensitization workshop for Women Development Officers (drawn from across the State) on issues for young girls was shared with the MoWA. The Workshop focused on hawking and drug abuse among the youth (male and female); 44 Women Development Officers attended, as well as the media. M4D created awareness about the Girls Club through role play and a video presentation. During discussions with MoWA, it became apparent that Kano State has yet to adopt the National Gender Policy.
- The Ministry of Local Government issued a “call” requesting the LGAs to contribute suggestions for the 2014 budget proposal, as part of a drive to implement a bottom up approach. This provided an opportunity for M4D to work with local CBOs in order to sensitize rural communities at the ward level and to participate in budgetary processes as a prerequisite to asking for the delivery of services and greater accountability.
- Tattarawa Youth Development Association (TYDA), a subset of the Tattarawa Development Association (TDA) was established 30 years ago. TYDA is large as it covers 4 towns /villages. They are well organized with experience in education, health and water. TYDA has a strong leadership which is embedded in local traditional leadership. However, power is overly concentrated in TYDA as it is the only CBO in the ward. TYDA was initially sceptical about M4D due to having previous experience of unfulfilled promises made by donor/NGOs. They thought M4D was going to relate to them in the same way; but they have realised M4D is different and so they are participating and giving their full support to M4D. Water is not a problem for Tattarawa village, but TYDA has prioritized new water infrastructure for one of the surrounding villages

(Faggo and Zangon Mata communities). They gathered supporting evidence through testing water quality and the test results showed high levels of health threatening bacteria in the water. M4D paid for the Tattarawa water test (which was only 500 naira) - we are not sure that this was a necessary contribution.

- Dawakin Tofa Initiative for Progress (DATIP) with 340 members (including 112 women) was established 5 years ago. DATIP has projects in 11 Wards including Tattarawa. DATIP has experience in promoting girls education and training of health care workers. Based on learning from M4D, DATIP made a demand for culvert repairs to a Construction Company who responded positively to them. Their community meetings also identified waste disposal and they have collected evidences and identified sites in preparation for making a demand.
- PWD Group in Dawakin Tofa - established 10 years ago and has been re-energised by M4D. Their aim is to stop street begging which will require skills training, so they made a request to the LGA and are awaiting a response. They have been pre-occupied with a state level census of PWD which revealed approximately 800 PWD in their community. M4D is supporting PWD platforms at the LGA Level to understand what entitlements are covered in the draft Disability Bill to be presented to the State House of Assembly by a member of the House of Assembly and a SAVI partner. Kano has no policy or laws relating to PWD and there is no budget allocation for their services.

Garun Malam LGA:

- Garun Malam Youth Development Association (GMYDA) is a LGA level CBO with 140 male and 32 female members. It started in 1999 and has worked with other NGOs/ projects. They cover 10 wards. The GMYDA has done environmental work on drainage, maintenance of community graveyards and flood prevention. Following a town meeting, they sent a letter (30th January 2014) to the LGA requesting information about 1 million Naira that had been allocated but not spent by the LGA.
- The Garun Malam Youth Progressive Movement (GMYPM) with 20 male and 5 female members is the M4D selected ward level CBO. Both GMYDA and GMYPM are trying to recruit more female members. At ward level the GMYPM has worked on health and sanitation. They worked with PATHS2 before. They have held a town meeting and made a request for school toilet construction.
- The law enacted against street begging will mean PWD will have to find alternatives means of making money. PWD have submitted a proposal to LGA for the provision of a monthly disability allowance as well as free education to be offered to all PWD and their children in order to curb street begging.

Conclusions/Recommendations:

- Lack of full understanding of the M4D concepts and processes was apparent in some Focus Group discussions e.g. Local Government officials at Garun Malam said they had responded to many claims but could not specify. A second respondent said we have only just been trained and have not translated this into action.
- The state M4D staff – particularly the CDOs (Community Development Officers) require more support on how to document and reflect on their interventions.
- The support from the senior Policy Makers and Service Providers of Kano State should be met with equal commitment, by state M4D officials (need to move quickly to start tangible activities within the communities) so as to capitalize on the current highly positive enabling environment.
- DATIP claimed that they have not worked with any other Development partners. This is an opportunity for M4D to effect desired change without much resistance.
- There are traditional beliefs associated with PWD and education – no matter how rich the father of a PWD is, he or she is obliged to beg as they believe that begging will bring special sakat (blessings) to them. There is a need for sensitization to shift attitudes about this practice. This further raises questions about the feasibility and enforceability of an anti-begging law.
- The interests expressed by the PWD group were not the same as the types of responses suggested by the LGA: the project has to ensure that there is a dialogue between the different parties to reach a shared understanding and agree which actions are feasible
- The linkage of Tattarawa (Dawakin Tofa) girls with the MOWA to receive soap making training is worthwhile. It is complementary to M4D. It is evidence that being organized can be a catalyst for attracting other benefits/inputs from beyond the project. This is seen as a potential to contribute to overall sustainability. Project needs to work out how to report on this.
- The inclusion, albeit silent, of traditional (1), religious (1) and Women (1) Leaders in our meeting with the Garun Malam Local Government officials is indicative of the power relationships between the “local leaders”. The project needs to facilitate a change in this relationship if traditional leaders are to be effective mediators for the community.