Global Experiences Building National and Subnational Evaluation Systems

Asian Evaluation Week
September 5, 2019
About CLEAR

Program and Objectives

CLEAR is a multi-donor global program for building national monitoring and evaluation capacities and systems.

Its objectives are to:

• Support regional academic institutions who provide capacity development services in monitoring and evaluation (M&E) and results-based management (RBM) to governments and civil society

• Contribute to strengthening national M&E and results-based management capacity to focus on results

• Longer-term goal of improved development results at the national level
CLEAR was launched in 2010 as a response to the need to promote the effective measurement of results and evidence-informed developmental decision-making, and the shortcomings of the prevailing donor-supplied evaluation capacity development (ECD) landscape.

Among these shortcomings, three were prominent:

1. An overreliance on international experts, largely from the North, who often delivered expensive services without adequate local contextual knowledge and without the long-term commitment necessary to develop local capacities.

2. When donors began to support local capacity development initiatives, these were usually ad hoc, often constrained by their limited constituencies, and frequently not connected with the larger national and regional institutions and systems that would support them and generate long-term demand for evaluation services.

3. ECD services were mainly equated with training individuals to build the technical skills needed to produce M&E information or evaluations, with little attention paid to building the capacities of policy-makers who would consume that information or to building broader M&E systems that would institutionally support the use of evidence.
The CLEAR global network
CLEAR PROGRAM HISTORY

PHASE ONE
Creating Concept and Program

PHASE ONE
Creating Centers

PHASE TWO
Increasing focus on results, knowledge and sustainability

PHASE THREE
Fostering results through innovation and partnerships
CLEAR PHASE 3 Mission and Vision

Our **Vision** is to promote better development outcomes through increased evaluation capacity, learning, and use of evidence; and

Our **Mission** is to improve policy, planning, and implementation through strengthening M&E systems and capacities. We innovate and learn locally and regionally, and share and inspire globally.

By 2025, CLEAR aspires to be:

- a global brand, known as the regional partner of choice in evaluation capacity development (ECD);
- recognized both as committed to improving development outcomes and empowering people through monitoring and evaluation (M&E);
- a global reference for developing innovative methods and tools in evaluation;
- a one-stop-shop for frontier knowledge on monitoring and evaluation;
- recognized for its continual learning toward meeting evolving M&E demand and pushing M&E practices into the next level.
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Centers for Learning on Evaluation and Results

EAST ASIA

Presenter: Dr. George Liu
The CLEAR Center in East Asia is hosted by the Asia-Pacific Finance and Development Institute (AFDI) / Shanghai National Accounting Institute.

**Who we are?**

**Vision**

to strengthen M&E capacity in China and the Asia Pacific Region

**Mission**
to establish an evaluation capacity building platform, and to serve as the evaluation knowledge supplier and practitioners’ network in the region
Before operating as CLEAR-EA, AFDI (then AFDC) had been committed to promoting capacity building on result-based monitoring and evaluation in Asia and Pacific region, mostly through the *Shanghai International Program for Development Evaluation Training (SHIPDET).*

SHIPDET was launched by AFDI jointly with Ministry of Finance of China, World Bank and Asian Development Bank in 2007.
International & domestic as well as thematic evaluation courses targeting different groups of participants

With participants mostly from governmental agencies responsible for International Financial Institution (IFI) loan programs, SHIPDET domestic course not only introduced the concept of evaluation (theory, tools, techniques, and applications), but also introduced the evaluation practice to China, with a special focus on the evaluation of international financial institution loan programs in China.

Such adoption of evaluation knowledge led to an adaption into national M&E systems.

Experience learned from IFIs has helped and accelerated the development of M&E in China. It has also set strong foundation for the rapid progress of China’s national evaluation system in the coming years.
Based on the experience and success of SHIPDET, AFDI (then AFDC) was chosen as the East Asia Center for CLEAR in 2011. CLEAR-EA started operation in 2012.
CLEAR EA has played an important role in the institutionalization of evaluation in China, by serving as an evaluation knowledge provider, and experience sharing platform.

International Training Programs
• focused on Performance Budgeting, Results-Based Public Sector Management
• participants both from China and Asia
• Promote evaluation knowledge dissemination and experience sharing
• Bridge the Chinese experience and international practice

Domestic Training Programs
• Organized by host institute-SNAI
• Focus on performance-based budget evaluation management in China
• Domestic participants- government officials & evaluation practitioners
• Also provide online course: open enrolment & low tuition fee & more flexibility

Consultancy & Research
• Provide consultancy services to government projects and public policy evaluation
• Research on evaluation, especially the international knowledge application to improve China’s evaluation on public expenditures
• Consulting expert for national evaluation policies
In recent years, China has witnessed exceptional progress in the national evaluation system, developing from pilot experiment and program evaluation to institutionalized evaluation in a much wider scope.

- New Budget Law
- State council documents

Provides legal and institutional basis for national evaluation system

- Central government
- Local government

Combining top-down and bottom-up approaches
19th Communist Party of China National Congress stated the fully implementation of performance management, suggesting all-dimensional and all-round budget performance management throughout the processes.

- Comprehensiveness
- Institutionalize
- Effectiveness
Though China was behind in the field of evaluation, it caught up quickly in recent years.

During this period, Asia also experienced important growth in the awareness and application of evaluation system.

There are many explorations in terms of policies, methods and institutional arrangements in evaluation across the region. BUT an Asia Region focused evaluation dialogic channel was lacking.

A platform for knowledge sharing and capacity building in evaluation within and outside the Asia Region is greatly needed.

CLEAR EA, together with ADB, WB, and with the support of many organisations, created and hosted the first Asian Evaluation Week (AEW) in 2016 at Xi-An.

An event with the purposes of:

• promoting the regional evaluation system, by bringing together the regional experiences and international practices;
• sharing the most cutting-edge ideas and knowledge on evaluation;
• disseminating knowledge on managing and utilizing evaluation in different country context;
• increasing awareness on the use of evaluation for better governance and effectiveness.
CLEAR East Asia

CLEAR EA has been building an influential platform for evaluation knowledge and networks for the region since 2016.
CLEAR East Asia – Future

For the past 3 years with the support of many domestic and international organisations, AEW has been successful.

• Maintained the global evaluation knowledge exchange platform
• Created a dialogic channel that allows experts, scholars, and government personnel to interact and share their most up-to-date studies and practical experiences

We will continue with our vision and mission, in combined with our experiences to further strengthen the already established knowledge exchange platform and continue with the progress of providing a first class stage for the leading evaluation experts, scholars, and practitioners to share their expertise.
CLEAR FA’s four business lines

• **BL1:** Building critical mass of M&E professionals in key agencies
• **BL2:** Strengthening national M&E systems
• **BL3:** Supporting other ECD providers to deliver high quality services
• **BL4:** Stimulating and supporting young and emerging evaluators
• **BL5:** Contributing to global learning and knowledge generation
Business Line two
Strengthening National Monitoring and Evaluation Systems

**Objective**: Build M&E systems, both at the national level and within specific government organizations. The end goal of these systems is to institutionalize M&E practices, develop a culture for evaluation and a supportive enabling environment for M&E in the public sector.

**Outputs**: Country case studies final reports; strengthened champions and various activities led by them; developed tools, strengthened or established systems; Governments officials sensitized, Parliamentarian better aware to demand higher accountability; Civil Society, media and VOPEs sensitized to more advocacy

**Outcomes**: (1) People (including the center) better understand the gap of ECD on demand and supply size in targeted countries and trends in the region; (2) Strategic M&E stakeholders gain awareness, knowledge in and motivation to use Good M&E Practices; (3) evaluation is systematized in national planning and budgeting processes

**Goal**: An effective and functional M&E system exists in targeted countries. Démonstration effect inspires other countries to do the same

Despite its regional mandate, during the phase 3, CLEAR FA will be focusing on narrow set of countries and clients in order to maximize the achievement of results.
Clear FA selected four countries: Bénin, Cote d’Ivoire, Niger, Sénégal
# CLEAR FA actions in Niger and Senegal

<table>
<thead>
<tr>
<th>Country</th>
<th>What was the main Challenges</th>
<th>Types of activities CLEAR FA offered to Key Clients</th>
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<tbody>
<tr>
<td>Niger</td>
<td>The National Evaluation Policy designed in 2010 was not yet been adopted</td>
<td>RBM and Performance Monitoring and Reporting for CSAG (Unit Under The PM for monitoring the Government action)</td>
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<td></td>
<td>There was no true coordination or mandatory evaluation practices</td>
<td>M&amp;E of Public Policy for HCME (unit under PM in charge of modernization of administration)</td>
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<td>Budgetary allocations dedicated to the evaluation were almost not existent</td>
<td>Performance base budgeting for Parliamentarian (Member of Finance and Budget Commission of the parliament)</td>
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<td>There was no critical mass of professionals in evaluation</td>
<td>Supporting the participation of three senior officials to NEC conference end sharing events</td>
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<td>Senegal</td>
<td>There was no transversal institution officially charged to supervise and encourage the practice of M&amp;E within the State</td>
<td>TOT on Public Policy M&amp;E For 25 Organization Advisor of BOM (Unit under the Presidency in charge of the modernization of administration)</td>
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<td></td>
<td>Processes to institutionalize the evaluation of public policies and programs have not yet been finalized</td>
<td>Celebration of the Year of evaluation in partnership with BOM, Senegal, MEF</td>
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<td></td>
<td>Parliamentarians have weak capacity to generate and use evaluation</td>
<td>Organization of the First Francophone Forum of Evaluation in partnership with RFE, Senegal, MEF, BOM</td>
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<td>There was still a significant gap in M&amp;E services and capacity building for M&amp;E</td>
<td>Training for 9 Francophone VOPES in Dakar</td>
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Main achievements in **Niger** that influence national evaluation system and culture

Niger is the first country who has implemented the WAEMU Reform for Performance Base Budgeting with the combined leadership of The Parliament (Finance and Budget Commission) and The Ministry of Finance.

There is also a mechanism for monitoring and evaluating the Economic and Social Development Plan (PDES). It is coordinated by CSAG now called CAPEG, the unit in charge the monitoring Government actions, which is housed in the Prime Minister's Office.
Main achievements in **Niger** that influence national evaluation system and culture

At the level of civil society, there is a National Monitoring and Evaluation Association (RENSE), which is also very active in the African Evaluation Association (AfrEA).

HCME (Advisor unit of the Prime Minister) and RENSE continue to advocate for the adoption on National M&E Policy by Government which will be a key step for implementation of National M&E system.
Main achievement in **Senegal** that influence national evaluation system and culture

In 2016 the constitutional reform expanded the powers of the National Assembly, which in addition to their traditional mandate to monitor government action, now has the prerogatives for the evaluation of public policies.

The Harmonized Framework for Monitoring and Evaluation of Public Policies (CASE) is a significant step forward. CASE combines systems and information developed by the Presidency, the Prime Ministry, the Ministry of the Economy, Finance and Planning, the Operational Office for Monitoring the Emerging Senegal Plan (BOS) and The Organization and Methods Office (BOM).
More recently (in 2018), the Office of Prospective of Prime Minister took initiative to Assess the M&E System in order to develop and adopt a National Evaluation policy.

In July 2019, the President of the republic nominated a President for the Commission of Public Policy Evaluation. This commission was created within the Constitution reform of 2016.
1. M&E systems reflect the state of country governance systems

2. Working on M&E systems is a powerful way of engaging on how to improve public management and enhance development performance
Developing regional M&E systems – Examples from Zambia, Ghana, Uganda and South Africa

• Governments prioritise the development of M&E systems based on the principles of results-based management.

• Monitoring systems are more advanced than evaluation

• M&E systems reflect country political and administrative systems and are influenced by state architecture, politics and ideologies, financial and human capacity.

• There is a wide array of needs across the countries and no formula for capacity-building and system strengthening.

• Governance mechanisms for data processes are inadequate

• There is a diverse and inconsistent range of M&E training offerings, with an emphasis on monitoring.
Our analytical approach

• Enquiry based, self-assessment where possible

• Four domains:
  1. Politics and culture
  2. Government
  3. Parliament
  4. Non-state sector

• Programme inception is informed by the Situation Analysis

• Programme strategy and design is a response to the issues highlighted

• Detailed programme planning leads to long term implementation
Our approach to ECD 1

- Capacity is an emergent combination of individual competencies and collective capabilities that enable a system to create value
- SDGs and Agenda 2030 as major opportunities
- Complex adaptive systems approach
Our approach to ECD 2

• Communication and advocacy as critical elements
• Strengthen local evaluation economies
• Operate by invitation and in partnership with others
• Focus on process management and facilitating participation
Presenter: Dr. Gabriela Perez Yarahuan
Context in Latin America

- High Human Development Index
- 88% (37) countries are classified as high or upper middle income
- Inequality and poverty remain high with little decline
- Low trust in government institutions and political systems in general
- Concerning rise in crime and corruption
High Expectations with political change in the 1990s

• Results based Management and Budget approaches took hold on new elected governments facing economic crisis and increasing social participation.

• Institutions for M&E were created first in a small group of countries in the 1990s (Chile, Colombia, Mexico). Others followed.
CLEAR’s outlook of M&E Systems in LAC

- 10 country experts
- Collaboration and feedback
- Grounded Approach
- Emphasis on evidence
- Simple Guidelines

Detailed and relevant information about 10 National M&E Systems of the region: Argentina, Brazil, Chile, Colombia, Costa Rica, Ecuador, Mexico, Peru, Uruguay, Venezuela (2015)

"The Overview is a noticeable repository of experiences and reflections useful to identify learning opportunities in the Latin American countries and other regions" ~ Osvaldo Feinstein
The outlook of M&E Systems in LAC

- Study main characteristics and developments of M&E in the region
- Research on ECD quality and needs
- Shed light on strengths and challenges
Findings: The outlook of M&E Systems in LA

Assessment of M&E Systems in Latin America by CLEAR LAC

- Argentina
- Brasil
- Chile
- Colombia
- Costa Rica
- Ecuador
- México
- Nicaragua
- Perú
- República...
- Uruguay
- Venezuela

Formal Recognition
Evaluation Planning
Explicit Methods
Use

Evaluation Pilar in RBM in Latin America by BID

- Argentina
- Brasil
- Chile
- Colombia
- Costa Rica
- Ecuador
- México
- Nicaragua
- Perú
- República...
- Uruguay
Findings: Executive Evaluations

• A type of evaluation derived from the rapid assessment method
• It allows for a rapid review of the main aspects of government programs or policies.
• One of its main purpose is to inform policy makers to make decisions on management and budget.
• A growing group of countries have applied “Executive Evaluations” in government programs and organizations

• They have increased quality monitoring, promoted logic frameworks, the compliance with management guidelines and strengthen accountability

• These do not provide evidence on programs results or impacts. And learning has proven limited
Progress and challenges

- Awareness and formal recognition have risen
- Evaluation practice has increased
- A growing number of countries have incorporated EE
- Learning and empowerment from evaluation is still challenging, and limits the potential of evidence use
- Current political moment casts doubts on progress on ECD and evaluation practice.
Building national evaluation culture

- Seminar: Public Expenditure Quality Evaluation
- Collaborative development of Practical Guides for Ex Ante and Ex Post Evaluation of Public Policies published by the President’s Office in 2017
- Workshop: Training on methodologies for Ex Ante and Ex Post Evaluation of Public Policies
Building sub-national evaluation culture – the case of the State of Espirito Santo

M&E institutionalization in Brazil

- Senate Bill 185/2016: at least two public programs, projects or activities of high fiscal impact to be evaluated (quality, efficiency, cost-benefit analysis) per year at the federal, state, and municipality levels – still beingexamined by the Economic Affairs Commission

- Senate Bill 488/2017: impact assessment of legislative proposals before they are enacted (Legislative Impact Assessment) – passed by the Senate; awaiting vote in the House of Representatives

- Executive Bill 9163/2017: federal public administration governance policy on M&E and evidence-based policy making – still beingexamined by the Labor, Administration and Public Service Commission at the House of Representatives

- Few M&E systems in place at the subnational levels
Building sub-national evaluation culture – the case of the State of Espirito Santo

State of Espirito Santo–CLEAR Partnership Timeline

2015-2016

- Beginning of the partnership
- Development of the M&E System

2017

- System launched: State Law 10.744
- Basic M&E training

2018

- Customized M&E Handbooks
- Advanced M&E training

- Relatively well-developed State
- Strong engagement of sectoral government departments
- Partnership with academia
- Research led by Institute linked to Department of Economy and Planning
Building sub-national evaluation culture – the case of the State of Espirito Santo

Framework of the M&E System developed by the State of Espirito Santo

1. **Governor**
   - To set the strategic guidelines

2. **Commission of strategic analysis**
   - To approve the M&E State Plan for the next cycle

3. **NuMA**
   - To coordinate the activities of the M&E State Plan and disseminate the evaluation culture

4. **M&A Center**
   - To implement the M&A activities of the M&E State Plan

5. **Closing Sector**
   - To make agreements for policy adjustments and to review the budget based on evidence
Building sub-national evaluation culture – the case of the State of Espírito Santo

Content development for M&E handbooks

- Sharing international experiences to be used as reference
- Frequent meetings with Executive Coordination to discuss the outline
- Two-day workshop with State officials to collect information on actual policy examples
- Partial versions exchange and constant feedback
Building sub-national evaluation culture – the case of the State of Espirito Santo

**M&E Handbooks**

- Guidelines to support the implementation of the M&E System
- Accessible language to be used by system end users
- Active participation from the state government in developing the content
- Actual policy examples from Espirito Santo, Brazil and worldwide
- Four volumes:
  1. Ex-ante evaluation
  2. Monitoring
  3. Rapid Evaluations
  4. Ex-post evaluation
Basic M&E Training

- Three months, **110-hour** customized course:
  - Introduction to M&E
  - Indicators
  - Quantitative Evaluation
  - Qualitative Evaluation
- Participants: **36 State officials** from 13 departments
- **Hands-on approach:** they worked in groups to design evaluation proposals of State policies (7 evaluation design proposals delivered)

Advanced M&E Training

- Three months, **72-hour** customized course:
  - Introduction to Statistics and Econometrics
  - Theory of Change
  - Impact Evaluation Concepts and Experimental Evaluations
  - Microeconometric Methods
  - Cost-benefit Analysis
- Participants: **36 State officials**, some of which had participated in the Basic M&E Training
- Similar hands-on approach, with **focus on impact evaluation**
- Applications using **R programming**
Building sub-national evaluation culture – the case of the State of Espirito Santo

To continue developing evaluation capacity

- Expanding M&E Systems to other States
  - State of Minas Gerais
  - State of Bahia

- Expanding M&E Systems to Lusophone African countries
  - Mozambique
  - Angola
  - Guinea-Bissau
  - Cape Verde
  - São Tome e Principe
Moderated by:

Maurya West Meiers
Senior Evaluation Officer
Independent Evaluation Group

Q&A