

# CoST Monitoring and Evaluation (M&E) basics

## Introduction

This note summarises the purpose, scope and approach of the Monitoring and Evaluation (M&E) of the CoST Pilot. This function, for which the Secretariat has appointed an independent M&E Consultant, is distinct from the design, management and implementation and focuses entirely on lessons learned and progress against the aims of CoST.

## 1 Context

### 1.1. The purpose of the CoST Pilot

The purpose of the CoST pilot itself is to test a new multi-stakeholder approach to the public sector procurement of construction projects. It is focussed primarily on improved transparency but is also intended to facilitate greater accountability. Over time, beyond the pilot phase and in combination with other national measures, it is anticipated that this will contribute to improved governance in each country's construction sector.

### 1.2. The CoST Logical framework (Logframe)

The overall design of CoST is set out in the CoST Logical Framework (Logframe). This summarises the activities to be carried out, the outputs to be delivered, the purpose to be achieved through the pilot phase, and the longer term goal. Each level within the framework also includes a summary of general indicators of progress, the proposed sources of information on those indicators, and any underlying risks or assumptions.

The Logframe is a key management tool, to be used for recording progress and making decisions if any corrective actions are required. It may over time be adjusted and improved in the light of experience gained across the CoST initiative.

## 2 The purpose and scope of M&E

### 2.1. Purpose

The primary purpose of the M&E process is to ensure that lessons can be learned and sound conclusions drawn, about what works, what does not work, and why. DFID and the World Bank may, at the end of the pilot, draw on this knowledge to develop a Continuation Plan for CoST that builds as appropriate on identified strengths and addresses weaknesses.

In addition, the M&E process is intended to ensure that those responsible for initiating and implementing the pilot remain accountable.

### 2.2. Scope

The CoST M&E system is closely related to the general management tool as summarised in the CoST Logframe, but includes the additional focus and detail needed to:

- *Monitor* changes that occur as a result of CoST; and
- *Evaluate* why those changes occurred.

The key elements of the M&E system are:

- ***The CoST Programme Framework.*** This provides a one page overview of the logical flow of CoST, which is fully consistent with the Logframe. This high level view is of particular interest to the donors and the International Secretariat.

The programme framework is available on the CoST web-site.

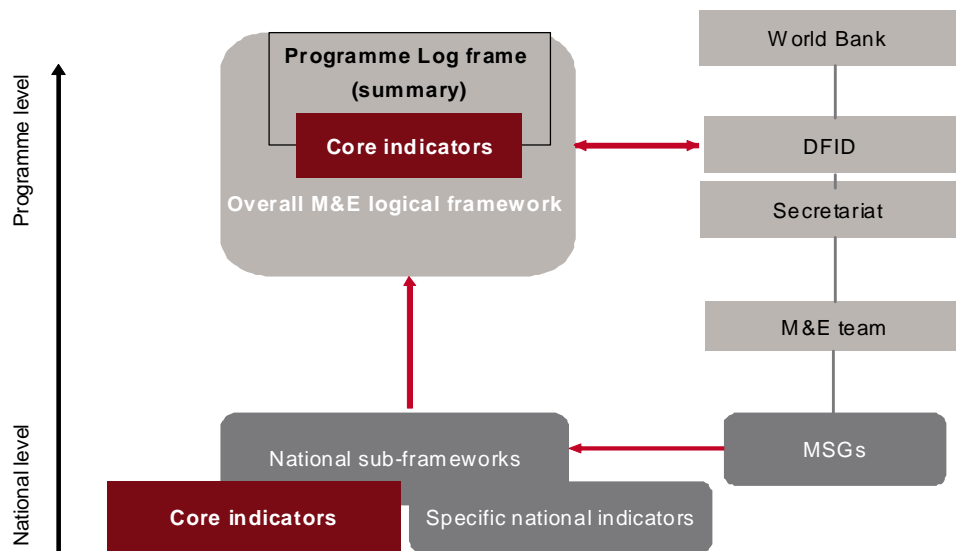
- **Core indicators.** These derive from the general indicators included in the Logframe, but are defined in more detail, and include measures of quality, quantity and timing. They are intended to be measured in every pilot country, thus allowing the M&E team to make comparisons between countries. 23 core indicators have been defined- see Annex 1.

The core indicators table is available on the CoST web-site.

- **National Sub-frameworks.** These are tables that set out how each MSG intends, primarily by measuring core indicators, to record progress towards the achievement of the sub-outputs for which it is responsible. The national sub- framework is the primary focus of the MSGs and needs to be finalised by each MSG.
- **Specific indicators.** In adapting the generic national sub-framework to the country context, each MSG is required to review whether it accurately reflects their proposed manner of contributing to the overall CoST aims, and whether suitable arrangements are in place to assemble or collect data on the specified core indicators. In most cases it expected that MSGs will identify the need for additional “specific” indicators to reflect the national context, either in terms of specific national objectives, or because of the ready availability of particularly relevant data. Specific indicators therefore allow flexibility for each MSG to tailor its national sub-framework to its own situation.
- **Schedules for data collection and reporting.** Building on the routine data management and reporting procedures established under CoST, these will include additional formats and procedures for ensuring that M&E data on CoST indicators are also stored and reported in a robust and systematic manner. Specific guidance will be provided by the International Secretariat but the MSG needs to maintain an overview and be aware of any gaps.

Revised report formats have been sent by the Secretariat and additional excel versions have been distributed by the Secretariat to the MSGs and are available on CoST web-site.

**Figure 1: Core elements of CoST M&E, and their relevance**



### 3 National MSGs' and M&E team's roles

In order to measure the changes resulting from CoST, it is necessary for each MSG to:

- Complete a national sub-framework to show how it will deliver its part of CoST;
- Define criteria for project selection and conduct *a baseline survey*; and
- Identify a group of “CoST” projects. At a later stage these may be compared with non- CoST projects.

The baseline survey, to be procured by each MSG in accordance with standard ToR, will provide a point of reference against which to compare subsequent data on indicators. Some of these data will come from ongoing routine data management and reporting. In future years, when sufficient time has elapsed, further follow-up exercises similar to the baseline survey may be justified, to measure changes in a quantified way.

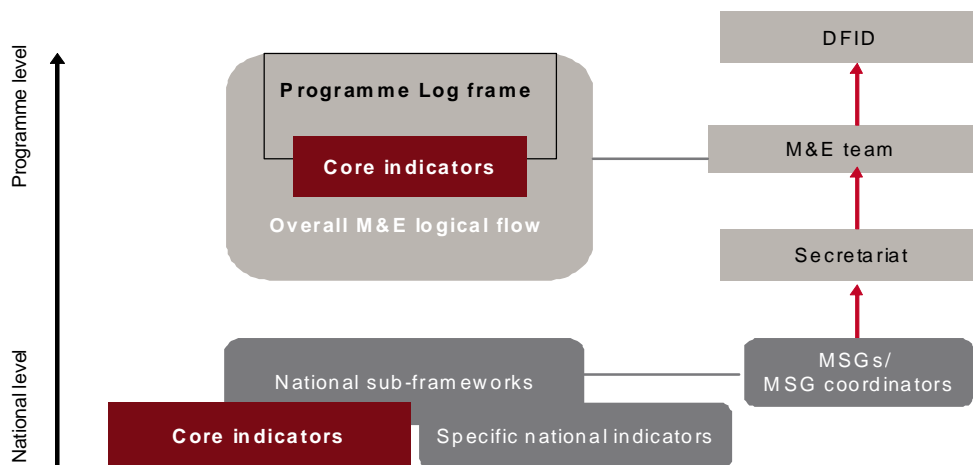
The “CoST” projects (and any future selection of “non-CoST” projects) should be randomly selected from a set of candidate projects satisfying the defined criteria. Specific baseline terms of reference and guidance has been provided by the International Secretariat. The International Secretariat can also provide support with the procurement of the baseline studies if / as needed.

As the M&E of CoST has to evaluate the overall CoST approach, and in particular the different CoST processes involved, it needs to be independent. To achieve this:

- The core indicators have been defined by the (independent) M&E team.
- The definition of national indicators is being facilitated by the M&E team.
- Basic procedures for the collection, storage and reporting of data have been agreed among DFID, the World Bank, the International Secretariat, the MSGs and the M&E team. This is to ensure that, in addition to the information needed for the management of CoST, the system captures and reports the additional more detailed information needed for M&E purposes.
- The analysis of the data and the evaluation will be done exclusively by the M&E team.

The independent M&E team has been appointed through a competitive tender and the CoST M&E evaluation results will be submitted to the UK-DFID and shared with the MSGs.

**Figure 2: Responsibilities for data collection**



## 4 Responsibilities and deadlines

Action	Responsible	Deadline
1. Initial Core indicators established	DFID and M&E team	Apr 2009
2. Core indicators agreed	IAG mandates working group	March 2009
3. Specific indicators established	MSGs and M&E team	Started Jan 09 Complete Jul 09
4. MSG reporting to the International Secretariat adapted to capture the agreed indicators	International Secretariat	Jun 2009
5. Baseline study	MSG	Sep 2009
6. Analysis of baseline study	M&E team	Nov 2009
7. Routine recording, storage and reporting of data.	MSG coordinators	ongoing
8. Regular submission of country progress reports to the M&E team	International Secretariat	ongoing
9. Visit to each region to discuss and record contextual and qualitative data	M&E team	Jan 2010
10. First draft of evaluation report	M&E team	Feb 2010
11. Final evaluation report (of the pilot phase)	M&E team	Mar 2010

## Annex 1: The 23 core indicators

No	Core indicator	Relevant programme log- frame indicator
1.	Dates, by country, of achievement of preparatory CoST milestones: <ul style="list-style-type: none"> <li>• Completion of design of CoST concept and modification for detailed application at national level</li> <li>• NMSG establishment</li> <li>• Workplan approval</li> <li>• Appointment of CoST staff</li> <li>• Baseline survey</li> </ul>	CoST institutional arrangements are in place  Criteria for project selection are agreed and participating projects selected
2.	Dates, by pilot country, of achievement of initial CoST milestones <ul style="list-style-type: none"> <li>• Finalisation of project selection criteria</li> <li>• Identification of CoST projects</li> </ul>	CoST institutional arrangements are in place  Criteria for project selection are agreed and participating projects selected
3.	Dates of MSG meetings, number of participants, and percentage of participation of each category of stakeholder	MSGs are established that are representative and effective
4.	Agreement on, quality of, and adherence to a written constitution to define the governance of the MSG	MSGs are established that are representative and effective
5.	5.1. For Clients approached for participation in CoST <ul style="list-style-type: none"> <li>• Number selected, and agreeing/ declining with time lapse between request and agreement</li> </ul> 5.2. For Consultants/Contractors on ongoing projects approached for participation in CoST <ul style="list-style-type: none"> <li>• Number selected, and agreeing/declining with time lapse between</li> </ul>	MSGs are established that are representative and effective

	request and agreement	
<b>6.</b>	6.1. Percentage of companies expressing interest in projects 6.2. Percentage of shortlisted companies who went on to bid	Stakeholders are committed to the CoST process and principles
<b>7.</b>	Contract value of CoST projects	Progress with extending CoST disclosure
<b>8.</b>	Proportion (by value and number) of CoST to (all) non-CoST projects in selected client group(s)	Progress with extending CoST disclosure
<b>9.</b>	Number of "lesson sharing" case studies, in standard format, by country, a) formally prepared and submitted b) shared across other pilot countries and c) leading to adoption in at least one other pilot country	Progress in commissioning effective central support functions
<b>10.</b>	What Material Project Information (MPI) is required to be made publicly available? Of this, for a sample of Procuring Entities, what MPI is being made publicly available?	Transparency
<b>11.</b>	On CoST projects, what MPI is being made publicly available, and through what media?	Transparency
<b>12.</b>	Number of CoST projects, and proportion subjected to: <ul style="list-style-type: none"> <li>• Summary Assurance process (presenting MPI and reporting on its completeness); and</li> <li>• In depth Assurance process (presenting MPI and commenting on its accuracy and possible implications)</li> </ul>	Transparency
<b>13.</b>	Frequency and nature of accessing CoST-related MPI and reports by NSAs, Government bodies, and others. (Use of and downloads from web site to be monitored)	Transparency
<b>14.</b>	Challenges raised, by stakeholders including MSG members, through media, parliament or other fora as a result of <ul style="list-style-type: none"> <li>• release of CoST MPI</li> <li>• CoST assurance process</li> </ul>	Accountability

15.	Response to challenges raised by stakeholders as a result of CoST, as demonstrated through: <ul style="list-style-type: none"> <li>• Clarification provided</li> <li>• Further investigation promised</li> </ul>	Accountability
16.	Number of public enquiries, police or judicial investigations launched as a result of CoST-related challenges wholly or partly upheld	Accountability
17.	The time from contract commencement date to completion date as a percentage of original contract programme at commencement date	Accountability
18.	Percentage of projects considered by assurance team to have a high risk of governance failure	Accountability
19.	(For countries looking at works supervision contracts) Average % changes from <ul style="list-style-type: none"> <li>• Initial estimated price to Contract price on commencement date and</li> <li>• Contract price on commencement date to Final cost at completion date (contract for works supervision)</li> </ul>	Accountability
20.	For construction works contract: Average % changes from <ul style="list-style-type: none"> <li>• Engineers estimated cost to Contract price on commencement date and</li> <li>• Contract price on commencement date to Final cost at completion date</li> </ul>	Accountability
21.	Instances of re-award of main contract, with reasons	Accountability
22.	Number and value of instructions to the contractor to remedy defective work: <ul style="list-style-type: none"> <li>• Issued</li> <li>• Implemented</li> </ul>	Accountability
23.	Number of countries a) expressing interest in CoST b) formally seeking to join CoST	Accountability