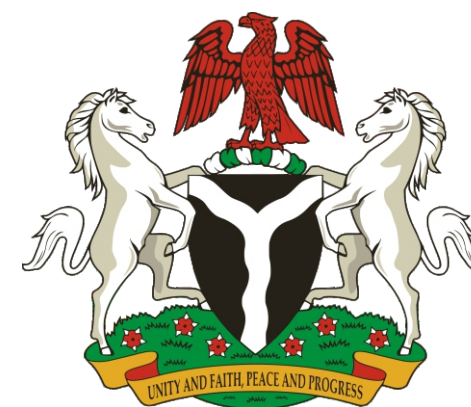




MINISTRY OF BUDGET AND ECONOMIC PLANNING SOKOTO STATE



DEVELOPMENT COOPERATION MANAGEMENT POLICY FRAMEWORK

REVISED, 2025



POLICY REVISION
SUPPORTED BY:



POLICY DEVELOPMENT
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ABBREVIATIONS

CSO	Civil Society Organization
DICM	Development/Implementing Coordination Meeting
DCU	Donor Coordination Unit
LGA	Local Government Area
M&E	Monitoring and Evaluation
MDA	Ministry Department and Agency
MoU	Memorandum of Understanding
OECD	Organization for Economic Cooperation and Development
PFM	Public Financial Management
MBEP	Ministry of Budget and Economic Planning
TA	Technical Assistance
UN	United Nations
UNFPA	United Nations Population Fund
UNICEF	United Nations International Children Fund
USAID	United States Agency for International Development
WHO	World Health Organization
LEAD	Leadership Empowerment Advocacy and Development
RTI	Research Triangle International

FOREWORD



I am highly delighted to write the forward to this masterpiece of our policy effort, as the Commissioner of Budget and Economic Planning overseeing the affairs of Economic planning on behalf of the Executive Governor of Sokoto State Dr Ahmad Aliyu Sokoto.

This revised Development Cooperation Policy builds on our past experiences, lessons learned, and emerging opportunities. It reflects our renewed commitment to fostering inclusive, sustainable, and resilient development pathways that prioritize the needs and aspirations of our partner organisations and communities.

In our journey towards sustainable development and global prosperity, it has become increasingly clear that effective development cooperation is crucial in achieving our shared goals. Sokoto State has a long-standing commitment to development cooperation, recognizing the importance of collaboration, mutual learning, and collective action in addressing the complex challenges facing our State today.

This document is intended to guide the management and implementation of donor cooperation in Sokoto State. It is designed to support our partners in accelerating progress towards national and international development goals and targets, additionally it serves as a guide for promoting mutual accountability between the government and development partners in the state.

I am pleased that this document was developed through the combined efforts of all stakeholders, spearheaded by the Sokoto State Ministry of Budget and Economic Planning, UNFPA, USAID via (Health Finance and Governance project, USAID LEAD Project and WHO). The document comes at the right time, with the right strategies to improve developmental indices through Development Cooperation Management Policy Framework outlined herein.

I call upon all stakeholders to sustain and enhance their efforts as detailed in this document, so that we can collectively achieve the much-desired improvements in health, Education, Humanitarian and other development sectors for the wellbeing of the people of Sokoto State. We owe this duty to current and future generations, our communities and the global community at large.

We appreciate the efforts and contribution of the various stakeholders for their articulation and the processes involved in developing this policy framework for Sokoto State. The efforts of the likes of Dr. Gafar Alawode, Gloria Enueze, Yusuf Bello, Shehu Abdullahi Dogondaji, Abubakar Muhammad Ahmad, Hajara Shibkau, Mainasara Bello and Stephen Olalekan are highly appreciated. I am confident that this revised policy will serve as a foundation for strengthened partnerships, collaborative action, and meaningful progress towards our shared development goals.

Finally, this document will serve as a guide for donor interventions in Sokoto State. I, therefore, recommend it to anyone whose interventions aim to accelerate progress and promote accountability between Sokoto State Government and its development partners.

A stylized signature in green ink, appearing to read 'Abubakar'.

HON. DR. ABUBAKAR MOHAMMED ZAYYANA
Honourable Commissioner
Ministry of Budget and Economic Planning, Sokoto

EXECUTIVE SUMMARY

Development Cooperation is an important mechanism that can provide the needed support to transform economic development vision of developing countries - into reality through technical assistance on policy design, institutional capacity strengthening for implementation and use of information for informed decision making. Development Cooperation is also an important mechanism for bridging critical resource gaps to provide needed inputs for actualizing certain development targets especially in service delivery areas such as health and education sectors. However, steps should be taken to ensure that the revised Development Cooperation plays a catalytic role on government spending instead of replacing it.

The objectives of the revised Policy Framework are:

- To promote shared understanding of Government development goals and policy thrusts among all actors including Development Partners.
- To align all activities of Development Partners to the Policy thrust of the Government and mobilize additional resources for achieving Government development objectives.
- To promote efficient utilization of Government and Partners' resources towards achieving shared development goals.
- To establish a robust and functional Coordination Platform that promotes harmonization, local ownership, and joint monitoring for result.
- To promote mutual accountability between Government and Development Partners.
- To create an enabling environment for Development Partners to operate in Sokoto State, achieve their project objectives and contribute to Government systems strengthening.

This revised policy framework contains policy statement that highlights procedure for the following: Partner entry process, Project Design, Monitoring and Evaluation, data management processes -and Coordination. Other aspects of policy statements include accountability and transparency, harmonization, alignment, and partner exit process. Roles and responsibilities of different actors are also described in the Policy Framework.



MARYAM AHMAD BARADE

Permanent Secretary

Ministry of Budget and Economic Planning, Sokoto.

1.0 INTRODUCTION

1.1 Roles of Development Cooperation in supporting Economic Development efforts

Development Cooperation is an important mechanism that can provide the needed support to transform economic development vision of developing countries -- into reality through technical assistance on policy design, institutional capacity strengthening for implementation and use of information for informed decision making.

Development Cooperation is also an important mechanism for bridging critical resource gap to provide the needed inputs for actualizing certain development targets especially in service delivery areas such as health and education sectors. However, steps should be taken to ensure that the Development Cooperation plays a catalytic role on Government spending instead of replacing it.

Development Cooperation also plays a huge role in shaping the behavior of the political class and other key actors and institutions towards aligning their influence and interest towards achieving International and locally agreed development goals.

1.2 Rationale

Despite the potential of Development Cooperation -- to transform development landscape, through technical assistance, bridging service input gap and high-level advocacy, the desired development will not be achieved unless there is deliberate effort and agreement between all parties in Development Cooperation. To foster such agreement, there is need to enshrine widely accepted principles of Development Cooperation through an explicit Policy Framework jointly developed and implemented by all parties to Development Cooperation.

This Policy Framework is designed to foster consensus between the Government of Sokoto State and Development Partners supporting different sectors.

1.3 Objectives

The main objective of the Development Cooperation Policy is to establish a shared guiding framework for effective partnership between the government of Sokoto State and Development Partners to accelerate progress towards National and International development goals and targets. The following are the objectives of the Policy Framework:

- To promote shared understanding of Government development goals and policy thrusts among all actors including Development Partners.

- To align all activities of Development Partners to the Policy thrust of the Government and mobilize additional resources for achieving Government development objectives.
- To promote efficient utilization of Government and Partners' resources towards achieving shared development goals.
- To establish a robust and functional Coordination Platform that promotes harmonization, local ownership, and joint monitoring for results.
- To promote mutual accountability between Government and Development Partners.
- To create an enabling environment for Development Partners to operate in Sokoto State, achieve their project objectives and contribute to Government systems strengthening.

1.4 Guiding principles

- **Alignment** – Development Assistance shall be aligned to the State and Sectoral development strategies and will maximize use of Government systems and procedures.
- **Managing for Results** – Government and Partners shall improve Policies and procedures to maximize the impact of Development Assistance on State development results.
- **Accountability** – Government and Partners shall be accountable to one another and to the citizens of Sokoto State.
- **Value for Money** – All Partners shall strive to achieve maximum value for money.
- **Transparency and Predictability** – Development Partners and State Government shall ensure maximum transparency and predictability on flows and results of Development Assistance.
- **Reducing transaction costs** – Improved Development Assistance management will reduce negotiation/bureaucracy and focus resources on delivering results.
- **Inclusivity** – the policy shall be adapted to the particular features of development Partners to encourage their participation (OECD, non-OECD, Civil Society Organizations, Foundations, etc.). All relevant Government MDAs and Stakeholders (Legislature, CSOs, Private Sector) shall be involved in its design/implementation.
- **Coordination** – The policy shall be implemented through existing or streamlined structures and processes under the MBEP to minimize transaction costs.

1.5 Policy Development Process

Sokoto State Development Cooperation Management Policy document was developed through a participatory process that involved relevant Ministries, Departments and Agencies (MDAs), Development Partners, Legislators, and representatives of Civil Society Organizations. The process began with situation analysis conducted through desk review of relevant policy documents and key informant interviews. Subsequently, a -- workshop was conducted to deepen the understanding of major Stakeholders on Development Cooperation concept and commenced the process of policy drafting. The policy draft statements agreed at the workshop were further developed and presented to the Stakeholders for validation.

2.0 POLICY STATEMENTS

2.1 Partners entry process

Sokoto State Government welcomes support from new Development Partners that intend to contribute to the development of the State in one or more Sectors. However, the entry process of such Partners must conform to the procedure described below.

- i. The entry point for all Development Partners in the state is the Ministry of Budget and Economic Planning (MBEP). Partners are expected to notify the MBEP of their intention to support the State in a specific Sector through a letter of expression of interest with details of areas of support, specific activities, duration, financial worth of the support including source of funding.
- ii. The MBEP upon receipt of such letter shall organize a meeting between the Partner and concerned MDAs to discuss the expressed interest of the partner in the light of needs and policy direction of the state in that sector.
- iii. Concerned MDAs shall articulate strategic priorities of the Sector, provide relevant Government documents that describe the strategic objectives of the Sector.
- iv. The Implementing MDAs Shall also provide information on existing Partners' support in the chosen area of intervention to minimize avoidable overlaps and gaps.
- v. The Implementing MDAs Shall also provide analysis of gaps and advise on activities to prioritize. Summary of lessons learned from previous project implementation will be provided to guide the process design in order to avoid mistakes of the past.

If an agreement is reached between the State and the Partners, a Memorandum of Understanding (MoU) template produced by MBEP will be used to develop a detailed MoU between the State and the Partner. New Partners shall not commence operations in the state until the MoU is fully executed. A copy of the State Development Cooperation Management Policy Framework will be handed over to the new partners to guide their relationship with the State.

2.2 Project Design

Project Design Process shall be participatory in nature and wide array of Stakeholders should be involved including but not limited to relevant Government MDAs, Civil Society, other Partners and representatives of the beneficiary Communities.

In order to ensure full alignment of all Partners' activities to the Policy direction and needs of the concerned Sector and achieve equitable distribution of resources, the Implementing MDAs shall;

- ❖ Take the lead in the Project Work Plan Design for the newly introduced Project.
- ❖ Provide situation analysis highlighting gaps and activities of other actors/partners
- ❖ Provide information on Geographical distribution of existing intervention in order to minimize avoidable gaps and overlaps.

Project output areas and activities shall be aligned with Government priorities as contained in their relevant strategy documents. Identified activities should contribute to bridging identified gaps in affected MDAs. In order to harmonize the State and Project M&E systems, the project M&E Framework elements especially indicators and means of verification shall be aligned with the State M&E indicators. Costing of the project activities shall be done in such a way that financial responsibilities of both the Government and Partners shall be spelt out and agreement should be reached on cost sharing in line with the principle of shared responsibility.

Discussions on sustainability shall also commence at the onset of the Project and this will culminate in development of a Sustainability Plan for the Project. The Sustainability Plan will ensure that intervention approach is sustainable and there is a clear pathway for capacity transfer to the host institutions. Part of the Sustainability Plan should include utilization of local resources as much as possible, especially in the area of Technical Assistance (TA) provision; Local Consultants and Government Personnel should be part of pool of Consultants identified to provide necessary TA for the project.

2.3 Monitoring and Evaluation

Having aligned the Project M&E Framework with State's M&E Framework, the MBEP shall create a standardized reporting template for Partners' quarterly report. At the sector level, quarterly Partners' review meeting shall take place to review progress against target for each of the Partners in the sector. Partners shall submit their updated report using a standardized template produced by the MBEP. The quarterly review meeting also serves as a forum for mutual accountability towards making progress on mutually agreed milestones. The MBEP shall organize a quarterly Partners' Coordination meeting to review progress against set targets and appraise level of adherence to Development Cooperation Policy Framework in the State.

- Development Partners shall submit annual M&E report to MBEP and implementing MDAs
- MBEP and Implementing MDAs shall actively participate in annual and end of project evaluation across the State.
- MBEP and Implementing MDAs shall make contribution to the evaluation progress in terms of feedback on performance of Partners and adherence to State's Development Cooperation Policy Framework.
- MBEP and Implementing MDAs shall study the reports of evaluation and draw lessons that will shape future implementation of development projects.

2.4 Data Management and Protection

The MEPB shall establish a comprehensive database of data generated from donor activities including process, output and outcome data, the database will also include financial data and other resources expended on each donor supported Development Project in the State. The MBEP shall also keep data on Government Counterpart Funding commitment and proportion of committed fund released by Government on each donor supported Project.

The MBEP and Implementing MDAs shall have unhindered access to data generated before (baseline), during and after intervention by Development Partners within the State. The Data generated in the State shall not be disseminated through publication, conference presentation or through any other means without a written approval of MBEP

2.5 Coordination

Coordination of Development Partners' activities is very crucial to ensuring effectiveness of Development Cooperation in the State. Development Cooperation shall be centrally coordinated by MBEP while Sector specific Coordination shall be at the level of the implementing Ministries.

Existing coordination structure shall be repositioned to achieve all dimensions of Development Cooperation effectiveness and new ones established where none exist at the hitherto.

Development Cooperation shall be coordinated through a number of instruments described as follows:

Joint Planning: Joint Planning is an instrument for achieving improved alignment, harmonization and ownership. Development Partners shall be effectively involved in State Planning process including State Development Plan and Sector specific Development Plan and Medium-Term Sector Strategy. This will enable the Development Partners to have a good understanding of State policy direction and strategic objectives.

At the level of annual Operational Planning, contributions of Development Partners to the activities and targets of their host sector shall be captured the annual operational plan of the MDAs. On the other hand, Implementing MDAs shall shape Development Partners' Work Plan with available evidence of needs and strategic objectives of their Sector.

Resource and Performance Tracking: Effective tracking of resources and performance of both Government and Development Partners will pave the way for improved accountability, harmonization and monitoring for result. Available information management system and expenditure review mechanism shall be strengthened to produce regular information both magnitude and flow of both public and Development Partners' fund in a particular Sector. Partners score card shall be introduced which enables Development Partners to showcase performance against a set of agreed indicators and targets. Established coordination mechanism at the level of MBEP and Sector shall use information from expenditure and performance tracking to determine value for money of both Government and Donor investment, identify gaps and take decision on resource mobilization and efficiency of spending.

Coordination Meeting: Regular and well-organized Coordination meeting is a potent tool for achieving all dimensions of Development Cooperation effectiveness. Regular coordination meeting shall take place at the level of the MBEP and respective Sectors. Clear agenda for the coordination meeting shall be created to reflect important coordination issues and shared ahead of meetings. Coordination meetings shall be issues focused and clear action plan developed with specific recommendations, persons responsible and timelines. Action plans from coordination meeting shall be distributed not later than 48 hours after coordination meetings. Designated officers of the MBEP and Implementing MDAs shall follow up on status of implementation of Action Plan. Status of implementation of previous Action Plan shall be reviewed at the subsequent coordination meetings.

Partner's Mapping/Directory: Clear picture of which Partner does what, where, duration of implementation and quantum of resources involved is essential for promoting harmonization and local ownership. MBEP and Implementing MDAs shall keep up to date Partners' directory. The Partner's directory shall guide the MBEP and Implementing MDAs to avoid identified gaps and overlap during design and implementation of development Project.

2.6 Accountability and Transparency

Transparency and mutual accountability are cardinal principles of Development Cooperation effectiveness. Therefore, all Development/implementing partners and State Government shall transact their business openly and share implementation pertaining to but not limited to processes, budget/expenditure and Project performance. Government and Development/Implementing Partners shall be mutually answerable i.e. each party owes the other the duty of providing answers to questions that emanate from Project related information including but not limited to processes, budget/expenditure and project performance. Government and Development/Implementing Partners shall be amenable to correction and shall be responsive to requested changes informed by available evidence.

2.7 Harmonization

Processes and activities of Implementing Partners shall be conducted in such a way that will promote synergy between Government processes and activities of the Implementing MDAs and that of other Implementing Partners in the State. Partners directory and other information shall be used for Planning in order to minimize avoidable gaps and overlaps. As much as possible, activity of Development Partners shall be conducted in such a way

that productivity of government and other Partners shall be enhanced. Activities of Development Partners shall not displace Government financial responsibilities but stimulate improved domestic financing instead.

2.8 Alignment

For Development Cooperation to contribute significantly to the aspiration of sustainable Development in Sokoto State, objectives and processes of development Project shall be aligned with the State and Sector specific objectives and processes. Therefore, Development Partners shall prioritize Technical Assistance that will enable the State and supported Sector to have overarching Development Plan such as State Development Plan and Sector specific Development Plan where none exist. Development Partners shall also align strategic objectives of Development Project to the objectives contained in the State Development Plan and Sector specific Development Plan.

Where effective State system and processes exist in areas of Public Financial Management (PFM), Monitoring and Evaluation (M&E) and procurement, Development Partners shall not create unnecessary parallel system and use existing state system as much as possible. Where existing state system does not meet required standard, Development Partners shall provide necessary Technical Assistance to strengthen State system and use it subsequently at the expense of parallel system.

2.9 Partners Exit Process

A well-planned close-out process is necessary for sustaining gains of Development Project and to avoid gaps that could be created due to a partner's exit. Therefore, a Development/Implementing Partner shall notify the MBEP and Implementing MDAs at least six months before the final exit date. Upon receipt of close-out notification, the MBEP and Implementing MDAs shall work with the exiting Partner to develop a close-out Plan. The close out Plan shall have detailed implementation status, next steps, transition plan and asset disposition plan. The MBEP and Implementing MDAs shall play active roles in project evaluation in order to learn critical lessons that will be used to shape subsequent project design and implementation. Exiting Development Partner is also required to write detailed end of project reports that document processes, accomplishments (including unintended outcomes), challenges and lessons learned.

Upon exit, Partners are expected to develop costed Sustainability Plan and hand same to MBEP for implementation in collaboration with Partner MDAs.

3.0 DEVELOPMENT COOPERATION MANAGEMENT

3.1 Roles and Responsibilities

3.1.1 MBEP

The MBEP shall:

- Lead the process of State Development Plan design and instruct MDAs to design Sector specific Development Plan aligned to the State Development Plan.
- Use State Development plan as the basis for Development Cooperation and Implementing Partners shall align their activity and processes to it.
- Be the first point of call for every Development/Implementing Partner and it shall facilitate interface between Development/Implementing partner and potential Implementing MDAs.
- Facilitate process of MoU signing between Development/Implementing Partners and Government as well as ensuring that terms of MoU are adhered to.
- Call quarterly coordination meeting of Development/Implementing Partner and their implementing MDAs in accordance with the provisions of this policy document.
- Ensure that other aspects of coordination described in this policy document including joint planning, performance and resource tracking and partners mapping are institutionalized.
- Register and Accredite all Development Partners/Implementing Partners/NGOs involved in Development Cooperation activities in the State
- Keep database of all Development/Implementing Partners in the State and facilitate their exit in accordance with the laid procedure described in this document.
- Be the custodian of the Development Cooperation Policy Framework and it shall ensure adherence to its content and shall ensure review and update the document periodically.

3.1.2 Implementing MDAs

Implementing MDAs shall:

- Take the lead in implementation of this Development Cooperation Policy at the Sector level.
- Be responsible for ensuring that development partners understand strategic priorities of their respective sectors including gaps and key lessons learned from previous implementation.
- Ensure that work plan of Partners reflect strategic priorities of the sector and project are implemented in such a way that contribute to achieve objective of the sector without compromising quality, efficiency and sustainability.
- Coordinate Sector specific activities of Development/Implementing Partners using coordination tools recommended in this policy document.

- Play an active role during project evaluation and learn key lessons that will shape subsequent project design and implementation.
- Live up to their financial and other forms of commitments as expressed in signed MoU with development partners.
- Ensure that partners close out process is done in such a way that will not leave avoidable gaps as result of partners' exit.

3.1.3 Development/Implementing Partners

Development/Implementing Partners shall:

- ✓ Comply with the provision of this policy and ensure that their entry, project design, implementation and exit conform to established procedures described in this policy document.
- ✓ Carry out their activities in the State in conformity with the principles of Development Cooperation effectiveness.
- ✓ To ensure sustainability of Project goals and ideals, a minimum of 60% Workforce, Consultants and Sub-Contractors is sourced locally.

3.1.3 The Legislature

The Sokoto State Legislature shall:

- ✓ Deploy its Appropriation role to ensure that the State lives up to its financial and other commitment as contained in MoU signed with Development/Implementing Partners.
- ✓ Use its Appropriation function to ensure that donor money is not displacing state financial responsibility.
- ✓ Use its oversight responsibility to ensure that the MBEP and Implementing MDAs discharge their Development Cooperation responsibilities as described in this Policy document and hold all parties accountable to ensure value for money.
- ✓ Enact Appropriate Legislation to effectively implement Development Cooperation and other laws needed to fast track development process.

3.1.4 Civil Society Organizations (CSOs)

As the mouth piece of the people, CSOs shall ensure that Development Cooperation has impact on the citizens by monitoring implementation of this Policy and ensure that feedback from citizen are incorporated in the design and implementation of Development Project. CSOs will also hold all parties accountable for Value for Money and responsiveness to the need of the people.

3.2.0 Legal Framework for Development Cooperation Management

Effective implementation of Development Cooperation requires a robust Legal Framework that supports provisions of the Policy. Anticipated Legal Framework for this Policy shall recognize structure and processes described above and compel all parties involved to comply with the processes and stipulate appropriate rewards and sanctions for and disobedience respectively. The State House of Assembly shall enact a law that provides a legal backing for the Development Cooperation Framework.

4.0 Development Cooperation M&E Framework

To ensure effective implementation of the Development Cooperation Policy Framework, a robust M&E Framework with clear indicators, target and means of verification has been developed. The M&E Framework forms the basis for appraising performance of the development cooperation management efforts in the state. The MBEP is saddled with the responsibility of tracking indicators with agreed means of verification. The MBEP and Implementing MDAs will subsequently take necessary actions if agreed targets are not met.

4.0 REVIEW OF DEVELOPMENT COOPERATION POLICY FRAMEWORK

The Development Cooperation Policy Framework shall be reviewed after every 5 years of implementation or when the need arises.

s/n	Indicators	Target	Means of Verification	Remark
1	Availability of functional coordination unit	<ul style="list-style-type: none"> Existence of DCU in ministries DCU Focal persons at Departments & Agencies 	<ul style="list-style-type: none"> Functionality 	Availability of office space with full complement of staff
2	Frequency of coordination meetings	<ul style="list-style-type: none"> Quarterly meetings 	<ul style="list-style-type: none"> Minutes of meeting and attendance list 	
3	Percentage of identified action points resolved	<ul style="list-style-type: none"> At least 70% 	<ul style="list-style-type: none"> Action point tracker 	
4	Number of partners budget included in state health sector budget	<ul style="list-style-type: none"> Percentage of partner budget reflected in final health budget 	<ul style="list-style-type: none"> Joint annual operational plan 	?
5	Percentage of Government commitment to counterpart funding	<ul style="list-style-type: none"> At least 60% timely release of CTP funds. 	<ul style="list-style-type: none"> Donor counterpart report Counterpart Receipt information from donor 	
5	Availability of Donor partner updated mapping	<ul style="list-style-type: none"> One partner mapping updated twice in a year 	<ul style="list-style-type: none"> Updated partners mapping 	

Table 1: Development cooperation M&E framework

Annex 1: Donor directory

Project title	Donor	Budget	Duration	Intervention area	Objectives	Strategic objective it address	Coverage (LGA)	Date of next review/planning	Remarks

Annex 2: Update report template
Development/Implementing Coordination Meeting: Partners Update Report

Project title:	<div></div>	Date dd/mm/yy:	<div>__/__/__</div>
Name of organization:	<div></div>		

Activities for the quarter	Target	Achieved	Reasons for variance

Planned activities (next quarter)	Target	Remark

Challenges

Date of next programme review	
Date of next planning meeting	

Annex 3: Action point from DICM template

S/N	Agenda item	Action point	responsible	Remarks