



An Assessment of Demand for Monitoring, Evaluation, and Performance Management Information and Services

Prepared with the CLEAR Francophone Africa Center at the
Centre Africain d'Etudes Supérieures en Gestion



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The Regional Centers for Learning on Evaluation and Results (CLEAR) is a global initiative that aims to help developing countries strengthen their capacity in monitoring and evaluation (M&E) and performance management (PM) services.

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Preface

The Centre Africain d'Etudes Supérieures en Gestion (CESAG), based in Dakar, Senegal, was selected in 2012 to host the CLEAR Center for Francophone Africa, one of five regional centers worldwide.

As part of its early work, to help in planning for Year One and beyond, CESAG, with the support of the CLEAR Secretariat, began a demand assessment for M&E and PM capacity building services in selected Francophone African countries, beginning with Benin, Senegal, and Mauritania. The intent was to learn from these three country cases to ensure that CESAG's work program accurately reflects regional needs and that its activities are demand driven, relevant, timely and cost effective.

Research and intelligence gathering was conducted by local consultants from each of the three countries. The following local consultants worked under the direct supervision of Dr. El Hadji Gueye: David Godonou Houinsa (Benin), Ahmadou Traore (Senegal), and Abdel Aziz Ould Dahi (Mauritania). Each produced a demand assessment report pertaining to their particular country. Demand assessments were then reviewed and vetted at consultation meetings held from Dec. 3

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Acknowledgments

Robert Lahey, an international M&E expert supported this exercise by providing a common methodology that each local consultant employed in assessing demand for M&E services in his country. In this document, Mr. Lahey consolidates the information from the local consultants, employing a conceptual framework that allows CESAG to gain insight of future demand for its M&E service offerings, not only from the three case countries, but also more broadly from Francophone Africa.

The project was jointly supervised by Arianne Wessal of the CLEAR Secretariat and Dr. El Hadji Gueye, Director of the CLEAR CESAG Center. The project also benefitted from the guidance of Mohamed Khatouri from the World Bank's Africa Region. This paper was edited by Arianne Wessal, Heather Dittbrenner and William Hurlbut from the Independent Evaluation Group.

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Abbreviations

MAME	Mauritanian Association for Monitoring and Evaluation
BEPP	Bureau for the Evaluation of Public Policy (Benin)
BCEAO	Central Bank of West African States
CCPA	Citizen Control of Public Action (Senegal)
CCTFP	Consultative Committee of Technical and Financial Partners
CESAG	Centre Africain d'Etudes Supérieures en Gestion
CLEAR	Regional Centers for Learning on Evaluation and Results
CSO	Civil Society Organization
DGMPP	Directorate General for the Monitoring of Projects and Programs (Benin)
DLGD	Directorate for Local Governance and Decentralization (Benin)
DSRTA	Department for State Reform and Technical Assistance (Senegal)
EFPMU	Economic and Financial Programs Monitoring Unit (Benin)
EPMCU	Economic Policy Monitoring and Coordination Unit (Senegal)
GIZ	German Agency for International Cooperation
GPRS	Growth and Poverty Reduction Strategy
HR	Human Resources
IMF	International Monetary Fund
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MEAD	Ministry of Economic Affairs and Development (Mauritania)
NECD	National Evaluation Capacity Development
NGO	Nongovernmental Organization
NISEA	National Institute of Statistics and Economic Analysis
NOS	National Office of Statistics (Mauritania)
NPDA	National Policy for Development Aid
NSDA	National Statistics and Demography Agency (Senegal)
PM	Performance Management
PPISU	Projects and Programs Implementation Support Unit (Senegal)
RBM	Results-Based Management
SENEVAL	Senegalese National Evaluation Association
SFPR	Strategic Framework for Poverty Reduction

Section 1 – INTRODUCTION

1.1 Purpose of the Report

This report is for use by the CLEAR CESAG Monitoring and Evaluation (M&E) Center for Francophone Africa. It serves the following purposes:

- Report on the results of three country M&E demand assessments that were undertaken in the region in Mauritania, Senegal, and Benin
- Provide insight into M&E needs/demands in the three countries and the implication of this for CESAG M&E service offerings;
- Extrapolate beyond the three countries, providing a framework to assist CESAG when planning for M&E service offerings on a regional level
- Recommend a program of key activities for CESAG to undertake in Year One and beyond.

1.2 How to Use the Report

The report is divided into three main sections:

- **Section Two** describes the approach used in this report to assess “demand” for M&E services in a country. It begins with a discussion of the methodology used by the local consultants in carrying out their individual country M&E demand assessments. Then it describes the framework that has been used to assess M&E “needs” within the context of the findings from the three demand assessments. This provides CESAG officials with a useful approach for future assessments of M&E needs/demand in other countries.
- **Section Three** provides the findings of the three country M&E demand assessments. Using the framework described in Section 2, the findings for each country are shown in two boxes, first highlighting the current state of M&E development and areas for M&E capacity building in the country and then identifying the potential for CESAG M&E offerings to the country. The findings are summarized in the following boxes for each country:
 - Mauritania – Box 4 and Box 5
 - Senegal – Box 6 and Box 7
 - Benin – Box 8 and Box 9.
- An additional box, Box 10, identifies M&E needs/demands that are common to all three countries. This can aid CESAG as it contemplates its region-wide planning for provision of M&E services.
- **Section Four** addresses the supply side of the market and focuses on what CESAG must do to become a credible M&E service provider, identifying a set of recommended activities for Year One of its operation.

Section 2 – BACKGROUND

2.1 CESAG’s M&E Service Offerings

To assess demand for M&E services, it is important to clarify the service offerings that the CLEAR CESAG Center intends to make available to potential clients. As the center is still in its formative stages, one must take the lead from the formal CLEAR documentation in terms of its intent in establishing regional centers “aimed at strengthening developing countries’ capacities in M&E and performance management (PM) to support a focus on results and evidence-based decision making.”¹

The CLEAR initiative describes the eventual role of regional M&E centers like CESAG as being “regional ‘go to’ centers for gaining technical and institutional knowledge in M&E...[and providing] demand-driven and cost-effective services specific to each region.” Its intended clients would include “government agencies, civil society organizations, development institutions and donors, among others” and that they would be able to access “regionally based high quality knowledge and expertise through three basic services”: training, advisory services, and evaluation and innovation.

Box 1. CLEAR CESAG M&E Service Offerings	
Service Type	Scope and Nature of Service Offerings
Training	<ul style="list-style-type: none"> • Development of technical content and training materials • Delivery of training courses and workshops on a variety of M&E-related topics • Training ranging from entry level to advanced, depending on client needs (clients include government and senior officials, civil society organizations, evaluators, specialists, and both technical and nontechnical officials)
Advisory services	<ul style="list-style-type: none"> • Technical advice regarding M&E or PM methodologies or tools • Advice on public sector reforms that would strengthen a focus on results • Advice on developing a national M&E system • Application and use of different types of evaluations
Evaluation and innovation	<ul style="list-style-type: none"> • Broad focus on building the capacity in the region to carry out and use quality evaluation • Partnering and networking to expand the pool of qualified evaluators • Research and knowledge dissemination of innovative methods

As shown in Box 1, clients for CESAG’s M&E services would be drawn from a variety of backgrounds and have a variety of needs. For *training*, this would imply that CESAG, on its own, in partnerships, and through networks, would be able to service a broad range of client needs. Additional *advisory services* could range from providing advice on very macro whole-of-government issues, such as public sector reforms that would strengthen a focus on results, to

¹ <http://www.theclearinitiative.org/>.

developing a national M&E system, to more micro issues such as the application and use of different types of evaluations.

In an environment where countries are at various stages of building a national monitoring and evaluation system, all such services would be important. However, it will be difficult for a new regional center like CESAG to be rolling all this out from the beginning. Therefore, it will be important for it to be doing two things over its first year of operation:

- determining where the greatest needs lie in the region for M&E capacity building, and
- assessing its own capacity in these early stages to deliver quality services to its clients.

The findings from the demand assessment will provide a key input for CESAG in developing its short- and medium-term work program.

2.2 Methodology to Assessing Demand for M&E and PM Services

An overall objective behind the establishment of the CLEAR CESAG Center is the desire to strengthen the capacity of Francophone African countries in M&E and PM. An important starting point, therefore, in assessing demand for M&E services is making a determination of **current capacity** within any one country or the region in order to identify the **capacity gaps** that could be aided by CLEAR CESAG M&E services. The size and the nature of this gap would provide CESAG with critical information about the types of services most needed; this would then help fashion CESAG's work program.

The approach employed was to conduct country-level case studies deep enough to gain an objective understanding of each country's current capacity for M&E and its use of PM. Five areas of investigation formed the basis for each country case study (see Box 2).

In examining these issues, it was recognized that country context will shape the creation and use of a results-based M&E system. Therefore, in aiming to assess M&E demand, it is first necessary to understand the "existing political, organizational and cultural factors and contexts" (Kusek and Rist 2004). In many respects, the lines of investigation parallel the M&E readiness assessment that the World Bank promotes as good practice (Kusek and Rist 2004).

Three countries served as cases for the regional M&E demand assessment – Benin, Senegal, and Mauritania. There was a general view by the CLEAR CESAG Center that these three countries reflected a wide enough range of national M&E capacity that together they would provide good insight into potential demand for CESAG M&E services and some basis for extrapolating the needs for M&E services across the Francophone Africa Region.

Box 2. Topics Covered in Case Country Fieldwork

1. The current environment for and expected use(s) of M&E
 - Ongoing or planned reforms with implication for M&E or PM
 - Drivers behind M&E development
2. Level of commitment from senior officials
 - Commitment from the political level
 - Progress to demonstrate commitment
3. Current M&E and PM capacity
 - Current capacity for M&E in the public sector
 - Institutional arrangements to support M&E
 - Availability and utilization of M&E information
4. Expectations for the future – dealing with any capacity gaps that might exist
 - M&E strengths, weaknesses and key challenges
 - Country plans to improve country capacity
 - Potential demand for CESAG M&E services
5. Possible partners or “champions” for M&E in the country
 - Champions for M&E in the public sector
 - Nongovernment engagement in M&E
 - Donor or international agency role in M&E

A local consultant from each of the three countries was engaged to carry out the demand assessment of their respective country, under the direction of the CLEAR CESAG Center.² To help ensure consistency of approach, an international consultant developed a handbook (Lahey 2012a) that provided methodology and materials. He also conducted a three-day workshop for the consultants at CESAG’s offices in Dakar, Senegal.

The fieldwork for each country case study was carried out in July and August 2012. It involved a series of in-depth consultations with a wide range of key informants from all sectors – public sector, private sector, civil society, other nongovernmental organizations, and the donor community. A formal interview guide, based on the five key lines of enquiry (Box 2), was the common tool for all three cases.

The consultations were complemented by literature and document reviews that provided added detail in describing institutional arrangements and experience to date in the use of the M&E system.

² The following consultants carried out the country-level M&E Demand Assessments: David Godonou Houinsa (Benin); Ahmadou Traore (Senegal); and Abdel Aziz Ould Dahi (Mauritania); they all worked under the general direction of El Hadji Gueye, CLEAR CESAG Center.

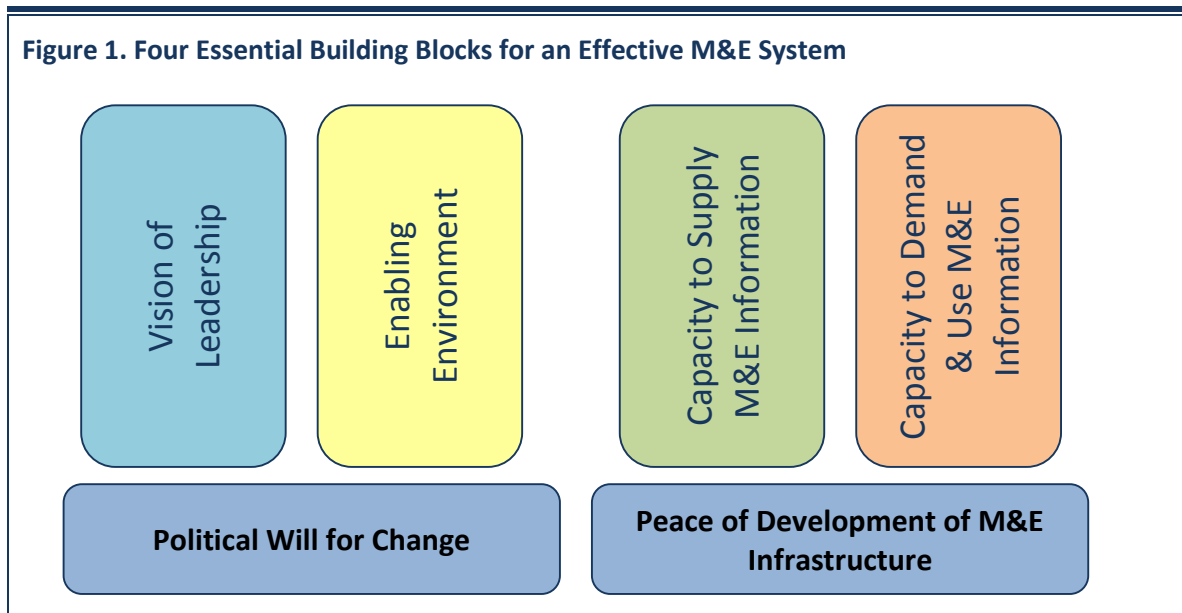
The draft country-case reports were reviewed by CESAG, members of the CLEAR Secretariat, as well as the international consultant. They also went through a review and validation process that was carried out on site in each of the three countries over November – December 2012. Feedback from these sessions was used to finalize each report. Appendixes give highlights of M&E capacity as detailed in each of the country case reports, as well as feedback from specific organizations on their perceived M&E needs.

This document draws on the information of the full reports, putting it in a framework that will readily allow the CLEAR CESAG Center to develop a work program for its clients in the region – and not simply the three case study countries.

The framework is important because it addresses the need to contextualize demand and relate it to the key variables associated with national evaluation capacity development. As CESAG works with countries to help them develop their M&E capacity, it will be important (for both CESAG and country officials) to recognize that M&E is not an end in itself, but part of a larger system aimed at good governance and accountability in public sector management. This is a critical point for M&E to be effective and sustainable, which is an overall goal of the CLEAR initiative.

2.3 Key Elements of a National M&E System³ – A Framework for Assessing M&E Needs

A national evaluation (or M&E) system could be thought of as resting on two overriding influences: the political will for change within a country and the pace of development of M&E infrastructure. Upon each of these dimensions rest four essential building blocks, shown in Figure 1.



Each country is unique and has its own challenges in growing an M&E system. Figure 1 merely identifies the broad considerations for developing and implementing an M&E system in the public

³ This section is adapted from the framework for a national M&E system described in Lahey (2013).

sector. This is elaborated in Box 3, which points out some important considerations for national evaluation (or M&E) system development:

- Inherent in the framework is recognition of the broad set of players that need to be involved in developing an M&E system for it to be both effective and sustainable.
- The notion of an M&E “system” implies that a capability within a government is being created to both generate performance information as well as to use performance information in decision-making. In other words, the goal is not simply the creation of an M&E capability in itself, but the use of performance information to assist in improving public sector management and governance.
- The use of (or demand for) M&E information will function if effective incentives exist within the system.
- The collection and analysis of performance information generally requires the assistance of technically trained analysts and data specialists, but this performance information is generally used by non-technical managers in government. Though not requiring a technical comprehension of M&E methods, it is still important for these managers to understand how and where M&E information can help them in the management of their projects, programs, and policies.
- Officials in most countries will quickly state that there is a *political will* to develop M&E; however, it may be that M&E development is primarily a function of the funding requirements from donors and international agencies. Whatever is driving the need for M&E, there will be different motivating forces and likely a different set of champions promoting M&E development. This speaks to a need to ensure that politicians and senior officials are aware of the importance and role of M&E and PM for good public sector management—in other words, another non-technical (and high-level) audience to train on the basics of M&E.
- The real proof of strength of commitment to M&E development lies with a demonstrated commitment to providing the resources necessary to launch the development of a national M&E system and, moreover, continuity of resourcing improvements to the M&E system over the long term (given that M&E system development is a long-term, iterative exercise).

Box 3 includes a set of elements important to the success and sustainability of an M&E system. The first three refer to public sector agencies or functions that can be important in the M&E system. The other elements in Section E of Box 3 recognize the importance of M&E *partners and networks*, including professional evaluation associations, to help develop a cost-effective national M&E system. Additionally, civil society engagement, although generally a challenge, is an important underpinning for government to be accountable to the public. This can be supported by an informed media and access to information legislation.

The elements identified in Box 3 are targets that countries ought to be seeking for an effective and sustainable nationally owned M&E system. These are lofty goals. Even for countries that have long-standing experience with M&E development, there are constant efforts to work toward attainment of these goals. Furthermore, the M&E system itself is not static; for the system to remain relevant it needs to improve or adapt to changing circumstances.

Box 3. Key Elements of a National M&E System – A Framework for Assessing M&E Needs

A. Demonstrated Commitment to National Evaluation Capacity Development (NECD) (Vision – Leadership)

- A1. Awareness by politicians and senior officials of the importance of M&E and results-based management to good governance, accountability and good management practices
- A2. Clear understanding of basic concepts of M&E, including where and how M&E can potentially be used in the public sector
- A3. Central leadership on change management initiatives
- A4. M&E champions at senior and operational levels

B. Demonstrated Commitment to NECD (Enabling Environment)

- B1. A formal plan and resources to launch an M&E system (resources for training and so forth)
- B2. Commitment to continue to resource development and improvement of the M&E system over the long term
- B3. Leadership that allows transparency and objectivity and fosters accountability in public sector management
- B4. Public sector reform and a commitment to a results orientation and good governance
- B5. A willingness and ability to challenge current culture within organizations

C. Capacity to Supply M&E Information

- C1. Institutional structure to provide results-based M&E information on a timely basis
- C2. M&E units resourced to carry out or facilitate results-based performance monitoring
- C3. Systematic effectiveness evaluation of projects, programs, and policies carried out regularly
- C4. A “policy center” to provide policy direction, oversight, and assistance for the system-wide development of performance monitoring and for evaluation
- C5. Rules associated with M&E functions and practice (professional standards, policies and clarity of expectations regarding practice and conduct of performance monitoring and evaluation)
- C6. Skilled personnel with technical capacity and competencies for performance monitoring (gather, analyze, and report on the performance of government policies and programs)
- C7. Skilled personnel with technical capacity and competencies to conduct evaluations
- C8. Clarity of roles, responsibilities and accountabilities regarding the practice of performance monitoring and evaluation
- C9. Well-defined clients for monitoring and evaluation information
- C10. Capacity for ongoing training and development and to upgrade skills of M&E experts
- C11. Clarity of projects, programs, and policies in terms of intended objectives, outputs, and outcomes
- C12. Performance frameworks and results-based indicators developed at project, program, sector/ministry, and national levels
- C13. Quality, reliable, timely, and comprehensive data that are easily accessible
- C14. Credible information-gathering and storage systems

D. Capacity to Demand and Use M&E Information

- D1. Capacity within government institutions to incorporate and use M&E information as part of the normal process of business
- D2. Clarity of where and how M&E information is used within government – that is, planning; project or program management; policy or program development; decision making; budgeting; performance reporting
- D3. Process to identify priority areas in need of evaluation exists within organizations and/or centrally

- D4.** Training and orientation of non-technical personnel (program and senior managers) on M&E concepts and potential use(s) of M&E information
- D5.** Adequate accountabilities and incentives within organizations/the system to ensure that managers use results-based M&E information, reporting credible information in a timely fashion
- D6.** Existence within organizations of formal vehicles and forums for reporting and sharing M&E information and evaluation results
- D7.** Clear responsibilities and accountabilities within organizations for performance reporting and implementation of evaluation recommendations
- D8.** M&E linked with policy, planning, budgeting, and management as an integral part of the policy cycle

E. Other Elements Important to Success and Sustainability

E1. National Statistical Agency

- A national agency to facilitate a national data development strategy and assist ministries and agencies in data capture and storage
- Sufficient resources for national and subnational data gathering
- Skilled statistical and survey expertise

E2. Systematic planning function in government

- Strategic and operational planning units within ministries
- Use of M&E information in the policy, planning, and budgeting cycle

E3. Oversight to support an effective M&E system

- Role of the National Audit Office in assessing performance of government
- Role of Parliament

E4. Professional evaluation association

- Active professional network to promote cost-effective training and development; information exchanges; national, regional, and international networking/mentoring on M&E practice, methods, and experience

E5. M&E partners and networks

- Identifying M&E partners and developing M&E networks to help develop national M&E capacity in a cost-effective manner

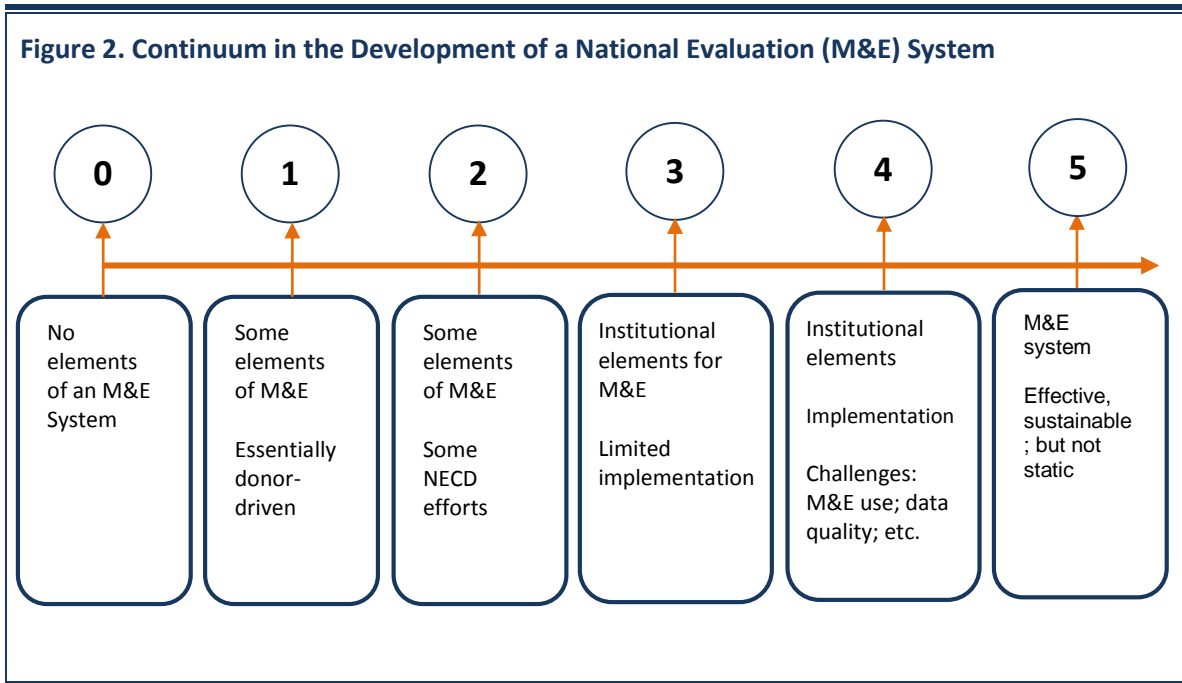
E6. Civil society engagement (informed media and access to information laws)

- An informed and engaged civil society providing input to government consultation on project, program, and policy decisions and directions
- Access to information laws — to increase transparency and accessibility of M&E information to the media, civil society, and so forth for their participation in the national system
- Government accountable to the public

Given the iterative nature of national evaluation (or M&E) capacity development (NECD), international experience has shown that countries may be at various stages along what might be considered a *continuum* in their development of a nationally owned evaluation system. Figure 2 shows, for purposes of illustration, five main levels of development, from Level 0, where there are essentially no elements of an M&E system to Level 5, where the majority of elements that had been identified in Box 3 are operational.

The three country cases examined in the CESAG demand assessment exercise proved to be useful examples of countries at three different stages in their M&E development. Using the

categories discussed in the next section and shown in Figure 2, Mauritania is at level 1, Senegal at level 2, and Benin at level 3.

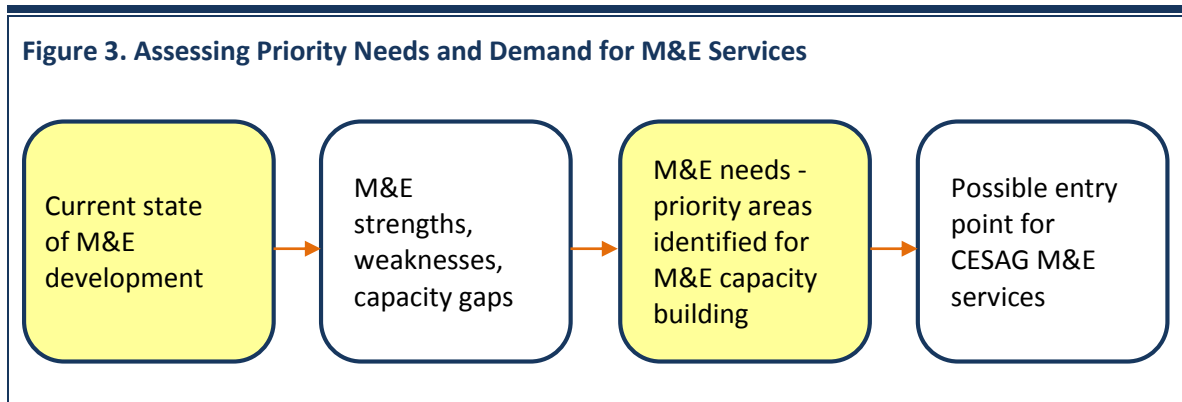


Section 3 – FINDINGS REGARDING DEMAND for M&E SERVICES

3.1 Limitations in Assessing M&E “Demand”

The determination of M&E demand in any one country is not an exact science and is fraught with problems: the terms themselves, *monitoring* and *evaluation* are ambiguous and, even internationally, are often used to mean different things (particularly regarding what they are measuring). Within most countries, there is often an uneven understanding of the basic concepts of M&E between senior officials and those who may be considered M&E experts. This is particularly common in countries that have limited experience with M&E. The limitation therefore in simply asking “What are your M&E demands?” is that the informant may not be well versed in the requirements of a functioning M&E system. Additionally, there is the historical perception and bias that everything is resolved through training. Although training is always important, the development and implementation of an M&E system generally also requires hands-on effort in the formative stages, and these subtleties could easily be overlooked.

The consultations in each of the three countries attempted to use an evidence-based approach to establishing the current state of M&E development to identify strengths, weaknesses, and capacity gaps to move along the M&E continuum. Not only did this provide a way to assess M&E demand, it also helped in establishing where priority M&E support was needed and identifying possible entry points for the CLEAR CESAG Center. This process is illustrated in Figure 3.



3.2 Observations from Each Country

3.2.1 MAURITANIA

The framework of Box 3 has been used to examine the level of development and to help identify the M&E strengths, weaknesses, and capacity gaps in Mauritania. The report of the local consultant,⁴ aided by feedback from the follow-up review/vetting process, populates the framework. Observations on the current state of M&E in Mauritania are summarized in Box 4. An assessment is also given for each of the broad critical factors underlying an M&E system.

⁴ Ould Dahi, Abdel Aziz (2012). See Annex 2 for an overview.

Box 4. Mauritania - Current State of M&E Development		
M&E Element	Current Observations – Areas for M&E Capacity Building	Assessed Level of Development ^a
Demonstrated Commitment to National Evaluation Capacity Development	<p><u>Political will</u></p> <ul style="list-style-type: none"> Perceived political will for M&E 2009 election brought “normalization” of the political situation and resumed cooperation from international partners All M&E to this point is driven by donors and international partners – few efforts to build a nationally owned results-based M&E system <p><u>Public sector reforms</u></p> <ul style="list-style-type: none"> Ongoing reforms provide a favorable context for M&E development (for example, 3-year reform program signed with IMF, 2010-2012), though focus to date has not really been on PM Perceived need for more advocacy and awareness of need to improve public expenditure accountability <p><u>Awareness of M&E roles and uses</u></p> <ul style="list-style-type: none"> Weak and misunderstood culture of evaluation – too much focus on control, too little understanding of the learning role for evaluation Perceived need for more advocacy and awareness of M&E and how it can be used within government (apart from a control function) 	Low
Capacity to Supply M&E Information	<p><u>Institutional arrangements for M&E</u></p> <ul style="list-style-type: none"> Most projects with foreign funding have an M&E unit, a requirement of donors M&E currently not institutionalized in ministries There is an expectation that a central unit for M&E in the Ministry of Economic Affairs and Development will play a coordinating role for M&E across government; but, to date, it is not happening In the few cases where M&E mechanisms do exist, they are under-resourced and generally ignored Some initiatives at sector level, but poor coordination and centralization <p><u>Tools and methods</u></p> <ul style="list-style-type: none"> Absence of harmonization across M&E tools, methods, and interpretation of concepts M&E concepts and tools are not used systematically Quality control and other problems in development of M&E frameworks and performance indicators <p><u>Human resource expertise</u></p> <ul style="list-style-type: none"> Too few people trained in M&E Weak evaluation capacity – lack of evaluation expertise Those with M&E skills tend to go to foreign-funded projects – higher pay; valued more No agreed-upon competencies for being a M&E specialist No local training in M&E; mostly done abroad - costly <p><u>Data</u></p> <ul style="list-style-type: none"> Lack of reliable data 	Low

M&E Element	Current Observations – Areas for M&E Capacity Building	Assessed Level of Development ^a
Capacity to Demand & Use M&E Information	<p><u>Use of M&E within government</u></p> <ul style="list-style-type: none"> • M&E not systematically linked into the policy, planning, and budgeting cycle • Budgetary decisions are apparently not informed by measures of performance or results, reducing the role of M&E and PM in the system • Aside from foreign-funded projects, no incentives to use results-based M&E information for management purposes <p><u>Performance measurement and reporting</u></p> <ul style="list-style-type: none"> • Policies generally do not have measurable indicators 	Low
Other Elements Important to M&E Success and Sustainability	<p><u>National Statistics Agency</u></p> <ul style="list-style-type: none"> • National Office of Statistics exists • Few trained staff • System-wide problems with lack of reliable data and information storage <p><u>Systematic planning</u></p> <ul style="list-style-type: none"> • Planning does exist, but not well linked to M&E <p><u>Oversight bodies</u></p> <ul style="list-style-type: none"> • Focus currently is on control and fight against corruption, with an auditing approach. In this environment, M&E and PM not well understood or perceived <p><u>M&E partners and networks</u></p> <ul style="list-style-type: none"> • Mauritanian Association for Monitoring and Evaluation promotes the culture of M&E • World Bank is working in support of development of an M&E system • Training institutes as possible partners: University of Nouakchott; Ecole Nationale d'Administration de Magistrature et de Journalisme <p><u>Civil society engagement</u></p> <ul style="list-style-type: none"> • Civil society involved in developing & implementing the national plan, but questions of the effectiveness of their involvement • Not well equipped to be actively engaged in M&E 	Low
<p><i>a. A subjective assessment rates each M&E element as one of Low; Low but growing; Medium; Medium but growing; High.</i></p>		

Observations about the current state of M&E as reflected in Box 4 and the potential for demand of CESAG services in Mauritania include the following:

- The key driver for M&E is donor funding requirements. Despite a number of public sector initiatives aimed at good management practices, public sector reforms focus more on control of corruption and compliance issues than on performance. Results-based M&E and PM are not being financed by the government and therefore are not perceived as priorities. This and other observations would suggest that it is important to sensitize, inform, and

orient senior officials (both political and administrative) to the broad elements of PM and M&E. Key decision makers need to appreciate the various ways that M&E can support good government, but also the kind of investment (human resource and budget) required to build M&E capacity. This is likely the priority area for M&E service offerings to Mauritania at this point.

- With so few M&E resources and skilled M&E specialists or evaluators, it is important for the current pockets of M&E capacity or interest to work together in partnership on M&E development. This would include various components within the Ministry of Economic Affairs and Development that could be implicated in M&E (the new central unit for M&E; those responsible for performance reporting in the Strategic Framework for Poverty Reduction and the Millennium Development Goals Progress Report); key ministries where M&E has some history (Health, Education, and perhaps Rural Development); donors that have been active in M&E in Mauritania (World Bank; The United Nations Children’s’ Fund; United Nations Development Programme, and German Agency for International Cooperation). The two professional evaluation associations (Mauritanian Association for Monitoring and Evaluation and Mauritania Perspectives) could be implicated as well. CESAG could help facilitate what may initially be high-level discussions that result in the establishment of steering and consultative committees. Over the longer term, CESAG could work in support of the key country agency with the responsibility of putting in place a national M&E system, for example, advising on the development of an appropriate M&E action plan.
- The significant deficiencies in M&E knowledge among both the providers and the users of M&E information suggest that CESAG has an opportunity to provide training of different types to this broad range of potential clients. Although senior and political officials ought to be the priority for M&E training and orientation at this point, a wider audience (which has a variety of needs) will eventually require support. A variety of approaches should be considered for this more technical training, as many of the training needs will not be met through a simple training or workshop session.
- Data and insufficient personnel with data skills are both problems in Mauritania, as they often are in countries where an M&E system is in its early stages. Other international agencies that have focused on these issues should be a part of the discussion on the way forward for M&E.

M&E capacity gaps do not automatically translate into demand for M&E services; that is, unless senior officials see a real need for those services. To date, except for international projects, this has not been the case in Mauritania. Thus, priority should be given to briefing/informing senior and political officials on the importance and usefulness of M&E needs to be a priority. The work of the local consultant did bring to light what those consulted felt to be their needs and M&E demand in the country. This has been captured in Box 5. Comments about the M&E needs of particular organizations are shown in Box 12 of Appendix 1.

Box 5. Mauritania - Potential CESAG M&E Service Offerings

<p>Training</p>	<p><u>Priority Area</u> (for short-term)</p> <ul style="list-style-type: none"> • Raising awareness and understanding at the political and senior levels of PM as well as the role and potential ways that M&E can be used in the public sector • Clarifying with public sector leaders as well as M&E champions what is meant by a national M&E system, to increase understanding and buy-in at both a political and institutional level • Stocktaking to help identify M&E training needs for the country and help to develop a multiyear training strategy <p><u>Other training</u></p> <ul style="list-style-type: none"> • M&E training: introductory, intermediate, and advanced (delivered either directly, through partnership or via other qualified trainers/training institutes) • Evaluation methods • Evaluation practice – a combination of in-class and practical
<p>Advisory services</p>	<p><u>Facilitating high-level discussions</u></p> <ul style="list-style-type: none"> • Facilitator to political and senior-level briefings on M&E capacity building efforts needed to develop a national M&E system, that is, providing neutral and external expertise and perspective <p><u>Assisting in the establishment of steering and consultative committees</u></p> <ul style="list-style-type: none"> • Assisting to establish and sit as a member of (as appropriate) a steering, coordinating and/or consultative committee to help advance and oversee NECD • Assisting with mechanisms to help ensure all stakeholders are brought to the table – civil society, private sector, M&E partners, training institutes, M&E champions, and so forth <p><u>Advising on the development of an appropriate M&E action plan</u></p> <ul style="list-style-type: none"> • Supporting the efforts of key country agencies tasked with putting in place a national M&E System, such as <ul style="list-style-type: none"> ○ Helping identify and sort out the roles and responsibilities of key players in the eventual national M&E system and their accountabilities in the NECD plan ○ Helping identify institutional or organizational changes that may be required; their resource implications; and, an appropriate strategy for change
<p>Evaluation and innovation</p>	<p><u>Standards and methods of practice</u></p> <ul style="list-style-type: none"> • Introduce (through training and website) professional standards of practice and methods commonly employed in various types of evaluation
<p>Other</p>	<p><u>Information exchanges</u></p> <ul style="list-style-type: none"> • Increase awareness and understanding of M&E/evaluation systems and NECD through promotion of information/knowledge exchanges – via funding or promotion of an international conference, ongoing networking with country officials, study missions, country-level workshops, and so forth. <p><u>Supporting other M&E/NECD efforts</u></p> <ul style="list-style-type: none"> • Working in support of the World Bank’s initiative to establish an M&E system

3.2.2 SENEGAL

The analysis of M&E strengths, weaknesses, and capacity gaps in Senegal used the same framework as the Mauritania analysis. Information from the report of the local consultant,⁵ aided by feedback from the follow-up review/vetting process, populates the framework. Observations on the current state of M&E in Senegal are summarized in Box 6, which also includes an assessment for each of the broad critical factors underlying an M&E system.

Box 6. Senegal - Current State of M&E Development		
M&E Element	Current Observations – Areas for M&E Capacity Building	Assessed Level of Development ^a
Demonstrated Commitment to National Evaluation Capacity Development	<p><u>Political will</u></p> <ul style="list-style-type: none"> Perceived political will for M&E, but some question on how strong or widespread There is a weak domestic demand for M&E, especially for projects and programs not financed or driven by donors or technical partners <p><u>Public sector reforms</u></p> <ul style="list-style-type: none"> Ongoing reforms since 2001, though largely driven by donors and international requirements Several recent reforms have provided more space and a favorable environment for M&E – creation of national committees for M&E of public policies and programs; government-managed Projects and Programs Implementation Support Unit (PPISU); creation of ministry-level planning and monitoring units <p><u>Awareness of M&E roles and uses</u></p> <ul style="list-style-type: none"> Weak culture of evaluation within government and academic institutions Perceived need to raise awareness and understanding of potential uses of M&E at all levels, including political and senior government officials Predominance of control and audit function across government - misconception of evaluation as a control function 	Low but growing
Capacity to Supply M&E Information	<p><u>Institutional arrangements for M&E</u></p> <ul style="list-style-type: none"> A number of organizations with some responsibilities for M&E, but not well harmonized or coordinated Two national-level initiatives: (i) PPISU does M&E-Control of projects & programs; (ii) Economic Policy Monitoring and Coordination Unit leads an M&E plan of the national economic and social policy There is no centralized M&E system or coordinating unit No central policy or standards for performance monitoring or evaluation. As a result, more clarity needed around the practical organization of M&E structures, including roles and responsibilities of central M&E units in the system Some ministries have an M&E unit (for example, Health, Education, Agriculture, Water, Justice), but most ministries have neither the skilled human resources nor sufficient budgets to carry out their mandate. M&E is not well integrated into the organization Generally, few resources are dedicated to structures in charge of M&E 	Low but growing

⁵ See Appendix 2 for an overview.

M&E Element	Current Observations – Areas for M&E Capacity Building	Assessed Level of Development ^a
Capacity to Supply M&E Information (cont'd)	<ul style="list-style-type: none"> • There is a poor institutionalization of evaluation and no systematic evaluation of public policies • Little statistical and analytical capacity in agencies to support the collection and use of data for M&E purposes <p><u>Tools and methods</u></p> <ul style="list-style-type: none"> • Ambiguity in use of terms associated with performance measurement and monitoring, evaluation, M&E and PM • Monitoring that is done tends to focus more on process indicators than performance indicators • Absence of harmonization across M&E tools, methods, and interpretation of concepts <p><u>Human resource expertise</u></p> <ul style="list-style-type: none"> • Too few human resources trained in M&E • Too few skilled evaluators • Weak evaluation capacity – limited competence, poorly organized, inadequate • Limited local training in M&E, most of which is considered too theoretical with too little focus on practical application <p><u>Data</u></p> <ul style="list-style-type: none"> • Generally, lack of reliable and quality data; incomplete data sets. Though data collection better in some sectors (Education, Health) than others 	
Capacity to Demand and Use M&E Information	<p><u>Use of M&E within government</u></p> <ul style="list-style-type: none"> • M&E information is generally not used within ministries for decision-making nor planning future programs • M&E not systematically linked to the policy, planning, and budgeting cycle • For evaluation work that is undertaken, little use and low dissemination of evaluation findings among stakeholders <p><u>Performance measurement and reporting</u></p> <ul style="list-style-type: none"> • Performance measurement and reporting is hampered by inability to populate indicators – problems with selection of inappropriate indicators, but also lack of data 	<p style="text-align: center;">Low</p>
Other Elements Important to M&E Success and Sustainability	<p><u>National Statistics Agency</u></p> <ul style="list-style-type: none"> • National Statistics and Demography Agency exists • Concerns with reliability of system of data collection and analysis • Apparent problems with processing, storing, managing, and accessing information • Though some sectors (Health, Education) have better data capture systems, generally there are concerns for lack of harmonization of data collection procedures and reliability of data. Training on data (capture, management, analysis, and so forth) seen as priority need across ministries 	<p style="text-align: center;">Low</p>

M&E Element	Current Observations – Areas for M&E Capacity Building	Assessed Level of Development ^a
Other Elements Important to M&E Success and Sustainability (cont'd)	<p><u>Systematic Planning</u></p> <ul style="list-style-type: none"> • Planning does exist but needs to be strengthened at both the ministerial and central level • Planning not well linked to results-oriented M&E, particularly so for projects and programs financed by internal resources <p><u>Oversight bodies</u></p> <ul style="list-style-type: none"> • Focus currently is on audit and control activities <p><u>M&E partners and networks</u></p> <ul style="list-style-type: none"> • Coordinating donors group exists, Consultative Committee of Technical and Financial Partners • Individual donors finance various types of M&E training and capacity building • National Evaluation Association promotes evaluation culture through training and development initiatives • Some M&E training offered through universities and other institutes <p><u>Civil Society engagement</u></p> <ul style="list-style-type: none"> • A number of disparate nongovernmental organization efforts at building evaluation culture among civil society (for example, Citizen Control of Public Action) 	
<p><i>a. A subjective assessment rates each M&E element as one of: Low; Low but growing; Medium; Medium but growing; High.</i></p>		

Observations about the current state of M&E as reflected in Box 6 and the potential for demand for CESAG M&E services in Senegal include the following:

- There is little or no M&E directed at projects and programs that is not funded by international sources, which suggests that M&E is still largely driven by external sources and the need to comply with international funders. Some new reforms implicating M&E create an enabling environment to grow M&E culture. But it likely needs to be supported by raising awareness and understanding of M&E among political and senior officials.
- Identifying and working with senior-level champions of M&E will be important for creating an understanding and buy-in among decision makers as to the nature and level of resourcing and the institutional changes needed to develop a national M&E system.
- New entities supporting M&E are being created (National Committee for M&E of public policies and programs), but these still lack details around their mandate and composition. They can, however, start to fill an important M&E gap – the lack of central M&E direction. Among the various existing M&E entities, a lack of coordination and harmonization has been noted. As an independent external source, CESAG can play an important role in advising authorities on the details of what a macro M&E system ought to entail, as well as the more micro details on individual entities within the system.

- CESAG could offer useful advice to senior officials not only by identifying an institutional structure for M&E but also by determining an appropriate strategy for putting that structure in place. Given the uneven strength of M&E across different sectors and the general lack of trained M&E specialists and skilled evaluators, based on international experience, a *phased* approach to M&E development would likely be more successful. CESAG could advise on the development of a multiyear plan for the rollout of M&E across ministries/sectors, beginning with a small number of pilots.
- A key need in Senegal is clarifying the uses and users of M&E information and ensuring that there is an understanding of the basic concepts of M&E across the broad group of public sector officials. Some would be senior decision makers; others (such as planners and project/program managers) would require a more hands-on understanding of M&E. Associated with this, comments by officials suggest that the planning function within government may need to be strengthened. Eventually, M&E will need to be integrated into a policy, planning, and budgetary cycle of government, where the information can be used to inform decision makers. This also implies a clear understanding of roles, responsibilities, and accountabilities regarding M&E and PM among various players throughout the system.
- Among the key M&E capacity issues are a lack of trained and expert people and problems with data needed for M&E (availability, reliability, access, quality). Regarding the first issue, CESAG can offer and advise on a range of training and development options and potentially work with some of the partners within Senegal that have M&E training experience.
- Issues associated with data likely require training more statisticians and enhancing statistical and analytical capacity in general. But it also clearly requires an investment in data development. For this, senior officials need to agree. This is a critical consideration for M&E development. CESAG, within its broader work plan, would likely have to partner with other agencies that focus more on data development (for example, a UN agency or particular donor). CESAG could play a critical lead role in facilitating discussions that brought together the National Statistics and Demography Agency, the Ministry of Economy and Finance, lead sector ministries (such as Health and Education), and other key stakeholders.

Using the feedback obtained by the local consultant who carried out the M&E demand assessment in Senegal (Traore Ahmadou 2012), and drawing on guidance from other international experience (Lahey 2012), a summary of the various M&E needs/demands from Senegal was developed. This is presented in Box 7. Comments as to the M&E needs of particular organizations in Senegal are in Box 13 of Appendix 2.

Box 7. Senegal - Potential CESAG M&E Service Offerings

<p>Training</p>	<p>Priority Area (for short-term) – <u>Advocacy</u></p> <ul style="list-style-type: none"> • Raising awareness and understanding (advocacy) at the political and senior levels of the role and various potential ways that a nationally owned results-based M&E system can be used to improve public sector governance and management decision making. Clarifying understanding of results-based management/performance management • Clarifying with public sector leaders as well as M&E champions the various components of a national M&E system, including the organization and functioning at both a central and ministerial level. The goal is to help ensure a common understanding and buy-in at both a political and institutional level <p><u>Other training</u></p> <ul style="list-style-type: none"> • Stock taking to help identify M&E training needs for the country and help to develop a multiyear training strategy, including train-the-trainer approach • Consultation with training institutions, SENEVAL, and other potential partners on development of possible training modules • M&E training: introductory, intermediate, and advanced (delivered either directly, through partnership or via other qualified trainers/training institutes) • Evaluation methods • Evaluation practice – A combination of in-class training and practical experience
<p>Advisory Services</p>	<p>Priority Area - <u>Facilitating high-level discussions</u></p> <ul style="list-style-type: none"> • Facilitator to political and senior-level briefings on M&E capacity building efforts needed to develop a national M&E system; that is, providing a neutral and external expertise and perspective • Working with Senegalese officials to articulate how M&E information is going to be used in the functioning of government, including its link to the policy, planning, and budgetary cycle <p><u>Advising on and facilitating discussions of an appropriate structure to support a national M&E system</u></p> <ul style="list-style-type: none"> • Drawing on good practices and lessons learned from international experience • Identifying the central and supporting structures and mechanisms typically needed to drive a national M&E system • Working with an appropriate steering/consultative committee of stakeholders to identify an appropriate model for Senegal • Clarifying roles, responsibilities and accountabilities of those organizations that will provide M&E information as well as those that will be expected to use M&E information as a normal part of doing business • Helping identify the institutional or organizational changes that may be needed in moving to a new national M&E system; helping determine the resource (budget and staffing) implications • Serving as an external independent and objective adviser to senior and political officials on the best way forward for national M&E development <p><u>Advising on the creation of a central M&E unit</u></p> <ul style="list-style-type: none"> • Working with senior officials to clarify roles, responsibilities, mandate and resource needs of a new central M&E unit that will eventually serve as the M&E policy center for government • Assist in clarifying its relationship with existing agencies implicated in M&E • Drawing on good practices and lessons learned from international experience

<p>Advisory Services (cont'd)</p>	<p><u>Advising on the development of an appropriate M&E action plan</u></p> <ul style="list-style-type: none"> • Supporting the efforts of the key country agency tasked with putting in place a national M&E system, such as <ul style="list-style-type: none"> ○ Assisting the development of a medium-term action plan for establishment of a national M&E system ○ Helping to identify and sort out the roles and responsibilities of key players in the eventual national M&E system and their accountabilities in the NECD plan ○ Helping to identify institutional or organizational changes that may be required; their resource implications; and an appropriate strategy for change ○ Advising on the pace of implementation – <i>phased</i> or <i>whole-of-government</i>
<p>Evaluation & Innovation</p>	<p><u>Standards and methods of practice</u></p> <ul style="list-style-type: none"> • Introduce (through training and website) professional standards of practice and methods commonly employed in various types of evaluation, including formative, summative, impact, and meta evaluation • Log frame approach to developing results-oriented performance indicators and cost-effective measurement strategies <p><u>Policy development</u></p> <ul style="list-style-type: none"> • Working with the central M&E unit and drawing on international practice to develop an evaluation policy for Senegal <p><u>Capacity development in pilot ministries</u></p> <ul style="list-style-type: none"> • Assisting the development and implementation of M&E capacity within pilot ministries <p><u>Advising and assisting in the conduct of a priority evaluation</u></p> <ul style="list-style-type: none"> • Working with the central M&E unit to identify and assist in the evaluation of a priority area for government • Assisting the central M&E authority in bringing evaluation results to high-level committees and advising on its eventual use – demonstration of relevance and usefulness of evaluation
<p>Other</p>	<p><u>Information exchanges</u></p> <ul style="list-style-type: none"> • Increase awareness and understanding of M&E/evaluation systems and NECD through promotion of information/knowledge exchanges – via funding or promotion of an international conference; ongoing networking with country officials; study missions; country-level workshops; SENEVAL-sponsored events; and so forth to help develop an evaluation culture across all parts of Senegal, including civil society, private sector, media, and NGOs <p><u>Supporting data development initiatives</u></p> <ul style="list-style-type: none"> • Facilitating high-level discussions to raise awareness and understanding of need to address data deficiencies, as an important part of the national M&E system development • Assisting in the establishment of Steering/Consultative Committees that would include the National Statistics and Demography Agency, other government officials and partners supporting data development within Senegal

3.3.3 BENIN

Examination of the level of M&E development and needs in Benin also uses the framework shown in Box 3. The report of the local consultant,⁶ aided by any feedback from the follow-up review/vetting process is serving to populate the framework. Observations on the current state

of M&E in Senegal are summarized in Box 8, which also includes an assessment for each of the broad critical factors underlying an M&E system.

Box 8. Benin – Current State of M&E Development		
M&E Element	Current Observations – Areas for M&E Capacity Building	Assessed Level of Development*
Demonstrated Commitment to National Evaluation Capacity Development	<p><u>Political will</u></p> <ul style="list-style-type: none"> • Indication by Director of Cabinet that M&E and PM are priorities of government • This is demonstrated by the growth of evaluative practice over the past 5 years and creation of the Bureau for the Evaluation of Public Policy (BEPP) • Ministries now have annual funding allocated to M&E, though some feedback suggests it is not yet sufficient to adequately staff and resource M&E units <p><u>Public sector reforms</u></p> <ul style="list-style-type: none"> • Public sector reforms over the 2000s largely driven by international agencies —gradual establishment of M&E units in ministries • More recent reforms (last two years), aimed at accountability and governance, have M&E implications • M&E capacity building in support of the Growth and Poverty Reduction Strategy (GPRS) <p><u>Awareness of M&E roles and uses</u></p> <ul style="list-style-type: none"> • Low use of M&E findings across the system suggests a lack of knowledge or low level of understanding of where and how M&E can be used in public sector management 	Medium
Capacity to Supply M&E Information	<p><u>Institutional arrangements for M&E</u></p> <ul style="list-style-type: none"> • A general recognition that the M&E system is “still under construction” • Three M&E systems identified in Benin: GPRS M&E system; a new NPDA M&E system, not yet implemented; and the M&E system for public policies • Some confusion in terms of institutional arrangements and coordination of roles and responsibilities • Separate mechanisms responsible for M&E identified in each of the GPRS and National Policy for Development Aid M&E system • Historically, M&E architecture has been linked closely and evolved over time with the GPRS • Several central-level M&E bodies: BEPP, Economic and Financial Programs Monitoring Unit (EFPMU) and Directorate General for Monitoring of Projects and Programs (DGMPP); BEPP within the Prime Minister’s Office plays the coordinating role for M&E • M&E units have been established in all ministries, but generally there are too few staff, who are often not well trained on M&E • According to senior officials, key improvements needed in the M&E system relate to issues of implementation • Too little systematic and comprehensive evaluation being conducted – less developed than monitoring function • Ministries with most M&E experience – Health, Education, Water 	Medium

<p>Capacity to Supply M&E Information (cont'd)</p>	<p><u>Tools and methods</u></p> <ul style="list-style-type: none"> • Ambiguity in use of terms associated with performance measurement, monitoring, and evaluation • Absence of harmonization across M&E tools, methods and interpretation of M&E concepts • No standards for evaluation <p><u>Human resource expertise</u></p> <ul style="list-style-type: none"> • Too few people trained in M&E • Too few experienced evaluators and people skilled with advanced methods of data analysis • High turnover rate among evaluators limits the capacity to develop corporate strength and memory – constantly training new evaluators • No agreed competencies or experience for being considered a qualified M&E “expert” • Training received is not sufficient for becoming M&E specialists — practical experience is needed • Insufficient knowledge about the practical development of results-oriented performance indicators • Near absence of local training in evaluation techniques <p><u>Data</u></p> <ul style="list-style-type: none"> • General recognition of the need to improve the quality of data • Within some ministries, a lack of coordination between M&E units and the statistics bureau 	
<p>Capacity to Demand and Use M&E Information</p>	<p><u>Use of M&E within government</u></p> <ul style="list-style-type: none"> • M&E information is used primarily for accountability purposes – quarterly and annual performance reports by ministries; performance reports of the GPRS; evaluation reports of the BEPP • State of the Nation address draws on high-level indicators produced by M&E system • GPRS progress report is described as the key output of the whole M&E system • Broader uses of M&E information (decision-making and input to policy, planning, and program development) are slowly increasing • Still a number of challenges for the use of M&E information –specifically ensuring that results of M&E are taken into consideration in decision making <p><u>Performance measurement and reporting</u></p> <ul style="list-style-type: none"> • Many performance reports produced, but weak statistical production prevents effective monitoring and reporting • Use of information is hampered by problems with the timely release of reports 	<p>Low but growing</p>
<p>Other Elements Important to M&E Success and Sustainability</p>	<p><u>National statistics agency</u></p> <ul style="list-style-type: none"> • National Institute of Statistics and Economic Analysis exists • Concern that there is a need to improve the quality of statistics, along with training in data collection and analysis • Apparent problems with processing, storing, managing, and accessing information • Support needed for creation and management of databases and implementation of information systems 	<p>Low but growing</p>

<p>Other Elements Important to M&E Success and Sustainability (cont'd)</p>	<p><u>Systematic Planning</u></p> <ul style="list-style-type: none"> • Planning does exist but still not well linked to results-oriented M&E <p><u>Oversight bodies</u></p> <ul style="list-style-type: none"> • Some level of oversight is provided through the strategic and political-level committees guiding and coordinating implementation of the GPRS; that is, the Orientation Committee, the Steering Committee, and the Technical and Sector Thematic Groups • Another potential level of oversight is the annual submission by ministries of a performance report to account for resources spent and results achieved, for review and approval by the Audit Chamber of the Supreme Court. However, the process has many problems <p><u>M&E partners and networks</u></p> <ul style="list-style-type: none"> • Since 2011, there is an M&E technical group of international partners and donors, currently coordinated by UNDP • International partners and donors support M&E development in a number of ways, including through thematic technical groups (joint government-partnerships) supporting GPRS • Civil society organizations also involved in GPRS sectoral task groups • Possible partners for training and development: Benin Evaluation Association and National Network for Impact Analysis <p><u>Civil society engagement</u></p> <ul style="list-style-type: none"> • Civil society organizations (and the private sector through the Private Sector Cluster) involved in preparation of progress reports of the GPRS • Civil society organizations also produce alternate reports on poverty and MDGs via the Social Watch Network 	
<p><i>A subjective assessment rates each M&E element as one of the following: low; low but growing; medium; medium but growing; high.</i></p>		

Observations about the current state of M&E as reflected in Box 8 and the potential for demand for CESAG M&E services in Benin include the following:

- Despite growing interest in M&E in Benin, senior officials do not yet have a good understanding of the utility of M&E. Much of the focus driving the M&E system is on progress reporting against the Growth and Poverty Reduction Strategy (GPRS). Although this is important, limiting the use of M&E to this role suggests that senior officials lack the knowledge or understanding of the various ways that M&E can be used to support good governance and management practices in government. It might also suggest that PM is stronger in theory than in practice. This raises the importance of providing political and senior officials with a broad overview of the various roles and uses of M&E.
- The institutional framework for the national M&E system in Benin is described as “conceptually, a national M&E system with three components”:
 - M&E system of the GPRS
 - M&E system for public policies
 - M&E system of the National Policy for Development Assistance.

With so many entities involved in M&E, an examination of the integration and coordination of the roles, responsibilities, and mandates for the various agencies involved in the three systems would be appropriate.

For example, the Economic and Financial Programs Monitoring Unit (EFPMU) is the central M&E unit responsible for the GPRS M&E system (and in charge of developing the GPRS progress report), whereas the Bureau for the Evaluation of Public Policy (BEPP) in the Performance Management Office is the central M&E Unit for the M&E system for public policies. The third M&E system is not yet implemented. It will be important for CESAG to explore the following questions:

- Do these two M&E units support one another?
- Is there overlap or duplication of effort?
- In a system with so few trained M&E experts, does a three-component system create additional human resource capacity gaps?

Although each country needs to develop an M&E system appropriate to its circumstances, CESAG, drawing from international good practices, could advise Benin officials on ways to streamline its approach to M&E to achieve improved efficiency.

- Addressing the question of *use* of M&E information, an area of weakness of the current system, will be fundamental to helping shape, transform, and improve the institutional arrangements of the current system. This is closely associated with an additional capacity gap – expanding and broadening the role for evaluation in helping improve the effectiveness of government programs and services.
- Two fundamental capacity gaps need to be addressed: too few officials with training in M&E methods, including advanced evaluation skill sets; and issues with the quality and reliability of data across the system.
- A number of different training courses have been offered by various entities, but they have not been well coordinated. Indeed, no guiding curriculum exists that could be considered a template for a training program to develop an M&E specialist. CESAG could help address the broad issue of training in many ways, both as a supplier and as a facilitator of training.
- Training needs to also address *practical* issues, such as the conduct or management of an evaluation. CESAG could help mentor people in developing some of these skills through developmental opportunities in the conduct of a priority evaluation; that is through hands-on opportunities.
- Providing training to officials in the methods and uses of M&E information will be a wasted investment if there is not also an investment in developing the M&E system and addressing the issue of too few resources devoted to M&E.

Using the feedback obtained by the local consultant who carried out the M&E demand assessment in Benin, a summary of the various M&E needs/demands from Benin was developed. This is presented in Box 9, arranged according to the three types of M&E service offerings that CESAG is expected to provide, along with an “Other” category. Comments about the M&E needs of particular organizations are shown in Box 14 of Appendix 3.

Box 9. Benin – Potential CESAG M&E Service Offerings

<p>Training</p>	<p>Priority Area (for short term) – <u>Increasing understanding of roles and uses of M&E</u></p> <ul style="list-style-type: none"> • Raising awareness and understanding at the political and senior levels of the role and various potential ways that a nationally owned results-based M&E system can be used to improve public sector governance and management decision making <p><u>Other training</u></p> <ul style="list-style-type: none"> • Stocktaking to help identify M&E training needs and help develop a multiyear training strategy, including train-the-trainer and learning-by-doing approaches • Development of a possible training and development curriculum for M&E specialist (entry-level, intermediate, and advanced) • M&E training: introductory, intermediate, and advanced (delivered directly, through partnership, or via other qualified trainers/training institutes) • Evaluation methods • Evaluation practice – a combination of in-class and practical • Log frame approach to developing results-oriented performance indicators and cost-effective measurement strategies
<p>Advisory Services</p>	<p>Priority Area - <u>Facilitating high-level discussions</u></p> <ul style="list-style-type: none"> • Working with senior officials to articulate how the current M&E system may need to be modified to improve its effectiveness in supporting results-based public sector management. This could include topics such as increasing the use of M&E information across government; expanding the role of evaluation; and linking M&E results to the policy, planning and budgetary cycle. <p><u>Advising on and facilitating discussions of possible modifications to streamline and increase the effectiveness and efficiency of the national M&E system</u></p> <ul style="list-style-type: none"> • Drawing on good practices and lessons learned from international experience • Facilitating discussions among the key stakeholders associated with the three M&E systems to work toward identifying areas of ambiguity and overlap in structures, mandate, roles, and responsibilities • Working with an appropriate Steering/Consultative Committee of stakeholders to identify changes needed to rationalize the institutional structure for a national M&E system appropriate for Benin • Clarifying roles, responsibilities, and accountabilities of those organizations that will provide M&E information as well as those that will be expected to use M&E information as a normal part of doing business • Helping identify the institutional or organizational changes that may be needed in moving to a new national M&E system; helping determine the resource (budget and human resource) implications • Serving as an external independent and objective adviser to senior and political officials on the best way forward for national M&E development <p><u>Advising on the mandate of the central M&E unit</u></p> <ul style="list-style-type: none"> • Working with senior officials to clarify roles, responsibilities, mandate and resource needs of the central M&E unit that will eventually serve as the M&E policy center for government • Assist in clarifying its relationship with existing agencies implicated in M&E • Drawing on good practices and lessons learned from international experience

<p>Advisory Services (cont'd)</p>	<p><u>Advising on the development of an appropriate M&E action plan</u></p> <ul style="list-style-type: none"> • Supporting the efforts of the key agency tasked with leading any changes to the national M&E system, such as <ul style="list-style-type: none"> ○ Assisting the development of an action plan, along with identifiable milestones, for any modifications to the national M&E system ○ Helping to identify any institutional or organizational changes that may be required; their resource implications; and an appropriate strategy for change <p><u>Advising/assisting with oversight of M&E system development</u></p> <ul style="list-style-type: none"> • Assisting in assessment of progress on M&E initiatives and advising on adjustments that may be required to the national M&E plan
<p>Evaluation and Innovation</p>	<p><u>Professional standards and methods of practice</u></p> <ul style="list-style-type: none"> • Introduce (through training and website) professional standards of practice and methods commonly employed in various types of evaluation <p><u>Policy development</u></p> <ul style="list-style-type: none"> • Working with the central M&E unit and drawing on international practice to develop an evaluation policy and standards to formally implement across ministries <p><u>Review of M&E capacity in selected ministries</u></p> <ul style="list-style-type: none"> • Working with central authorities and senior officials in a small number of selected ministries to conduct a rapid review of M&E capacity and effectiveness in those ministries • Use the results to advise senior officials in the ministry and central authorities on any changes needed – for the ministries and for the system <p><u>Advising and assisting in the conduct of a priority evaluation</u></p> <ul style="list-style-type: none"> • Working with the central M&E unit to identify and assist in the evaluation of a “priority” area for government • Use the occasion also as a developmental/mentoring opportunity • Assisting the central M&E authority in bringing evaluation results to high-level committee and advising on its eventual use – demonstration of relevance and usefulness of evaluation
<p>Other</p>	<p><u>Information exchanges</u></p> <ul style="list-style-type: none"> • Increase awareness and understanding of M&E/evaluation systems and NECD through promotion of information/knowledge exchanges – via funding or promotion of an international conference; ongoing networking with country officials; study missions; country-level workshops; activities with the Benin Evaluation Association and other professional networks. These activities would help to support development of an evaluation culture across all parts of Benin, including civil society, private sector, media, and nongovernmental organizations. <p><u>Supporting data development initiatives</u></p> <ul style="list-style-type: none"> • Facilitating high-level discussions to raise awareness and understanding of need to address data deficiencies, as an important part of the national M&E system development • Assisting in the establishment of Steering/Consultative Committees that would include the National Institute of Statistics and Economic Analysis, other government officials and partners supporting data development within Benin <p><u>Facilitating or advising on a formative evaluation of the national M&E system</u></p> <ul style="list-style-type: none"> • At an appropriate point in its development, conduct of a formative evaluation on the M&E system (use of M&E information, capacity gaps, and so forth) • Advising on any adjustments that may be needed to make the M&E system more effective and sustainable

3.3 A Framework for CESAG to Assess M&E Needs/Demand in the Region

The M&E demand assessment exercise for Mauritania, Senegal, and Benin has described three countries with different levels of M&E development. What is important for the CLEAR CESAG center is to analyze and interpret the information to assess how best to organize, prioritize, and plan for its future M&E service offerings, not only for these three countries, but also for the whole of the Francophone Africa region that CESAG serves.

To aid in that planning, two elements from the analysis are key:

- (i) An identification of M&E service needs common to all three countries
- (ii) Use of the notion of the *continuum* for national M&E system development (Figure 2) as a way to help interpret the nature and depth of M&E services appropriate to the particular country.

3.3.1 M&E NEEDS COMMON TO ALL THREE CASE COUNTRIES

Some general observations can be extracted from the examination of the three countries. Although each is at a different point along the M&E *continuum*, they all share some fundamental M&E capacity gaps. These are summarized in Box 10, which also addresses implications for CESAG service offerings.

Box 10. Common M&E Needs Across All Three Countries	
Area for M&E Capacity Building	Implication for CESAG M&E Service Offerings
Raising awareness and understanding of M&E and PM at the political and senior levels	<ul style="list-style-type: none"> • Important for all three countries to help ensure buy-in and sustainability of M&E system development • Focus on benefits to the country of a nationally owned M&E system • For Benin, which has more experience with M&E, can help clarify the broader roles and uses of M&E in public sector management
Ambiguity/lack of clarity about terms and concepts associated with M&E and PM	<ul style="list-style-type: none"> • Need to build into training and orientation presentations for <i>all</i> audiences in all three countries to ensure a common understanding
Lack of harmonization of M&E tools and methods	<ul style="list-style-type: none"> • CESAG can draw on good practice from international experience and help each country establish good standards of practice for M&E • Website to establish links to an international repository of technical information • Build modules on M&E methods and tools into training program (introductory, intermediate, advanced) • Ongoing information exchanges offered with various M&E partners in the country – national evaluation association, other networks, and so forth
No standards for good evaluation	<ul style="list-style-type: none"> • In addition to the above, work with the central M&E unit and draw on international practice to develop an evaluation policy and standards to formally implement across government

Lack of M&E expertise, skilled evaluators	<ul style="list-style-type: none"> • A variety of approaches to human resource capacity building should be used – formal in-country or regional training; train-the-trainer workshops; information exchanges, both one-off events and ongoing networking • Recognizing a variety of audiences for training (technical and non-technical) and different levels of training needs (introductory, intermediate, advanced) • Recognizing a need for follow-up to training – help ensure use of M&E skills • Develop, foster, and use the network of skilled evaluators in the country, drawing on all sectors • Establishing and maintaining a pool of evaluation expertise at national, regional, and international level
Few trainers experienced in M&E in the region	<ul style="list-style-type: none"> • Train-the-trainer approach, particularly for M&E orientation and introductory training • Work with international agencies and other experts to provide added support for human resources capacity building initiatives and an expanded pool of evaluation expertise for training and capacity building
Few M&E and PM programs or opportunities to learn about M&E and programs that do exist have quality issues or poor targeting of training to relevant audiences	<ul style="list-style-type: none"> • CESAG can draw on its own training programs and the many examples from international experience to help raise and standardize the quality of training programs being offered • As above, train-the-trainer approach will help to incorporate a higher standard of training program
Difficulties in the <i>implementation</i> of M&E	<ul style="list-style-type: none"> • Work with central authorities responsible for M&E and conduct a review of M&E capacity and M&E use in selected ministries as case studies; health and education would be good candidates in all three countries • Conduct as a formative evaluation • Facilitate senior-level discussions on findings and changes that may be needed
Little or no evaluation being conducted – Lack of practical experience in conducting evaluations	<ul style="list-style-type: none"> • Long-term goal is to develop in-country skilled evaluators (in both the public and private sectors) • In shorter term, need to still rely on regional and international evaluation expertise to help conduct evaluations • Need to raise awareness of importance of evaluation as a tool to support results-based PM and good governance • CESAG could assist the conduct of a priority evaluation – to demonstrate to senior officials the role and usefulness of evaluation. Would also provide a learning exercise on the process and conduct of evaluation and a mentoring opportunity for local evaluators
Problems with data – quality, reliability, availability, access	<ul style="list-style-type: none"> • As part of its consultations with political and senior officials, CESAG should raise awareness of the critical role played by data to support M&E and PM • Facilitate knowledge exchanges between the national statistics agency and international counterparts • Work with the central authorities responsible for M&E to monitor the quality of data and data development within

	<p>“pilot” ministries and across the system</p> <ul style="list-style-type: none"> • Training, advice, and support (including skill building materials) for those responsible for surveys, data collection, and analysis in ministries
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For each area identified as a common M&E capacity building need, the nature of CESAG’s response to a particular country will depend on the current level of development of the country’s M&E system. For example, difficulty in implementing M&E is more real for Benin than it is for Mauritania, where it would be more of a conceptual (though still important) issue at this time.

3.3.2 ASSESSING A COUNTRY’S LEVEL OF M&E DEVELOPMENT AS A CRITICAL FACTOR IN DETERMINING APPROPRIATE M&E SERVICE OFFERINGS

There is no simple way to identify what a good M&E system looks like. Rather, it depends on country-specific factors, such as government demand for M&E information, how M&E information will be used, the availability and quality of data, existing evaluation and analytical capacity within the country, the amount the government is prepared to spend on M&E, and so forth (Mackay 2010). To determine how to best assist in NECD, CESAG therefore must start with an understanding of the current country situation – the capacity and environment for performance measurement, M&E, and its use in an institutional setting.⁷

The M&E demand assessment exercise described three countries at different points along the continuum for national M&E system development. As noted in Box 10, there are many M&E needs common to all three countries, but, on closer examination, the appropriate level and scope of the M&E service that CESAG might offer likely differs for each country. It is important to be able to “nuance” the service offering to ensure its relevance.

Figure 4 summarizes where the three countries are likely positioned on the continuum for national M&E system development. This is not an exact determination, but more a point of reference for CESAG to establish a relative positioning of the three countries, and from this, a basis on which to determine the types and nature of M&E support that countries at these levels will likely need in future capacity building initiatives.

To keep it manageable, Figure 4 identifies five levels of M&E system maturity based on two factors: current M&E country capacity and country M&E readiness.

It should be noted that country readiness is based on not only the statements about political will by the leadership of the country, but perhaps more important, on the resourcing and development of the needed institutions to drive and support a sustainable national M&E system. In other words, movement along the continuum will depend on both an enabling environment for M&E development as well as a demonstrated demand for a nationally owned M&E system.

⁷ This would in effect represent Step One in the World Bank’s Handbook for Development Practitioners, *Ten Steps to a Results-Based Monitoring and Evaluation System*, that is, the conduct of a readiness assessment, a relatively quick and inexpensive, but important, study to understand the complexities and nuances of country context. See Kusek and Rist (2004).

With these two broad factors, the positioning of the three countries against the five levels of national M&E system development is shown as follows in Figure 4:

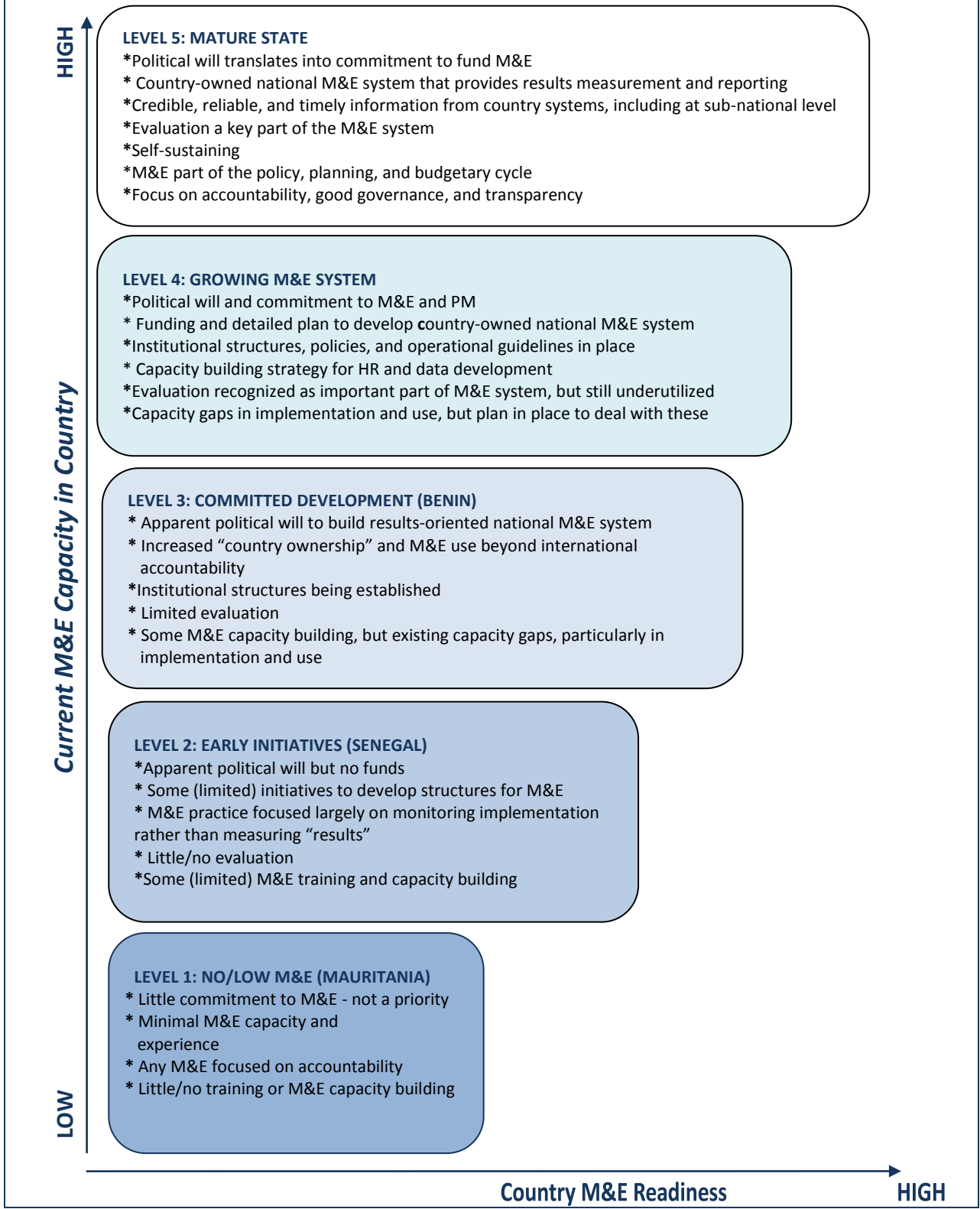
- Level 1: No/Low M&E – Mauritania
- Level 2: Early Initiatives – Senegal
- Level 3: Committed Development /Some Implementation – Benin
- Level 4: Committed Development/Growing M&E – None
- Level 5: Mature State – None

The key features that distinguish one level from another are summarized by the four M&E elements in Boxes 4, 6, and 8; that is, (i) demonstrated commitment to NECD; (ii) capacity to supply M&E information; (iii) capacity to demand and use M&E information; and (iv) other elements deemed important to M&E success and sustainability (for example, role of a national statistical agency and the existence of systematic planning, oversight bodies, M&E partners and networks, and civil society engagement).

Drawing from Boxes 4, 6, and 8, it is possible to gain an appreciation for capacity building needs for countries at Levels 1, 2, and 3. It must be stressed that this is only a rough guideline, as each country has particular needs and circumstances. Broadly speaking, and extending this analysis further, Boxes 5, 7, and 9 serve to provide a guideline to CESAG regarding potential M&E service offerings appropriate for Level 1, 2, and 3 countries.

The likelihood is that other countries within the region that CESAG serves are at one of the three levels observed for Mauritania, Senegal or Benin. Some knowledge or appreciation of the relative positioning of a country in terms of their M&E development would be useful intelligence for CESAG in assessing appropriate interventions in support of M&E capacity development. Coupled with the knowledge of M&E service needs typically common to most countries (noted in Box 10), CESAG could extrapolate and make a broad determination of the M&E capacity building needs across the region that it serves. Again though, recognizing that this is not an exact science, it must be stressed that this is a broad approach to be used as a tool for planning CESAG M&E service offerings across the region. Over time, CESAG will be able to refine its approach and understanding of M&E service needs.

Figure 4. Key Stages and Drivers to Get to a Mature National M&E System



Section 4 – DEVELOPING CESAG’S WORK PROGRAM

4.1 Short- Term (Year One) Priorities for CESAG

Coupled with the country M&E demand assessment exercise, CESAG will need to develop a strategy that continues to examine future demand for M&E services in the region, but is also capable of providing both the supply and demand side of the services in demand.

Box 11 identifies key activities for CESAG in Year One of its operations. Expectations will be raised quickly, especially with CESAG’s alignment with the World Bank as a CLEAR Regional Center. It is recommended that CESAG focus on both the development of its own internal capability and resources and on following through and delivering M&E services within the region, particularly on the three countries that have already been sensitized to the CLEAR M&E services.

Seven broad activities are recommended in Box 11 for CESAG’s Year One M&E program:

1. Developing CESAG internal capacity
2. Communications and marketing
3. Establishing regional and international networks
4. Establishing a website for the CESAG M&E Center
5. Extending the M&E demand assessment exercise across the region
6. Confirming the focus of Year One M&E service offerings and developing the necessary materials
7. Providing M&E capacity building services to the three countries that have served as the pilots

Box 11. Key Activities for the CESAG CLEAR Center in Year One	
Activity	Description
1. Developing CESAG Internal Capacity	
1.1 Institutional assessment	<ul style="list-style-type: none"> • Assess CESAG readiness to service its M&E market • Carry out a Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis, showing M&E strengths, weaknesses, threats, and opportunities to deliver M&E services • Develop multiyear plan for CESAG internal capacity building of M&E services, with focus on key capacity gaps for short-term needs
1.2 Internal capacity building	<ul style="list-style-type: none"> • Fill human resource capacity gaps by hiring people with needed competencies and establishing pools of M&E experts (institutions, consultants) • Take stock of available M&E training modules, course curricula, workshop materials, and such from international agencies, partners, professional associations, and donor countries • Identify key gaps in terms of teaching tools and other materials

Activity	Description
1.3 Business plan development	<ul style="list-style-type: none"> • Develop costing and pricing structure for service offerings (both subsidized rates and cost-recovery) • Develop business plan for sustainability • Develop appropriate marketing strategy
1.4 Medium-term plan and oversight criteria	<ul style="list-style-type: none"> • Develop 2- to 3-year operational plan, with key milestones • Identify success criteria and indicators for measuring performance of CESAG – for example, assessment of quality of service (timeliness, relevance), client satisfaction
2. Communications – Marketing	
2.1 Formal launch of M&E Center	<ul style="list-style-type: none"> • Develop materials and organize a formal high-profile launch of the CLEAR CESAG center. The launch could be in conjunction/collaboration with a regional M&E conference
3. Establishing Networks – Access to M&E Information and Expertise	
3.1 Identifying information sources and potential partners	<ul style="list-style-type: none"> • Working with CLEAR headquarters and regional centers to identify readily available information on M&E tools, methods, courses, workshop materials, and useful websites • Identify contracts from World Bank, UN agencies, donors, regional and international professional associations, think tanks, training institutes, universities, and so forth – future potential capacity building partners • Identify network (from across region and internationally) and establish pool of potential resources for future M&E service offerings
4. Establish Website for CESAG M&E Center	
4.1 Website development	<ul style="list-style-type: none"> • Establish web presence and inform regional network • Establish links to international M&E sources for tools, methods, course materials, and so forth – World Bank, UN agencies, United Nations Evaluation Group, Organization for Economic Co-operation and Development, professional evaluation associations (national, regional, international), other international evaluation agencies, and so forth.
4.2 Plan for future and ongoing development and upgrades	<ul style="list-style-type: none"> • Ongoing website development to eventually include interactive capabilities and other refinements
5. M&E Demand Assessment across Region	
5.1 Regional intelligence gathering	<ul style="list-style-type: none"> • Broaden the knowledge base of M&E demands in the region beyond the current three countries • Integrate this information into the medium-term (2-3 years) plan for CESAG M&E service offerings
6. Develop M&E Materials for Year One Service Offerings	
6.1 Determination of short-term needs	<ul style="list-style-type: none"> • Confirm focus of Year One M&E service offerings and support materials needed
6.2 Develop materials	<ul style="list-style-type: none"> • Develop/adapt materials based on existing resources regional and international sources and new input as required
7. Roll-out of M&E Service Offerings in Three Pilot Countries	
7.1 M&E capacity building - Mauritania	<ul style="list-style-type: none"> • Confirm with country and deliver priority M&E capacity building services
7.2 M&E capacity building - Senegal	<ul style="list-style-type: none"> • Confirm with country and deliver priority M&E capacity building services
7.3 M&E capacity building – Benin	<ul style="list-style-type: none"> • Confirm with country and deliver priority M&E capacity building services

4.2 Competitive Advantage for the CLEAR CESAG M&E Center

As CESAG contemplates the rollout of its M&E capacity building business, it needs to reflect on the competitive advantage that it can offer clients in providing M&E capacity building services:

- Proximity to the client
- Knowledge of the region, countries, and key players
- Possible cost advantages
- The linkage to the World Bank's CLEAR global network of regional M&E centers.

Additionally, the CESAG M&E center can provide senior country officials with objective and independent advice on a variety of issues. This could prove to be a key consideration for marketing and positioning CESAG's advisory services to country officials.

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APPENDIXES

Appendix 1. Current State of M&E in Mauritania

M&E Components	M&E Capacity Development
National M&E System	<ul style="list-style-type: none"> Does not exist yet, but a project is being developed to put one in place with the Ministry of Economic Affairs and Development (MEAD) and the support of the World Bank. The project is due to have begun at the end of 2012.
Central M&E Unit	<ul style="list-style-type: none"> This was recently created. The Directorate for Monitoring and Evaluation is housed within the MEAD and linked to the General Directorate for Political Economy and Development Strategy.
Sector/Areas	<ul style="list-style-type: none"> Ministry of Economic Affairs and Development Health Education
M&E in Technical Ministries	<ul style="list-style-type: none"> Ministry of Education through the National Program for the Development of the Education Sector (financed by the Bank since 2010). Ministry of Health through the National Agency for Health Information, supported principally by UNICEF and other technical and financial partners. Ministry of Rural Development, in the context of the evaluation of the agricultural campaign. Monitoring of fishing catches, supported by German Agency for International Cooperation (GIZ) Ministry of Transport, where monitoring is a requirement for every infrastructure project
M&E Led by Donors	<ul style="list-style-type: none"> Main donors leading M&E efforts are the World Bank, UNICEF, UNDP, and GIZ. The majority of externally financed projects have M&E structures.
Report on the Progress of the Growth and Poverty Reduction Strategy	<ul style="list-style-type: none"> The MEAD ensures the production of performance reports. Information is furnished by the sectoral departments on the piloting and performance of Poverty Reduction Strategy mechanisms and interventions.
Report on Progress toward the MDGs	<ul style="list-style-type: none"> The MEAD monitors the countries progress toward the MDGs and oversees the quality of the information gathered and used.
Report on Progress toward objectives in the National Development Plan	<ul style="list-style-type: none"> The MEAD directs the M&E activities on progress towards the countries national development objectives and oversees the quality of the information gathered and used in M&E here.
Other M&E Capacity	<p>There are two major civil society organizations:</p> <ul style="list-style-type: none"> Mauritanian Association for Monitoring and Evaluation, and Mauritanian Perspectives.

Source: Ould Dahi (2012).

Box 12. Feedback from Selected Organizations Consulted in Mauritania

Representatives from a variety of organizations who attended consultation meetings (Dec. 9, 2012) on the demand assessment conducted in Mauritania were asked the following questions:

1. What is the demand for M&E in your organization?
2. What is the demand for M&E in other organizations you know?

Their feedback to both of these questions is summarized below, by organization.

Organization: Citizen's Observatory Project for the Third Poverty Reduction Strategy

- M&E studies should be accessible to civil society (published and disseminated).
- Tools are available to civil society to improve citizen organizations' comprehension of the use of M&E, to help citizens better comprehend M&E studies, and to encourage the use of these studies' (for example, capacity development of NGOs).
- More systematic inclusion of civil society in M&E and participatory management as well as joint elaboration of recommendations for the Third Poverty Reduction Strategy.
- Accountability to civil society on the implementation of civil society recommendations.
- Better access to results from M&E studies that are sectoral and thematically cross-cutting.
- Following up on the recommendations of M&E studies and ensuring that these recommendations are applied (with an obligation to render accounts on their application).
- M&E structures are clearly identified (published description of M&E structures and posts), in order for NGOs to know whom they should address on M&E issues.
- A definition of the concept of M&E and the relative terms of M&E for an improved understanding and increased ownership of the concept on behalf of local actors.

Organization: Mauritanian Association for Monitoring and Evaluation (MAME)

- Strengthen capacities of the MAME in lobbying for and raising awareness of M&E.
- Strengthen capacities so the organization can capitalize on existing M&E experiences.
- Strengthen the capacity of francophone associations to access resources (on both the theory and practice of M&E).
- Reinforce francophone associations' participation in regional exchanges.

Organization: Mauritanian Center for the Analysis of Public Policies

- Results-based management and M&E training
- Training on formulation of indicators
- Technical assistance to better assess and use M&E tools
- Technical assistance to ensure the operationalization of M&E within government structures.

Organization: Ministry of Finance

- Human resource capacity development support in M&E.
- Technical assistance in the use of M&E tools in the organization.
- Harmonization of public policy tools and institutionalization of M&E functions.
- Development of information systems and the computerization of monitoring activities in public administration.
- Review of indicators to ensure that they match the activities and implementation.

Note: The above information is written feedback from representatives of organizations invited to discuss the Mauritania M&E Demand Assessment Report.

Appendix 2. Current State of M&E in Senegal

M&E Component	M&E Capacity Development
National M&E System	<ul style="list-style-type: none"> • Currently no national M&E system exists.
Central M&E Unit	<p>No central unit coordinates all country M&E activities. Monitoring and evaluation is carried out at a variety of levels:</p> <ul style="list-style-type: none"> • Ministry of Finance (and other line ministries, such as health and education) • Department for State Reform and Technical Assistance (DSRTA) which is more of an implementation agency
Sectors/Areas	<p>In the Ministry of Economy and Finance, three main agencies are charged with M&E: Support Division for Project and Program Implementation (SDPPI), Coordination Unit for Monitoring of the Political Economy (CUMPE), and the (National Planning Department (NPD).</p> <ul style="list-style-type: none"> • SDPPI provides M&E for a number of projects under national execution. It was founded in 2006 and is funded by the state and the UNDP. It provides capacity to undertake ex-ante, midterm, and final performance evaluations for the projects in its portfolio in order to ensure accountability, improvement of performance, and evidence-based decision-making. • CUMPE is charged with overseeing M&E for projects associated with the country's Poverty Reduction Strategy. The office was created in 2001 and is financed by the state and donors. It commonly undertakes three types of evaluations: formative, prospective, and summative or final evaluations. The results of the evaluations are used for accountability performance improvement and learning for the development of future programs. • NDP prepares and monitors its implementation at the national, regional, and sectoral level. The office evaluates and takes stock of results. It was created in 2008 and is financed by the state. The office is charged with undertaking ex-ante, ex-post, and impact evaluations. These last two are carried out on a marginal basis. The results are used to improve the design and conceptualization of future projects and programs.
M&E in Technical Ministries	<ul style="list-style-type: none"> • Currently, the 24 ministries do not have an M&E unit. Only a few ministries have functional M&E systems: the Ministries of Education, Agriculture, Environment, Health, Water, and Justice. Within these ministries ex-ante, formative, and summative evaluations are carried out. The results are used for accountability, performance improvement, future project, and program design.
M&E Funded by Donors	<ul style="list-style-type: none"> • The principal actors in M&E are the World Bank, the United Nations Development Program (UNDP), United Nations Children's Fund (UNICEF), African Development Bank (AfDB), the Belgian Technical Cooperation, Canadian International Development Agency (CIDA), International Fund for Agricultural Development (IFAD), and the European Union (EU). The type of support provided is institutional, in the form of reinforcement of M&E capacity, support to M&E structures in terms of software, equipment, materials, and technical assistance, specifically, the collection of data, analysis of data, and the production of reports. • The Committee for the Coordination of Technical and Financial Partners focuses on harmonizing assistance to the country. This Committee is made up of the GIZ, AfDB, the World Bank, CIDA, the Spanish Agency for

	<p>International Cooperation and Development (SAICD), the French Development Cooperation, the Japan International Cooperation Agency, the UNDP, United Nations Population Fund, and the United States Agency for International Development (USAID). More information on the committee is available at http://www.ptfsenegal.org/membres.htm. JICA currently serves as the coordinating Secretary.</p>
<p>Report on the Progress of the Growth and Poverty Reduction Strategy</p>	<ul style="list-style-type: none"> • For the Growth and Poverty Reduction Strategy, coordination and monitoring is carried out by the Coordination Unit for the Monitoring of Political Economy. This structure is supported by the National Statistics and Demography Agency (NSDA), which is charged with the collection, analysis, and interpretation of data collected against a number of indicators. The NSDA also coordinates the production of the Document on Social and Political Economy. • In a general manner, the quality of the information produced by M&E is satisfactory in the case of the Growth and Poverty Reduction Strategy, however there are many weaknesses.
<p>Report on Progress toward the MDGs</p>	<p>The monitoring of progress toward the MDGs is ensured by the National Planning Department. However, this is currently carried out by the Coordination Unit for Monitoring of the Political Economy and the Office for Economic and Financial Cooperation, which is housed within the Ministry of Economy and Finance. The National Statistics and Demography Agency is responsible for the coordination and production of the report on the MDGs. The quality of information is deemed to be unsatisfactory for the following reasons:</p> <ul style="list-style-type: none"> • The procedures for the collection of data are not harmonized and pose a number of validity issues. • The selected indicators are difficult to monitor. • The means to ensure good M&E are not available. • The holding of meetings of various sectoral or regional control bodies is not systematic. • Most indicators are not properly designed. • Priorities in budget planning are not fully considered.
<p>Report on Progress toward objectives in the National Development Plan</p>	<p>Usually four reports are developed to account for the achievement of development goals.</p> <ul style="list-style-type: none"> • The first two reports are produced under the supervision of the Coordination Unit for the Monitoring of Political Economy. • The Orientation Plan for Economic and Social Development is carried out under the supervision of the National Planning Department, but given the fact that since 2000 the plan has not been adopted, no report has been produced recently. <p>The report on the Accelerated Growth Strategy (AGS) is developed under the supervision of the Secretariat for the AGS. The Prime Minister presides over the guidance and monitoring committee for the AGS and the Ministry of Economy and Finance provide technical coordination.</p>
<p>Other M&E Capacity</p>	<ul style="list-style-type: none"> • In the private sector there are a number of consulting firms, schools, and universities that do assessments on behalf of private organizations, public sector organizations, and nongovernmental organizations, such as Management of Projects in Africa, Centre Africain d'Etudes Supérieures en Gestion (CESAG), Ecole Nationale d'Ecole Appliquée, Centre de Recherches d'Economie Appliquées, Consortium for Economic and Social Research. • Among civil society organizations, entities such as the National Civil Society

	<p>Consortium Organization, the Platform for Non-State Actors, and the National Senegalese Evaluation Association. These organizations are involved in M&E training and evaluation of projects. They oversee the evaluation of public policy and advocacy for the promotion of a culture of evaluation, including through citizen advocacy and parliamentary legislation.</p> <ul style="list-style-type: none">• Training institutions and universities are focusing on M&E at three levels:<ul style="list-style-type: none">○ Undertaking various types of evaluations: ex-ante, midterm, terminal, and impact of projects and programs○ Organization of seminars in M&E, which award diplomas○ Applied research in M&E.
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Box 13. Feedback from Selected Organizations Consulted in Senegal

Representatives from a variety of organizations who attended consultation meetings (Dec. 3, 2012) on the demand assessment were asked the following questions:

1. What is the demand for M&E in your organization?
2. What is the demand for M&E in other organizations you know?

Their feedback to both of these questions is summarized below by organization.

Organization: Ministry of Health and Social Action

- Integration of the M&E functions within the ministry and nomination of a person who will be responsible for it.
- Training for those who will be responsible for M&E in the Ministry of Health.
- Availability of pertinent tools for results-based management within the ministries.
- Awareness raising among ministers to encourage and institutionalize the use of M&E within the ministries.
- Capacity development strengthening in the area of data collection.
- Government should harmonize tools with those of the technical and financial partners in conjunction with the governments' calendars for the budget cycle, etc.

Organization: United Nations Capital Development Fund (UNCDF)

- Management of the evaluation process should take into consideration evaluation norms and standards (for example, OECD DAC)
- Practical training in stages.

Organization: Office for Economic and Financial Cooperation, Ministry of Economy and Finance

- Cost-benefit analysis
- Environmental impact evaluations
- Project/operational financing
- Drafting terms of reference
- Results-based management
- Guidance in designing results/logic frameworks
- Guidance on the implementation of M&E tools and mechanisms.

Organization: National Agency for Statistics and Demography

- Quick guidance on results-based management
- Short-term and long-term practical guidance and training on data collection methods and analysis and treatment of data
- Statistical trainings (SPSS, SAS, R, STATA, etc.)
- Practical guidance and training on monitoring of public and sectoral policies
- Training of software specialists.

Organization: Ministry of Economy and Finance

- Planning: Practical guidance and training in results-based management to ensure an appropriate conceptual framework and integrated practice.
- M&E: Assistance in building a real M&E system for public policy with a focus on carrying out ex-ante evaluations, midterm reviews, and ex-post evaluations.

Organization: Senegalese National Evaluation Association

Reinforcement of M&E capacities for members notably on the following themes:

- Impact evaluation
- Evaluation methods (qualitative and quantitative)
- Managing evaluations
- Using evaluations
- Rapid evaluations
- Evaluation training
- Advisory services

<ul style="list-style-type: none"> • Evaluation missions • Evaluation research
<p><u>Organization:</u> Department for State Reform and Technical Assistance</p> <ul style="list-style-type: none"> • Elaboration of an evaluation report on current activities • Capacity building on M&E and M&E tools. • Guidance on defining good performance indicators within administrations • Evaluation research methods • Reinforcing the capacity of organizational advisors in evaluation and on performance management • Managing evaluations - from commissioning them to using their results • Meta-evaluation • Evaluation of structures and identification of various functions and M&E needs. • Guidance in creating well-defined M&E structures, with detailed information on their characteristics, functions, and structure • Good and reliable data • Reinforcing capacity for certified trainers in the public service on M&E and PM • Formulation of evidence-based judicial policy • Results-based management for the Medium Term Sectoral Expenditure Framework • Monitoring of the various directions of the annual work plans, in particular at the ministerial level • Practical training on conducting ex-post evaluation
<p><u>Organization:</u> Ministry of Agriculture and Rural Affairs</p> <ul style="list-style-type: none"> • Training and practical guidance on M&E concepts, mechanisms, tools (provision of software and computer materials, and so forth) <p>National Associations or Rural Councils:</p> <ul style="list-style-type: none"> • M&E training: concepts, mechanisms, tools (provision of software and computer materials, and so forth) • Evaluation culture • Lobbying
<p><u>Organization:</u> Coordination Unit for Monitoring of the Political Economy/Ministry of Economy and Finance</p> <ul style="list-style-type: none"> • Awareness raising techniques • Impact evaluation • Performance monitoring (use of specialized software)
<p><i>Note: The above information is written feedback from representatives of organizations invited to discuss the Senegal M&E Demand Assessment Report.</i></p>

Appendix 3. Current State of M&E in Benin

M&E Component	M&E Capacity Development
National M&E System	<ul style="list-style-type: none"> • System in place since 1999 • Actual state: High level of M&E • Use of M&E information is improving.
Central M&E Unit	<ul style="list-style-type: none"> • There have been attempts at forming a centralized unit, most recently a unit was created in 2003, the Bureau for the Evaluation of Public Policies (BEPP), under the Office of the Prime Minister. The BEPP has six staff members. • Evaluations carried out: ex-post and midterm project evaluations. • The unit lacks personnel and capacity to coordinate.
Sector/Areas	<ul style="list-style-type: none"> • M&E is financed by the state and carried out by public officials. For example, this has been the case in the Ministries of Education and Health since 1999. • Use of information has improved. • Little more performance monitoring than evaluation.
M&E in Technical Ministries	<ul style="list-style-type: none"> • Ministry of Health • Education • Agriculture
M&E Led by Donors	<ul style="list-style-type: none"> • Principal M&E donors: DANIDA, GIZ, UNDP • Nature of their support: financial and technical. • Existence of a group of coordinated donors: Yes
Report on the Progress of the Growth and Poverty Reduction Strategy	<ul style="list-style-type: none"> • Location: Ministry of Economy and Finance, about 20 employees • Charged with developing the Growth and Poverty Reduction Strategy evaluations
Report on Progress toward the MDGs	<ul style="list-style-type: none"> • Carried out by the Observatory for Social Change (OSC) and the General Directorate for Development Policy • In general materials are considered of good quality due to support and funding from donors.
Report on Progress toward objectives in the National Development Plan	<ul style="list-style-type: none"> • Growth and Poverty Reduction Strategy serves as a performance report for tracking the performance of the country's progress toward its national development objectives.
Other M&E Capacity	<ul style="list-style-type: none"> • National Benin Evaluation Association • National Network for Impact Evaluation
<i>Source: Houinsa (2012).</i>	

Box 14. Feedback from Selected Organizations Consulted in Benin

Representatives from a variety of organizations who attended consultation meetings (Dec. 7, 2012) on the demand assessment, were asked the following questions:

1. What is the demand for M&E in your organization?
2. What is the demand for M&E in other organizations you know?

Their feedback to both of these questions is summarized below by organization.

Organization: Ministry of Economy and Finance

- Diploma training in M&E
- Practical training in M&E

Organization: Directorate for Programming and Planning, Ministry of Health

- Strengthening capacity in M&E at the level of the M&E unit
- A need for both materials and financing for monitoring of projects and programs
- Training for M&E focal points of the technical offices for the projects and program.

Organization: The Observatory for Social Change (OSC)

- Advisory services and training in policy evaluation, projects, programs at the central level and within departments and local levels of government (communes), most notably through learning by doing.
- Advisory services/technical assistance in training and modeling for impact evaluation, training through learning by doing at the central, departmental, and local levels of government.
- Advisory services and training for the members of the National Network for Impact Analysis focusing on poverty and social issues (training through learning by doing).
- Advisory services and training of actors at the communal level, citizen watch and public watch programs for public action, such as the Local Participatory Monitoring of Impact and others.
- Advisory services and committee and departments tasked with monitoring, such as the monitoring department of the Growth and Poverty Reduction Strategy and local government communes (training through learning by doing).

Organization: Statistical Services Directorate for Programming and Planning/Ministry of Decentralization, Local Governance, and Land Use Administration Planning

- Continual capacity development and strengthening of members of the M&E unit and the statistical services at the Ministry of Decentralization.
- Technical and financial assistance for training and the development of computer and software tools, training of actors in M&E at various levels of government at decentralized levels.

Organization: Ministry of Secondary Education

- Insufficient financial budget for M&E.
- Lack of appropriate materials. Need for materials that are continually updated and disseminated.
- A need for training to ensure the quality of products in real-time.

Organization: Ministry of Higher Education and Scientific Research

- Need for an evaluation of the current Ministry of Higher Education's M&E system.
- Updating of M&E tools
- Training of principal actors in M&E (for example, members of statistical services and others within the institution) with support through on-the-job learning
- Tools and methods for impact evaluation of projects and programs.
- Raising awareness among decision-makers and leaders within universities on the importance of M&E such as rectors, heads of schools, etc.
- Use of results-based management tools at these institutions.

Organization: Social Watch Benin

- Training citizens in M&E at the local level
- Training in results-based management
- Training in the elaboration of indicators, identification of objectives, and results frameworks.
- Training on M&E tools and how to adapt them and use them to monitor and evaluate activities.

<ul style="list-style-type: none"> • Training on M&E data collection • Training on budget analysis • Training of citizens on the evaluation of public action and corresponding tools • Elaboration of M&E tools • Use of M&E in the execution and tracking of the budget • Use of M&E in the implementation of policies and gender (female)-specific laws and policies.
<p><u>Organization:</u> Prime Minister's Office and Cabinet</p> <ul style="list-style-type: none"> • Training on the formulation of M&E indicators • Capacity development and strengthening in evaluation of public policies • Strategies for monitoring the implementation of public policies.
<p><u>Organization:</u> Office of the Prime Minister (Primature)</p> <ul style="list-style-type: none"> • Capacity development/strengthening of M&E for the Office of Public Policy through training, study tours, and so forth. • Available M&E software or the development of software adapted for specific M&E needs. • Capacity development strengthening in M&E for personnel of the Directorate of Public Policies, in particular for planners and statisticians, who have not benefitted from specialized material and training in this area in the past. • Budget support for creating a database for M&E. • Computerized methods for the collection and curation of M&E data for M&E units. <p>In addition units would like help with the following:</p> <ul style="list-style-type: none"> • Capacity development in M&E • Technical support with equipment and computerized material for M&E • Budgetary support for the collection of data and statistics for the creation and use of databases for monitoring.
<p><u>Organization:</u> Directorate General for Development Policy (DGDP)</p> <ul style="list-style-type: none"> • The DGDP is a key actor in general and sectoral policy, charged with monitoring the implementation of policy and strategy. In this regard, the demand or needs in M&E are limited to: <ul style="list-style-type: none"> ○ Improved capacity to carry out ex-ante evaluations (tools and methods) ○ Technical capacities for improved assessment and evaluation of the coherence of general and sectoral policies ○ Tools and methods for the analysis of the compatibility between policies and programs and projects and activities of the Ministry.
<p><i>Note: The above information is written feedback from representatives of organizations invited to discuss the Benin M&E Demand Assessment Report.</i></p>