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*From experience to knowledge...
From knowledge to action*

Building Capacity for Monitoring and Evaluation in Africa AfDB Role and Experience

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About OPEV

OPEV is the Operations Evaluation Department of the African Development Bank. It conducts independent, systematic assessments of the relevance, efficiency, effectiveness and impact of the Bank's policies, strategies and operations

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OPEV frequently contributes to conferences and seminars on development and evaluation. The OPEV Conference Paper Series is intended to make such papers available to a wider audience. The papers usually reflect the views of the authors rather than those of OPEV or the African Development Bank.

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ABBREVIATIONS AND ACRONYMS

3IE	International Initiative for Impact Evaluation
AAA	Accra Agenda for Action
ACBF	Africa Capacity Building Foundation
AfDB	African Development Bank
AfrEA	African Evaluation Association
APRM	African Peer Review Mechanism
CODE	Committee on Operations and Development Effectiveness
CoP	Community of Practice
DAC OECD	Development Assistance Committee - Organization for Economic Co-operation
-	and Development
ECD	Evaluation Capacity Development
ECG	Evaluation Cooperation Group
ECOWAS	Economic Community of West African States
IE	Impact Evaluation
IEG	Independent Evaluation Group
M&E	Monitoring and Evaluation
M&ECD	Monitoring and Evaluation Capacity Development
MAPS	Marrakech Action Plan for Statistics
MDB	Multilateral Development Banks
MDGs	Millennium Development Goals
MfDR	Managing for Development Results
NEPAD	New Partnership for Africa's Development
NONIE	Networks of Networks for Impact Evaluation
OPEV	Operations Evaluation Department
PCRs	Project Completion Report
PD	Paris Declaration
PRSP	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
RBM	Results-Based Management
RBM&E	Results-Based Monitoring and Evaluation
RMC	Regional Member Countries
SAMEA	South African Monitoring and Evaluation Association
UNDP	United Nations Development Program

SUMMARY

Demand for results information and evaluation feedback in Africa has increased sharply in recent years owing primarily to donor interest (MDGs, Paris Declaration, Accra Agenda for Action), but also to initiatives in African countries (Poverty Reduction Strategies, African Peer Review Mechanism). The recent emphasis on results, effectiveness, and impact has highlighted the inherent weaknesses and limited nature of Monitoring and Evaluation Capacity in Africa, underscoring the need to strengthen Monitoring and Evaluation Capacity Development (M&ECD).

The Bank's Operations Evaluation Department (OPEV) has been a strong proponent of M&ECD over the years, often partnering with others to support M&ECD in the Bank's regional member countries through a variety of advocacy and knowledge-sharing activities. These ECD efforts have borne some fruit, but much more needs to be done to fully address the great need for ECD in Africa.

Under OPEV's current mandate, ECD is seen as an integral part of country portfolio management work, as well as an instrument of public sector management reform. M&ECD is all the more important as, beyond its evaluation function, it can serve to foster better governance in countries and institutions by promoting transparency, accountability and a performance culture.

In the past, donors – the AfDB included – have focused their activities on the supply side of M&ECD. Individual knowledge and skills development through the training component has been the main support provided. Donors had forgotten that M&ECD and results-based management (RBM) should be approached in a demand-driven and comprehensive way.

This paper describes OPEV's role and experience in monitoring and evaluation capacity development in Africa and outlines the course it is pursuing at present based on its experience in the field. In the process, the paper also takes stock of M&ECD in Africa, including some of the challenges facing M&ECD in Africa, and examines possible options for the way forward.

Introduction

In recent years, the growing demand for results information and evaluation feedback in Africa has been driven primarily by donors (MDGs, Paris Declaration, Accra Agenda for Action), but also by African countries Poverty Reduction Strategies (PRSs), African Peer Review Mechanism (APRM). The recent emphasis on results, effectiveness, and impact underscores the importance of monitoring and evaluation capacity. Yet, all indications point to a relatively limited supply of appropriate M&E capacity in the region. African institutions must do more to strengthen their capacity to monitor and evaluate.

Since the end of the 1980s, the AfDB has been a proponent of M&E Capacity Development in Africa. Over the years, its Operations Evaluation Department, OPEV, has partnered with others to support M&ECD in RMCs through a variety of advocacy and knowledge-sharing activities. These include a preliminary study in 1988 aimed at promoting the establishment or strengthening of evaluation and monitoring units in regional member countries, and the organization in 1998 of a *Regional Seminar and Workshop on Strengthening Monitoring-Evaluation Capacity of Countries of Africa*. This paved the way towards establishing an evaluation culture in Africa and led to the establishment of the African Evaluation Association. In 2002, the AfDB and World Bank led the ECD strand of the African Evaluation Association Conference.

In 2005, the AfDB formally revised OPEV's mandate to underscore the need for ECD to be seen as an integral part of country portfolio management work, as well as an instrument of public sector management reform. Under its new ECD mandate, OPEV would enhance RMC and Bank capacity for self-evaluations of Bank policies, programs, and projects. Capacity building would be taken forward in partnerships with international and sub-regional development and evaluation organizations, commensurate with OPEV's comparative advantage in this field.

OPEV has made significant effort to meet its M&ECD mandate. However, as highlighted by an independent needs assessment led by OPEV in 2006, much remains to be done to meet the continent's M&ECD needs. Many of the potential areas for expansion are also outlined in recent OPEV reports. Following the needs assessment, OPEV jointly organized needs assessment training with partner institutions. The main findings helped clarify the way forward for OPEV in M&ECD.

Section 1 of this paper presents an overview of OPEV M&ECD activities over the years and the likely way forward. Section 2 reviews the rationale for a continued engagement and approach to M&ECD given ECD challenges in Africa; Section 3 outlines the way forward for M&ECD; and Section 4 concludes the paper.

1. OPEV Monitoring and Evaluation Capacity Development Activities

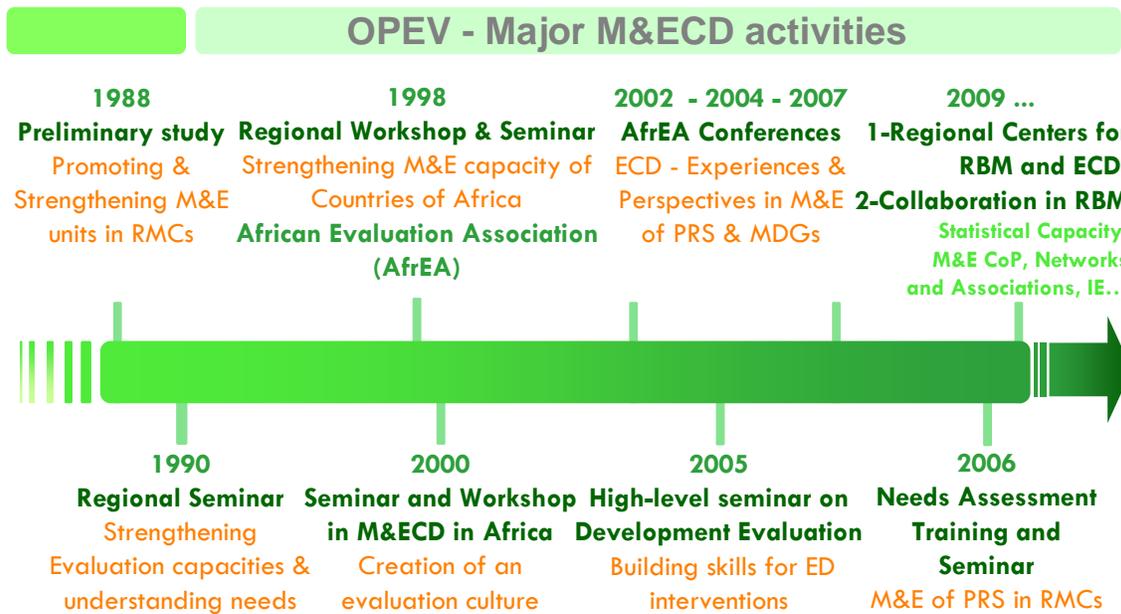
1.1. Evaluation at the African Development Bank dates back to 1977. However, the first evaluation unit was not set up until 1980, when a special division was created within the Research and Planning Department of the Bank. This division became an evaluation office in 1987 and a department in 1995. In 2002, the mandate of the department was defined by a Presidential Directive. Finally, in 2007 the Boards of Directors approved the independent evaluation policy and functional responsibilities of the Operations Evaluation Department (OPEV). Box 1 presents key milestones in the creation of the Bank's evaluation department.

Box 1: The History of Evaluation at the AfDB

- 1980 - first evaluation unit set up
- 1987 - Unit becomes an Operations Evaluation Office reporting to the President
- 1993 - Board of Directors assumes oversight of evaluation function through the General Audit Committee
- 1995 - Evaluation Office is upgraded to a Department.
- 1996 - the Department is placed under the umbrella of the newly created Committee on Operations and Development Effectiveness (CODE)
- 2002 - the function of the Department is reviewed and a Presidential Directive defining the department's mandate is issued
- 2007 - Board of Directors approves the independent evaluation policy and functional responsibilities of the Operations Evaluation Department (OPEV)

1.2. As Figure 1 shows, since 1988, the AfDB has supported M&ECD in the Bank's RMCs. The AfDB's M&ECD activities can be divided into two periods: before 2005 and after 2005, when OPEV's mandate formally raised the issue of strengthening the M&EC of RMCs and defined an approach.

Figure 1: OPEV, major ECD activities



AfDB Evaluation Capacity Development Activities: 1988 – 2005

- 1.3. In 1988, the Bank’s Evaluation Office conducted a preliminary study to promote the establishment or strengthening of evaluation and monitoring units in regional member countries. The objective was to provide a focal point from which to monitor project implementation progress, draw lessons and ensure feedback in countries¹
- 1.4. In 1990, the Bank’s evaluation unit organized a regional seminar in Abidjan, Côte d’Ivoire. The objective of the seminar was to identify ways and means of strengthening African countries’ evaluation capabilities and the understanding of evaluation needs as perceived by African countries themselves. Eleven countries (Morocco, Cameroon, Niger, Cote d’Ivoire, Botswana, Kenya, Tanzania, Senegal, Zimbabwe, Malawi and Nigeria), and four sub-regional training institutions (PAID in Cameroon, ESAMI in Tanzania, IDEP in Senegal and CAFRAD in Morocco) participated in the event².
- 1.5. In 1998, the Bank also organized a regional follow-up seminar to the “Regional Conference on Evaluation Capacity Building in African Countries” (organized in Abidjan in 1990) in Abidjan. The event, the Regional Seminar and Workshop on Strengthening Monitoring-Evaluation Capacity of African Countries, paved the way for the institution of an evaluation culture in Africa, leading to the establishment of the African Evaluation Association.³

¹ AfDB-Group- 1988 Annual Report of Operations Evaluation Office – 1989 - ADB/OPEV/89/38

² AfDB-Group- 1990-Annual Report of Operations Evaluation Activities – 1991 - ADB/BD/IF/91/95

³ AfDB-Group- 1998 Annual Report of Operations Evaluation Department – 1999- ADB/BD/WP/99/99

- 1.6. In **1998**, the MDB Evaluation Cooperation Group (ECG) adopted a common policy for the purpose of undertaking joint development actions or evaluation capacity strengthening actions in Africa. To this end, OPEV was invited to participate in training workshop activities aimed at institutionalizing monitoring and evaluation systems under the budgetary reform support action and review of public expenditures.
- 1.7. In **2000**, the Bank organized a major Seminar and Workshop on Monitoring-Evaluation Capacity Development in Africa, in association with the Development Bank for Southern Africa and the World Bank. The seminar brought together 56 participants from 11 regional member countries and 32 participants from donor organizations⁴. This seminar consolidated the achievements of the first regional conference on evaluation held in Abidjan in 1990, the regional seminar on monitoring-evaluation capacity development held at Abidjan in November 1998, as well as the outcome of the inaugural conference of the Pan-African Evaluation Association held in Nairobi in 1999. It fostered the creation of an evaluation culture in Africa in the context of transparency and good governance with a view to improving the development effectiveness of results.
- 1.8. In **2000** as well, the African Development Bank Group and the World Bank⁵ signed a memorandum of understanding⁶ to carry out joint evaluation development or capacity building activities in Africa. In addition, OPEV was invited to participate in the overall evaluation of the World Bank's integrated development framework initiative. During 2001-2002, this participation entailed diagnostic missions on the effects of the integrated development framework principles on African countries such as Uganda, Côte d'Ivoire, Ghana, and Burkina Faso; the discussion and validation of evaluation results; and the future development of these principles and approaches in the context of poverty reduction.
- 1.9. Over the years^{7,8}, OPEV has continued to participate in the African Evaluation Association Conferences. In 2002, it played an active role in the ECD strand supported by the World Bank and the African Development Bank.
- 1.10. As of 2005, the Bank changed its M&ECD orientation following criticisms from senior evaluation advisers⁹ in a 2005 report. The advisers called for the Bank's Evaluation Department to provide comprehensive and objective assessments of the Bank Group's assistance strategies, policies, operations, processes and procedures. In addition, OPEV was assigned the responsibility of (i) attesting to the adequacy of the overall evaluation system within the Bank; (ii) disseminating lessons of experience; and (iii) **promoting**

⁴ AfDB-Group - 2000 Annual Report of Operations Evaluation Department – 2001 - ADB/BD/WP/2001/100

⁵ World Bank refers to the International Bank for Reconstruction and Development and International Development Association.

⁶ ADB/ADF 2000- Memorandum of Understanding between the African Development Bank and the African Development Fund and International Bank for Reconstruction and Development and International Development Association. ADF/BD/IF/2000/58 -- ADB/BD/IF/2000/77

⁷ Keith Mackay (World Bank) and Mohamed Manai (African Development Bank) - Overview of the strand on Evaluation Capacity Development (ECD) - African Evaluation Association (AfrEA) Conference Nairobi, Kenya – June 10-14, 2002

⁸ Getinet W. Giorgis (Director, OPEV-AfDB) – Monitoring and Evaluation and its importance to the NEPAD/African Peer Review Mechanism. 3rd Conference of the African Evaluation Association strand on evaluation and NEPAD initiative.

⁹ AfDB Group - Independence of the Operation Evaluation Department (OPEV) of The African Development Bank- Report of the Senior Evaluation Advisers – 12 October 2005

evaluation capacity development in member countries. These distinct facets of OPEV's role are complementary and mutually reinforcing.

The new orientation¹¹

- 1.11. In “Toward Closing Evaluation Gaps at AfDB”¹⁰, OPEV formally addressed the issue of strengthening the M&E capacities of RMCs. Helping RMCs to establish or strengthen their own evaluation capabilities had become part of the Bank's evaluation mandate, under which ECD was considered an integral part of country portfolio management work as well as an instrument of public sector management reform. To this end, OPEV was requested to play an advocacy role for ECD and to work with country departments to mainstream capacity building in RMCs and provide advisory as well as training services in partnership with other agencies.
- 1.12. One of the three pillars of the Operations Evaluation Department's “Evaluation feedback and knowledge management strategy and proposed actions for 2006-2008”¹¹ fully encompasses this new orientation: Targeted M&ECD Efforts in RMCs and Enhanced Partnerships. OPEV would provide training and professional development opportunities for staff, borrowers and civil society organizations through training and seminars that help bridge the feedback loop. This initiative covers internal and external M&E training programs to be organized in collaboration with the Joint Africa Institute and the African Development Institute, as well as with other development partners, such as the World Bank and UNDP, in order to meet the following objectives:
- Promote evaluation capacity development within the Bank and in RMCs;
 - Encourage borrowers to take ownership of evaluations;
 - Seek participation of beneficiaries and of civil society in evaluations;
 - Identify and strengthen centers of excellence in evaluation.

Improving Evaluation Capacity in RMCs and in the Bank

- 1.13. Monitoring and evaluation capacity building initiatives organized under this objective include a week-long training program in 2006 for RMC practitioners of monitoring and evaluation. The training was organized in collaboration with the Joint Africa Institute and the African Development Institute. It focused on national development/PRSP monitoring and evaluation.

¹⁰ AfDB Group - Toward closing evaluation gaps at the African Development Bank – November 2005 - ADF/BD/WP/2005/143 -- ADB/BD/WP/2005/123

¹¹ AfDB Group - EVALUATION Feedback and Knowledge Management Strategy and Proposed Actions for 2006-2008 – December 2005 - ADF/BD/WP/2005/156 -- ADB/BD/WP/2005/142

- 1.14. In this area, the Bank has also coordinated and supported M&E capacity development in collaboration with development partners such as the World Bank and the UNDP. This includes building up and maintaining centers of excellence in evaluation in Africa, supporting the African Evaluation Association and regional/national evaluation networks, and enhancing links with national program and evaluation offices to encourage borrowers to take ownership of their evaluations.

Cooperation with Development Partners

- 1.15. Cooperation with development partners on evaluation and M&E is crucial for capacity development and improved evaluation in RMCs, given extensive activities by others in this field, ongoing donor harmonization efforts, and OPEV's limited resources. Such cooperation may take the form of regular sharing of experiences in various fora, particularly at RMC and sub-regional levels, and more frequent joint or parallel evaluations in support of harmonization efforts. This entails working with partners to harmonize evaluation methods and work programs; cooperating in joint or parallel evaluations; and supporting professional networking. OPEV also intends to increasingly play an advocacy role for ECD and work with country departments to mainstream capacity building in RMCs.
- 1.16. Efforts to strengthen monitoring and evaluation capacity development include the joint organization by the Bank and partner institutions of a Regional Development Evaluation Seminar¹² in 2005. The primary objective of the seminar was to introduce key concepts, approaches, and methodologies used in development evaluation to decision-makers engaged in PRSP activities in Africa.
- 1.17. In June 2006, the Bank published "Monitoring and Evaluation of Poverty Reduction Strategies in Regional Member Countries: Training Needs Assessment"¹³. The main findings are set out in Box 2. Further action was taken by OPEV in collaboration with the World Bank and the Joint Africa Institute with the organization of a Seminar on "Building Results-based Monitoring and Evaluation Systems in PRSP countries in Africa" in Tunis in December 2006.

¹² High-level seminar on Development evaluation: Building skills to evaluate development interventions in Africa. April 4-8, Tunis, Tunisia.

¹³ Monitoring and Evaluation of Poverty Reduction Strategies in Regional Member Countries : Training Needs Assessment – 2006 – ADF/BD/IF/2006/132 – ADB/BD/IF/2006/144

**Box 2: Building Results-Based Monitoring and Evaluation Systems
in PRSP Countries in Africa**

Main Findings of Needs Assessment

**OPEV Presentation to ECG
November 14, 2006**

- Customized training programs are essential. There is no “best-practice” model
- Training should move beyond individuals as the audience
- Traditional M&E topics should be broadened: Combine process, organizational and institutional building knowledge and skills with technical subject matter
- There is need for greater coordination and coherency in M&E training and capacity development given the variety of ad hoc courses, fragmentation of offerings, redundancy in learning resources, extent of demand, and continued weaknesses in national M&E capacity.
- Capacity Building Options:
 - Support scholarships, sponsorships, funding to target groups including civil society organizations, the private sector
 - University programs that train government staff, university students, including graduate programs
 - Support joint efforts including networking and cross-country collaboration
- Attention should be paid to wider institutional and organizational capacity development
- Financial support options: Cross-country visits; sharing; study tours, pairing arrangements between governments, twinning arrangements with a specialized professional evaluation institute for in-country ECD
- Long-term training plans should be aligned with other donor plans
- The key attributes of any long-term training strategy should include customization, pedagogical quality, transfer of learning, program sustainability and coordination with other donors
- Collaboration with relevant local entities, for example, AfrEA, national evaluation associations, local training and research institutes

1.18. In 2007, OPEV supported the African Evaluation Association in the organization of its 4th conference, leading a special strand on M&E for poverty reduction and the MDGs (Box 3).

Box 3: Recommendations of the Strand on Perspectives and Experiences in the Monitoring & Evaluation of Poverty Reduction & MDGs

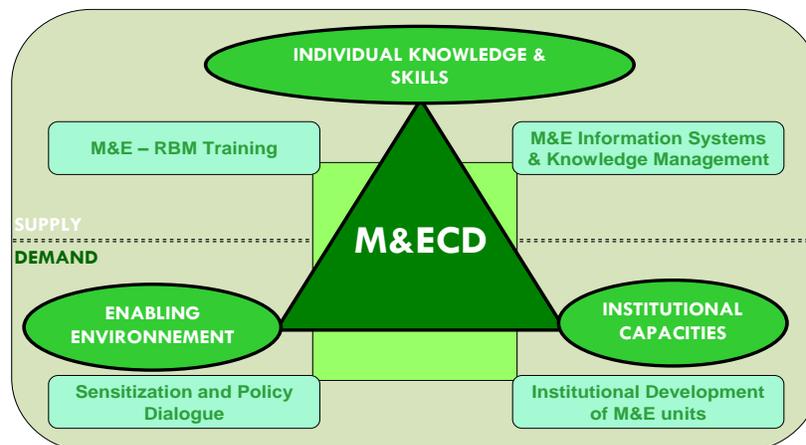
**African Evaluation Association (AfrEA) 4th Conference,
Niamey, Niger,
15- 20 January, 2007**

- **Assist and support countries to develop integrated and contextualized systems and policies that institutionalize M&E at all levels:** An overarching national policy on M&E is needed to guide all development policy initiatives and programs associated with development and poverty reduction, not just the PRSP document.
- **Give prominence to evaluation:** The African Development Bank should work with other interested parties (the African Evaluation Association, NEPAD, the World Bank, etc.) to establish a Working Group on PRSP and MDG Evaluation.
- **Engage African evaluators to work with Governments:** Governments need to establish a pool of expertise among independent institutions, civil society and the private sector to participate in more external evaluations of PRSPs and the MDGs. Where external evaluations occur, they are often conducted by external technical assistance, using methods that are not necessarily shared with African evaluators.
- **Establish a capacity development initiative,** focusing on the use of practical assignments in PRSP Evaluation to train/mentor African evaluators to undertake evaluations with a theory base, using rigorous methods for gathering and analyzing evidence, and presenting results of the evaluation of outcomes that are independent, can be relied upon and used for lesson-learning and policy reform.
- **Involve civil society:** The level of civil society engagement in evaluating PRSPs from citizen-based perspectives is extremely low. In seeking to improve and increase civil society engagement, the African Development Bank should promote greater inclusion of civil society groups in deliberations of the nature supported during the AfrEA conference.
- **Introduce an accountability focus in PRSP evaluation,** through involvement of parliamentary committees: As poverty reduction efforts expand across Africa and are becoming the bane of public policies and public expenditures, so should their evaluation involve representatives of the people, parliaments, in the demand for accountability. Building the capacity of members and institutions of Parliament to understand the use of evaluation for demanding and enforcing public accountability through parliaments should constitute one of the key priority areas for OPEV.
- **Strengthen network of institutions for PRSP evaluation, including NEPAD:** The African Development Bank could play a unique leadership role in strengthening networks for the evaluation of PRSPs, including working closely with the NEPAD-APRM to deepen methods and set common standards for PRSP evaluations that are independent of implementing agencies in the ministries of planning and Finance of member countries.

2. Rationale and Approach for Continued Engagement in Monitoring and Evaluation Capacity Development

- 2.1. Monitoring and Evaluation Capacity Development comprises the creation of structures, adoption of policies and practices for effective evaluation and skills development (see Figure 1). In many African countries, monitoring and evaluation capacity development (M&ECD) is still in its infancy. Indeed, in most countries, capacity for effective monitoring and collection of reliable and steady data is weak, while the capacity for evaluating projects, programs and development effectiveness is even weaker. This has an adverse effect on donor evaluation activities and hence on development efforts.
- 2.2. Strengthening M&ECD is all the more important as, beyond the evaluation function, ECD can also foster better governance in countries and institutions by promoting transparency, accountability and a performance culture. Those responsible for evaluation are not only responsible for the supply of good evaluation information but also for the creation of demand by decision-makers. Thus evaluators must assume a more central role in developing a viable evaluation function for their country, thus contributing to public sector reforms and development. The role of evaluators, for long limited to the production of evaluation information, must grow to encompass the generation of relevant and timely evaluation information used properly by decision-makers. This should be done by raising the general awareness and appreciation for evaluation by all potential users of evaluation information. Evaluators need to act in ways that give public sector reform the best chance to succeed. The demand side, as well as the supply side, should be fully supported.

Figure 2- M&ECD – The view of OPEV



*Building M&EC in a RBM context requires 3 main pillars:
(i) Individual knowledge & skills, (ii) institutional capacities and (iii) an enabling environment.*

*These 3 pillars are tied to 4 main components:
(a) M&E training, (b) M&E information systems, (c) policy dialogue and (d) institutional development (M&E units).*

This approach comprises (1) the supply side, with the training and M&E information systems components; and (2) the demand side with policy dialogue and institutional development units.

The demand side

- 2.3. The increasing **need for and demand for relevant monitoring information and evaluation knowledge** is driven by interrelated internal and external forces. Indeed, several countries have undertaken significant policy and budget reforms that underscore the need for sound information on government performance and for relevant evaluation knowledge. Further, the proper implementation and monitoring of decentralization, Poverty Reduction Strategies (PRSs), and use of results-based budgeting require reliable data and its appropriate use for decision-making. About 70 percent of Sub-Saharan African countries are implementing PRSs and have designed institutional systems to meet PRS monitoring needs adequately. Recent consultations with government officials in several countries revealed specific demand for practical, hands-on training using case-based approaches to developing and implementing monitoring, evaluation, and results-based management systems.
- 2.4. To meet the **demand for evaluation knowledge**, government agencies and units in several African countries have called for the strengthening of institutions, organizational know-how, and technical skills to carry out results-based management and evaluation functions.¹⁴ These countries have requested specific assistance, such as “how to” guides, for results monitoring and evaluation functions at different government levels and for various sectors and types of programs, and for evaluation functions to be embedded within public management systems. Similarly, the Bank’s recently completed Country Assistance Strategy papers for 12 African countries¹⁵ all underscore the need to strengthen or create M&E systems; three of them highlight explicit government demand for such services¹⁶.
- 2.5. **Other sources of demand for results information and evaluation feedback** include the African Peer Review mechanism, the Economic Community of West African States (ECOWAS), parliamentarians, and civil society. Demand is being generated at the program level as well. For example, according to the Africa Capacity Building Foundation, all ACBF-funded programs will soon require an evaluation component and the ACBF will itself set up an independent evaluation function.
- 2.6. **The demand for feedback through results measurement and evaluation** of public programs derives from donors as well. The MDGs have put emphasis on achieving measurable results in key development areas.¹⁷ In 2005, the **Paris Declaration**, agreed to emphasize country capacity development and management for results. Donors are committed to “work with partner countries to rely, as far as possible, on partner countries’ results-oriented reporting and monitoring frameworks”¹⁸ through a system of

¹⁴ See for example, *Monitoring and Evaluation of Poverty Reduction Strategies in Regional Member Countries: Training Needs Assessment*. AfDB, 2006.

¹⁵ Burundi, Comoros, Gambia, DRC, Malawi, Mauritania, Mozambique, Niger, Ethiopia, Ghana, Madagascar, and Mali

¹⁶ Ethiopia, Ghana, and Mali

¹⁷ United Nations, *United Nations Millennium Declaration*, Res. 55-2, 2000.

¹⁸ Ibid.

mutual accountability. This agreement to strengthen country systems, and in turn for donors to rely increasingly on country systems as capacity grows stronger, has increased the pressure for results measurement and evaluation knowledge and the need for advice and training in partner countries.

- 2.7. The recent evaluation of the Paris Declaration concluded that partner countries' capacities and systems needed further strengthening to advance the reforms articulated in the Declaration.¹⁹ The 2008 *Survey on Monitoring the Paris Declaration* notes that little progress has been made with respect to Indicator 11, “countries develop sound frameworks for monitoring development results” and suggests that “an enormous change of pace will be required” (p. 11). The document recommends that “Donors should provide more support for evidence-based policy making by helping countries improve their statistical, monitoring and evaluation systems” (p. 16). The **Accra Agenda for Action** also reinforces the notion of improving partner countries' capacities and systems, including systems for results measurement, reporting, and evaluation.

The supply side

- 2.8. **On the supply side**, the availability of appropriate M&E capacity building and advisory services is limited. The current supply of services is primarily formal, standardized training programs, which tend to be expensive if provided by external sources. They also tend to be narrow in scope – focusing on technical aspects rather than on institution-building and on demand aspects of results measurement and evaluation.
- 2.9. A rapid assessment of available M&E capacity building programs shows the following²⁰:
- On average, the cost of one week of international training provided by multilaterals tends to be six times higher than that of a Latin American institution and three times that of an African one (although the quality of these programs has not been established)²¹;
 - Existing regional training endeavors focus mainly on public finance at a macro level; none specifically addresses monitoring and evaluation at a micro level;
 - University courses are long, formal, and highly theoretical, whereas those offered by multilaterals are shorter and more applied but seemingly limited to a few countries' demands;
 - The Bank Needs Assessment Study conducted in 2006 showed that demand for program feedback outstripped the supply of skills and resources required to conduct relevant evaluations and to use evaluation information for accountability and decision-making.

¹⁹ Wood, B. et al., (2008). *Evaluation of the Implementation of the Paris Declaration*

²⁰ World Bank – (2009) – Regional Centers for Evaluation Capacity Development – Annex A – Rational for the Initiative in the Context of M&E Demand and Supply

²¹ IEGKE, Rapid Assessment. University-based programs also cost considerably less in Latin America and Africa.

3. The way forward in M&ECD

3.1. Efforts have been made to address the needs and recommendations resulting from the M&ECD activities and needs assessments presented above. Based on its experience, OPEV is now engaged in programs related to RBM and M&ECD that are flexible, adapted to African countries and sustainable. These programs will also reduce fragmentation of initiatives, enhance regional institutions, and respond to international development commitments (Paris Declaration and AAA). At present, support for and participation in (i) programs related to Results-Based Management and the (ii) Regional Centers for Evaluation Capacity Development led by the World Bank is OPEV's first response to addressing M&ECD in RMCs.

3.2. M&ECD should not be seen in isolation but as part of wider capacity building efforts. At the AfDB, a comprehensive capacity building strategy is under preparation²². Once approved, the Bank's Capacity Development Strategy²³ will form the basis of a more comprehensive AfDB approach—demand and supply—to capacity development, in general, and M&ECD, in particular.

Collaboration with Other Results-Based Management Programs

3.3. **Statistical Capacity.** The Marrakech Action Plan for Statistics (MAPS) and the Statistics for Results programs are significant efforts to build the statistical capacity of central agencies and line ministries. The current partnership will complement these programs, both upstream and downstream, by collaborating, where appropriate, on designing appropriate indicators and developing courses on the uses of statistical information, thereby bridging the core activities with consumer needs and demands.

3.4. **M&E Communities of Practice, Networks, and Associations.** Several donors support CoPs on managing for development results (MfDR), which encompass results monitoring and evaluation. The regional centers will coordinate with these CoPs, potentially to serve as the secretariat and provider of services in knowledge dissemination. The regional centers will also cooperate with professional associations such as the African Evaluation Association (AfREA) and the South African Monitoring and Evaluation Association (SAMEA) and others to identify demand, engage their members in capacity building services, and collaborate on knowledge-exchange activities. Several such associations exist in Africa and Latin America.

3.5. **Impact Evaluations.** The international development community is also supporting several initiatives in impact evaluation (IE), including the Networks of Networks for Impact Evaluation (NONIE), with the World Bank's Independent Evaluation Group (IEG) as the secretariat, and the International Initiative for Impact Evaluation (3IE). These programs place a premium on the engagement of partner countries in conducting rigorous evaluations, and the partnership, through the centers, will collaborate through

²² This strategy is being developed in response to a recommendation contained in the OPEV evaluation of the Joint Africa Institute (2008).

²³ Bank Group Capacity Development Strategy – Date of Board Presentation – 14 December 2000

training and providing support to the in-country evaluators. The centers will be encouraged to build a systematic collaborative relationship with these programs.

3.6. Other Reform-Related Efforts. Finally, the partnership will also support broader governance-related programs, such as the Governance Partnership Facility, which is intended to include within its activities work on strengthening institutions of accountability and enhancing the monitoring and evaluation skills of civil society organizations.

3.7. The linkages with these and other similar initiatives will be defined concretely and made explicit once a diagnostic of demand and supply is completed and the selected centers begin developing a program for implementation.

Regional Centres as a Demonstration of a Localized, Demand-Driven Approach

3.8. The proposed establishment of Regional Centers for Results-Based Management and Evaluation Capacity Development is a global program and partnership initiative of the World Bank. The program aims to strengthen monitoring and evaluation (M&E) capacity in partner countries for results-based management to achieve development outcomes. The immediate objective is to support four regional centers, one each in Africa, East Asia, Latin America, and South Asia to develop and demonstrate a demand driven, cost-effective and sustainable approach to building government and civil society M&E capacity. The Centers are expected to be housed in existing institutions.

3.9. In 2009, the African Development Bank was asked by the World Bank to partner with this initiative by providing financial as well as non-financial support in establishing at least one regional centre for the Africa region. The Regional Centers for Results Based Management and Evaluation Capacity Development are expected to foster the Bank's strategic focus on results in its strategies and programs. This will strengthen the Bank's commitment to the Paris Declaration 2005 and the Accra Agenda for Action 2008. The program goal is to strengthen the monitoring and evaluation (M&E) capacity in regional member countries for results-based management to achieve development outcomes.

3.10. The specific objectives of the collaboration are to

- **Support regional academic/training centers**, to provide demand-driven capacity building services in M&E on a regional basis;
- **Provide a multi-regional forum for exchange of ideas, knowledge, and information** on M&E systems and methods to enable practitioners to learn from each other; and
- **Provide funding and technical assistance to the selected regional centers** to allow them to strengthen their relationships with government agencies and civil society and provide a broad array of relevant and cost-effective regional M&E capacity building services, including training, other M&E knowledge services and advisory Services.

Conclusion

In the past, donors, including the AfDB, have focused their activities on the supply side of M&ECD. Individual knowledge & skills development through the training component has been the main support provided. Donors had forgotten that M&ECD in RBM should be approached in a demand-driven and comprehensive way, focusing on supply as well as on demand. Furthermore, ECD needs to be conceived as an integral part of country portfolio management work, as well as an instrument of public sector management reform. This is important since, beyond its evaluation function, ECD can serve to foster better governance in countries and institutions by promoting transparency, accountability and performance culture.

The African Development Bank, through its Operations Evaluation Department (OPEV), has been a strong proponent of ECD in Africa over the years. Since 2005, the third component of OPEV's mandate has been to promote evaluation capacity development in member countries. Some efforts have been made in this regard. However, more needs to be done. The Bank's educational and capacity development workshops and seminars are still in the early stages. ECD is not yet formally considered in planning country strategies and policy dialogues. There is, therefore, no provision to develop evaluation and monitoring capacity in RMCs and to mainstream it as a part of subsequent project operations. Such exclusion is a major weakness in the efforts being made to address issues that are integral to development effectiveness. Going forward, the Bank must strive to fulfill its mandate to promote evaluation capacity development in its member countries. The following considerations should be taken into account:

- **The importance of Paris Declaration principles.** At the policy level, donor approaches to capacity development increasingly relate to the Paris Declaration Principles for Aid Effectiveness, including demand-driven capacity development; country ownership and leadership in capacity development processes; donor alignment with national strategies and development priorities. Donors also acknowledge the need for co-ordination and joint actions on capacity development – including pooled funding; joint capacity needs assessments and better division of labor. They also generally recognize the difficulty of systematically adhering to these principles at the operational level. Better harmonization and coordination remain major collective challenges for donors to address in enhancing the effectiveness of their capacity development actions.
- **A policy focus at the country and sector level.** The AfDB seeks to integrate evaluation capacity development concepts at the *country level*, through its country aid programs and operations and needs to consider evaluation capacity development as a cross-cutting concern that can be mainstreamed in *sector and thematic strategies*.
- Post-Accra, most donors have committed to strengthen, use and align with country systems. This is seen as central to partner country ownership and management of their development processes, to implementation of national and sector policies, and to management of public resources. Evaluation capacity development strategies and objectives should be an integrated part of partner country national, sector and thematic policies and strategies. Several donors have adopted a sector wide approaches that support capacity development for country policies and strategies in specific sectors.

Donors acknowledge that one of the major challenges they currently face relates to the definition of clear and measurable results and establishing appropriate results frameworks. In turn, this requires adequate M&E skills and capacity within national institutions. This requires evaluation capacity development objectives to be included in supported country strategies, so as to make evaluation capacity development an explicit policy priority.

- Donors are increasingly aware of the importance of an enabling environment for the effectiveness and sustainability of evaluation capacity development. The context within which evaluation capacity development interventions take place can support or discourage it – this includes the institutional, political and social conditions for public accountability, transparency and learning in general and for evaluation capacity development in particular.
- There is a need to establish and maintain networks of institutions involved in evaluation capacity development in Africa and also networks of individual experts and practitioners. This could include a network of alumni of AfDB course participants with access through the Internet to relevant training materials, reports, and other Bank intellectual capital, with a view to developing and maintaining a community of practice. Such a community could be a powerful vehicle for knowledge sharing and dissemination of best practices and ideas, while providing an opportunity for build a broader accountability and learning culture. Local and regional communities of practice on evaluation and RBM could serve as fora for harmonizing methodologies and training material for evaluation capacity building and channeling advisory services to members.
- Partnership in this area with the World Bank’s IEG and other agencies in RMCs is a further determinant for success. Efforts are being undertaken in this area with the participation of the Bank in the “Regional Centers for Evaluation Capacity Development” initiative led by the World Bank.

The African Development Bank welcomes the opportunity presented by the Casablanca conference to share experience and perspectives with the UN family and with national and international experts. The challenge will be to transform the knowledge and experience of participants into practical action to meet the demand emerging across Africa for evaluation skills and knowledge. And in addressing this challenge, we need to recall that the broader aim is to put evaluation evidence to work in strengthening development efforts and improving development results across the region.