



PRIME

PROGRESS INDEX FOR MONITORING & EVALUATION

2017





Letter from the Director

Dr Laila Smith

Africa's development reflects the current global climate of inequality, and unpredictability. In these times of uncertainty, it is more important than ever that we build capacity in the region to measure progress, and ensure that governments are working effectively to promote public wellbeing.

CLEAR-AA is launching the Progress Index for Monitoring and Evaluation systems in Africa, which we will use to report annually on monitoring and evaluation systems development in the region. 2017 is a pilot to build engagement and consensus on the different dimensions, their ranking and presentation. We hope it will promote discussion, raise the profile of monitoring and evaluation systems, and start a conversation on how these systems can be strengthened in the region.

Through Twende Mbele, governments in Africa are already learning from each other about how to build on what works best in national evaluation systems strengthening. AFREA and SAMEA have been longstanding platforms of learning in the region about good monitoring and evaluation practice. It is time to bring together conversations about how evidence is used, and how it is generated, to ensure that each stakeholder in a national evaluation system can be most effective.

Chair of the Board

Prof. Imraan Valodia

CLEAR-AA has carved out a critical role defining, understanding, and strengthening monitoring and evaluation systems in the region. Through this new Progress Index, Clear-AA will now begin engaging stakeholders about critical components of monitoring and evaluations systems.

There are components of these systems that are very technical. Building statistical capacity, or developing systems and institutions to gather robust data is one element of the Progress Index's direction. However, this is primarily a political endeavor. At the moment, the very nature of monitoring and evaluation systems remains contested. What is the role that civil society should play in public sector decision making processes? Which government structures and processes should be enshrined in legislation? These are not questions that CLEAR-AA can currently answer, but through embarking on the development of the Progress Index, will help move forward a collective discussion about how monitoring and evaluation systems are defined, and how they are located within a country's institutions of democracy and development.

INTRODUCTION

Monitoring and evaluation systems in Africa are growing rapidly, but it has been difficult to understand the nature of this growth. This is in part because there are so many different ways to understand the components of a monitoring and evaluation system, and much more research is needed to better understand the causal factors driving change. The Progress index is making a first attempt at grappling with these definitional elements, by beginning to systemically track progress around certain components of national monitoring and evaluation systems in key countries in the region. The Progress Index for Monitoring and Evaluation is designed to capture progress on the development of country monitoring and evaluation systems in selected countries within Africa.

Based on previous diagnostic work done by the CLEAR initiative, PRiME has outlined four broad components of national monitoring and evaluation systems. These are:

- I. **Government wide monitoring and evaluation systems**, which sit within the executive branch of government. These systems have experienced rapid growth in recent years, and are sometimes coordinated by an agency within the presidency, or sometimes coordinated within other ministries or departments.

Within these the following sub components are encompassed;

- The level of M&E policy development in the country
- Number of evaluations conducted in the country
- The proportion of national programmes evaluated in the country
- The national budget for evaluations
- The extent to which the national evaluation system is built on the national development plan
- The number of staff with an M&E job title in the national M&E directorate
- Civil Society Organisations (CSOs) participation in ensuring effectiveness of national evaluation systems.

- II. **Parliamentary monitoring and evaluation systems** are emergent, but we have found that they are critical levers for democratizing the monitoring and evaluation process. They also reflect the effectiveness of different arms of government in playing their democratic roles.

Within these, the following are the sub components;

- The number of parliamentary support staff employed by the parliament
- The proportion of MPs from the ruling party vs. the opposition party
- The proportion of MPs with any university degree
- The percentage of portfolio/parliamentary committees with research support
- The existence of legislation on evidence use in the country
- The percentage of time parliament spends in oversight and legislative work vs constituency work?
- The number of evaluations reviewed by parliamentary committees annually

III. **Evaluation is emerging as a profession**, with its own methods, associations, and ways of working. However, there is no consistent professional support for evaluators in the region, ranging from higher education programmes to associations of professional evaluators. These are critical institutions for building consistent high quality, effective evaluation supply.

The sub components within these are;

- The existence of a VOPE (Volunteer Organisations for Professional Evaluation) in the country and the number of members within the VOPE
- The number of Higher Education Institutions (HEIs) providing standalone M&E qualifications and the annual number of graduates from these institutions
- The average cost of a standalone M&E qualification
- The number of evaluations conducted in each country in the past ten years
- The highest level of qualification for evaluators
- The primary sector of employment for the evaluators
- The gender balance of evaluators in the countries

IV. Finally, for national monitoring and evaluation systems to be robust, they require an **enabling environment**. We are still understanding the nature of this environment, but democratic institutions, a free press, and socioeconomic rights are all important components in ensuring government is using evidence to strengthen national development.

Within these, the dimensions are;

- Measure of safety and rule of law in the country
- Measure of Participation and Human rights in the country
- Human development: Access to welfare, education and health in the country
- Press Freedom in the country (Legal environment, political environment, economic environment)
- Freedom in the world : Political rights and civil liberties

This index is by no means exhaustive. It is the beginning of a debate, rather than the pinnacle. As you look through the data gathered, please engage with CLEAR-AA on a discussion of the dimensions and their definitions. We are committed to being the custodian of this conversation as it progresses, and we hope that in future years there can be increasing consensus, and a more engaged discussion about what constitutes national monitoring and evaluation systems, and how they can best be strengthened.

FOCUS AND SCOPE

The selection of the Progress Index dimensions was broadly influenced by considering the supply and demand side of monitoring and evaluation systems which provide a perspective on what key elements are essential to M&E systems. The demand side includes factors that are essential to addressing the demand generated for M&E evidence while the supply side is essentially how the demand for M&E evidence is met. Supply and demand should interact consequently to ensure smooth functioning of national evaluation systems.

Therefore, the selected dimensions address both sides and in their coordination provide a broader perspective to understanding progress made within M&E systems. For instance, Government M&E systems provide information on the supply side of M&E systems e.g. through

detailing the policies, evaluations conducted, budgets for evaluations and M&E staff, one can understand how the demands for M&E evidence are met in the different countries. Secondly, information on parliaments and their capacity provides data on how parliamentarians as lawmakers demand for M&E evidence is generated. For instance, this can be through understanding their capacity as the sub-dimensions have stipulated. Professionalization of evaluations, which is the third dimension of PRIME, addresses both the supply and demand side as it has the provision for understanding HEI's, which cover supply through providing M&E skills, tools etc., while evaluators being practitioners address the supply side. Finally, the enabling environment dimension addresses both supply and demand of evaluations as a country's context determines the extent to which there will be demand for evaluations evidence. Factors affecting this demand could be the freedom of the press or effectiveness of CSOs to demand accountability from their governments. On the other hand, the supply side can be affected by how conducive the environment is to allow the supply of M&E evidence ensuring the flow between supply and demand sides.

Hence, the dimensions and their sub-questions have been selected to ensure there is a bigger picture understanding of M&E systems to enable a baseline which is as comprehensive as possible to measuring progress in the region annually. CLEAR-AA's experience in the region and in understanding the aspects of M&E systems have been useful to determining the dimensions to PRIME.

Internal reviews and working sessions occurred within CLEAR-AA so as to reach final decision on the questions to include for each dimension.

The pilot phase covers 11 countries in East, West and Southern Africa which is across Anglophone and Francophone territories.

The countries are as follows:



The countries were selected purposively, based on CLEAR-AA and Twende Mbele's programmatic footprint in the continent. The research process focused on national level data, providing a snapshot view of the status of each of the countries along the mentioned four dimensions.

PRiME PHASE 1 RESULTS

DIMENSION 1: GOVERNMENT M&E SYSTEMS

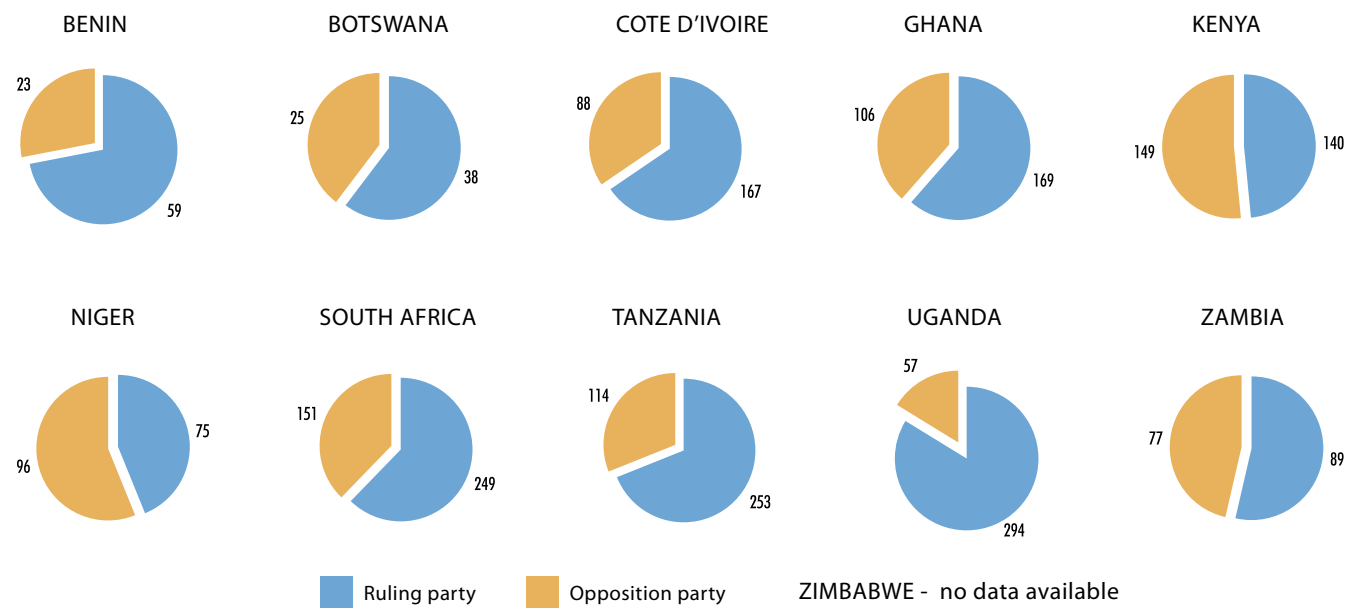
	1. What is the level of M&E policy development in the country?	2. What is the number of evaluations conducted annually?	3. How much budget is devoted to monitoring & evaluation in the country?	4. Is the evaluation system built on the national development plan? (is the NDP built on evidence from evaluations)	5. What is the number of staff with a specific M&E job title in the national M&E directorate?	6. Do Civil Society Organisations (CSO's) participate in ensuring effectiveness of the national evaluation system? (in improving learning and government accountability to the public)
BENIN	Policy exists ✓	1	--	✓	21	✓
BOTSWANA	Policy awaiting approval ✓	0	--	✓	--	✓
COTE D'IVOIRE	--	--	--	--	--	--
GHANA	Policy under development ⚙️	--	--	✗	--	✓
KENYA	Policy awaiting approval ✓	0	USD 600,000	✓	22	✓
NIGER	Policy awaiting approval ✓	3	None	✗	--	✓
SOUTH AFRICA	Policy exists ✓	11	USD 830,000	--	331	✓
TANZANIA	No policy exists ✗	2	--	✓	--	✗
UGANDA	Policy exists ✓	6	USD 840,000	✓	18	✓
ZAMBIA	Policy under development ⚙️	--	--	✓	--	✓
ZIMBABWE	Policy exists ✓	--	None	✓	--	✓

✓ Policy exists
 ✓ Policy awaiting approval
 ⚙️ Policy under development
 ✗ No policy exists

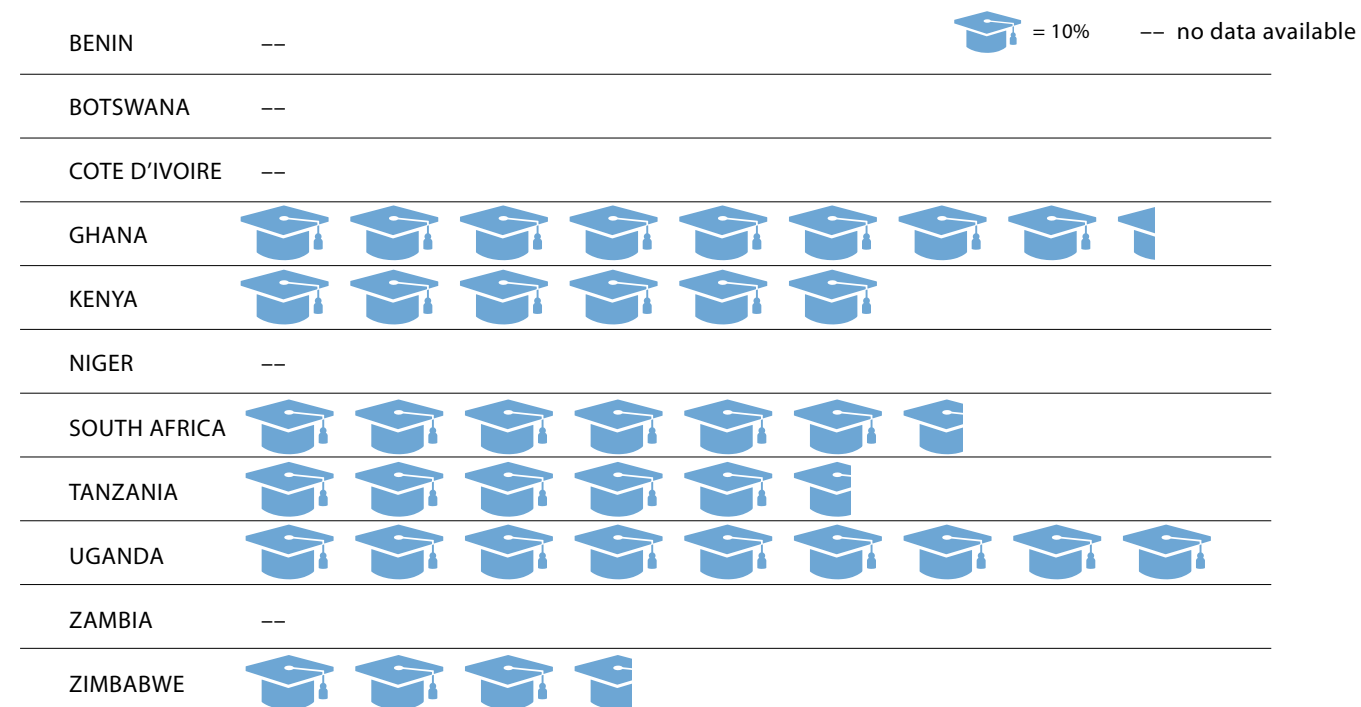
-- no data available
 ✓ YES
 ✗ NO

DIMENSION 2: PARLIAMENTARY CAPACITY AND SYSTEMS

1. What is the proportion of MPs from the ruling party vs opposition party?

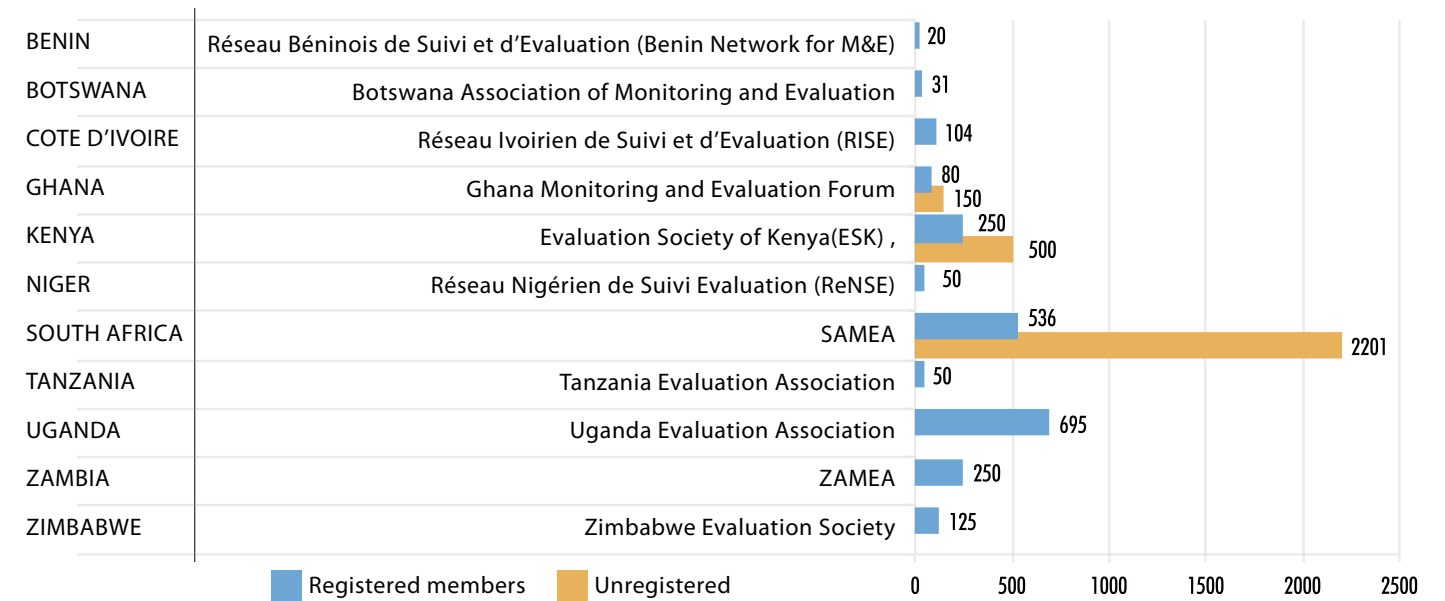


2. What is the proportion of MPs with any university degree?

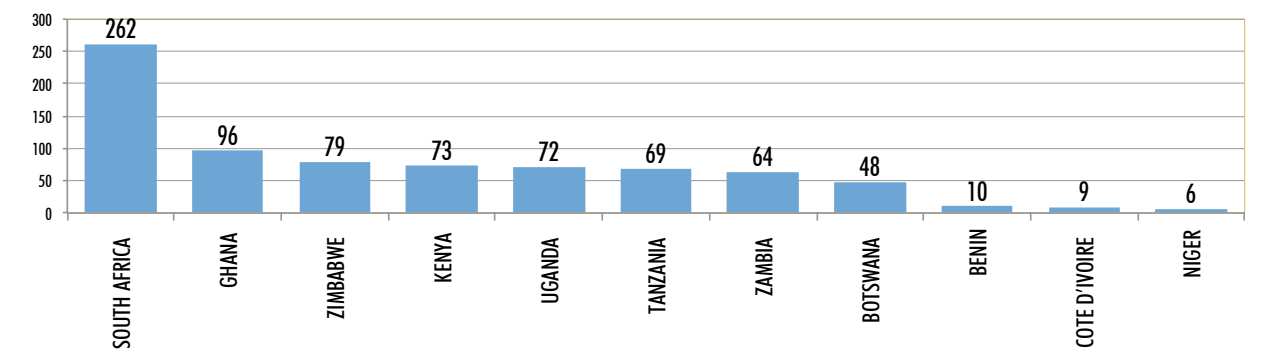


DIMENSION 3: PROFESSIONAL EVALUATORS

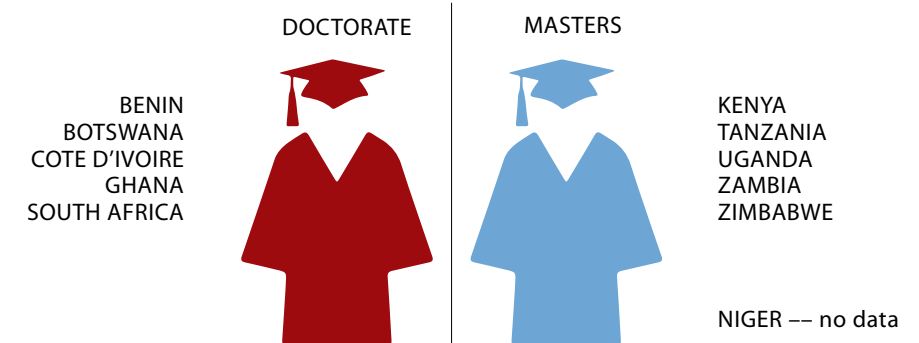
1. Does the country have a VOPE, how many VOPE members are there?



2. How many evaluations were conducted in the country over the ten-year period?

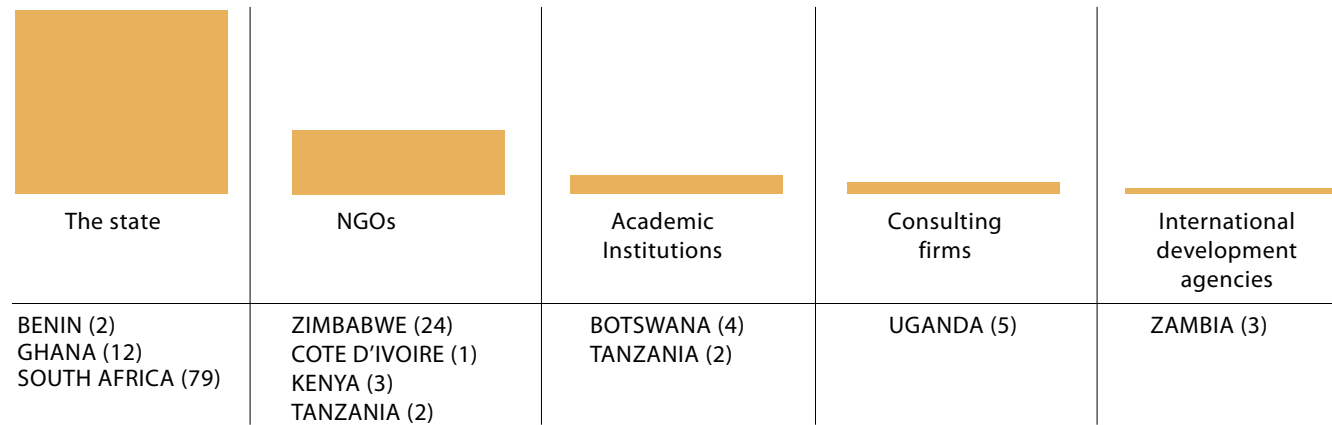


3. What is the highest level of qualification for evaluators?

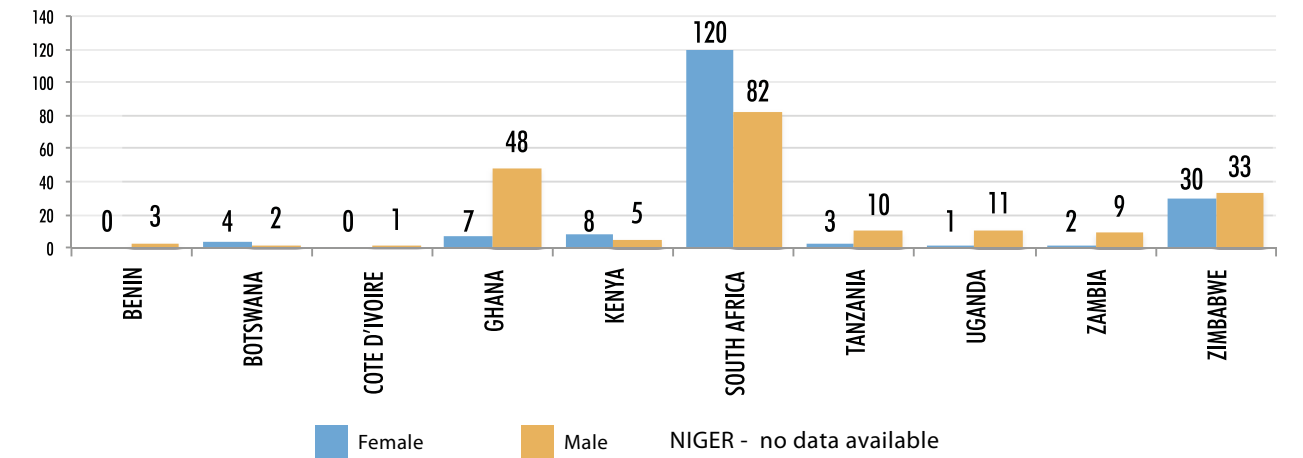


DIMENSION 3: CONTINUED

4. What is the primary sector of employment (Primary work) for the evaluators?

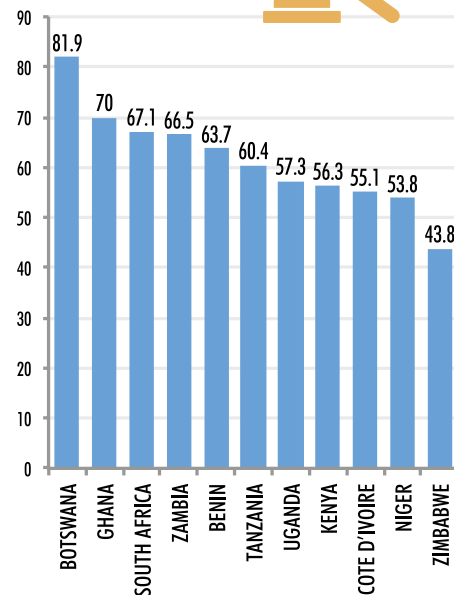


5. What is the Gender breakdown for evaluators. (Gender by country of birth)

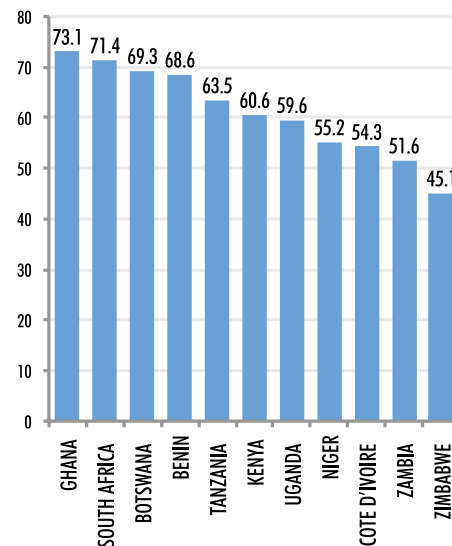


DIMENSION 4: ENABLING ENVIRONMENT

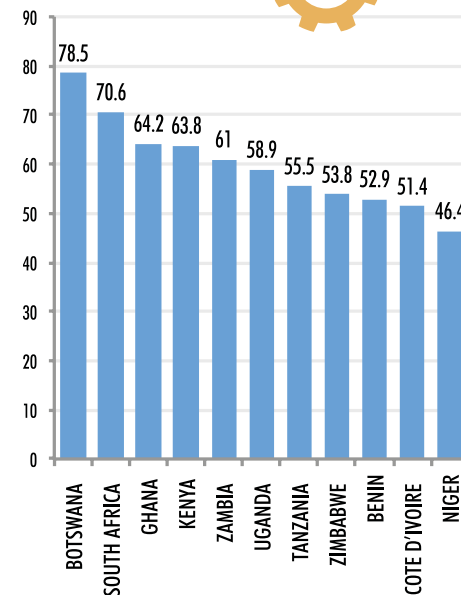
1. Measure of safety and rule of law in the country



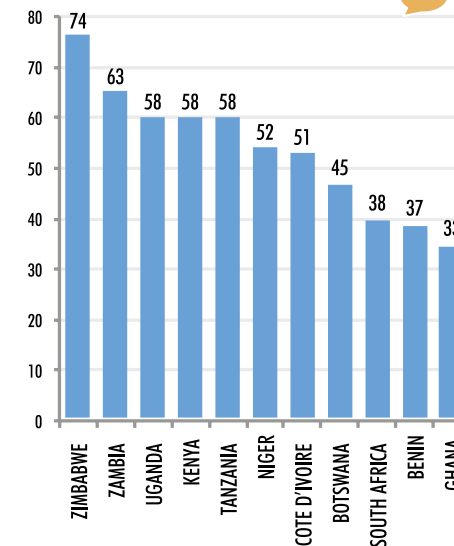
2. Measure of Participation and Human rights in the country



3. Human development: Welfare, Education, Health

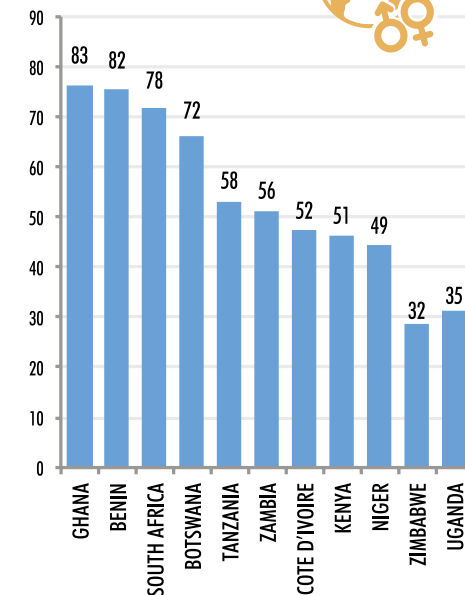


4. Press Freedom in the country (Legal environment, political environment, economic environment)



0=most free, 100=least free.

5. Freedom in the world: Political rights and civil liberties



0=least free, 100=most free

DISCUSSION OF DIMENSIONS

Government wide monitoring and evaluation systems

DIMENSION	DEFINITIONAL CONSIDERATIONS	COUNTRY SPECIFIC NOTES
The level of M&E policy development in the country	Policy development is a fluid process, whose steps vary from country to country. However, common landmarks in the process included policies still in the drafting process, those which were drafted but had not been adopted by parliament, those adopted by parliament but not approved by Cabinet, and those which are fully in place.	This question allowed for four categories in classifying the stage of existence or development of M&E policies as these cannot be classified as simply existent or non-existent. Policy development is a process that takes time. Categories considered: (i) if the policy exists, (ii) if the policy is under development, (iii) if the policy is awaiting approval and (iv) not having any policy) For instance, Ghana and Zambia's M&E policies are still at development stage and still to go through approval stage prior to the policy being classified as existent.
Number of evaluations conducted in the country	Two considerations on this are the point at which an evaluation is 'conducted', and what counts as conducted 'by the country'. Due to ease of data collection, we only included evaluations conducted by the national evaluation system custodian department, but in future years, would hope to include evaluations by other national and provincial departments. Additionally, this year, we included only evaluations that have been fully completed and approved, not those which got 'stuck' somewhere in the commissioning, conducting, or approvals process. In the future, it may be useful to collect ongoing information on a wider spectrum of this work.	In some countries such as Kenya, evaluations were planned for but did not take place due to resource constraints. Botswana on the other hand also has plans to institute rapid evaluations later this year. The numbers indicated hence only reflect those that have actually taken place, not those that are still in the pipeline.
The proportion of national programmes evaluated in the country	While the reach evaluations have over all national programmes is not a perfect measure of the strategic nature of the national evaluation system, it does indicate how central the system is to government planning	It has been difficult to obtain this information from the countries for this phase which indicates that data on this is not readily accessible. Phase two of the progress index will seek to uncover this.
The national budget for evaluations	This dimension was included to indicate the scope of the system.	The budget for M&E can be split across departments for instance in the case of South Africa. However, in Uganda, the budget is centralised at the office of the Prime minister. In the case of Zimbabwe there is no stated national budget for evaluations as parliament carries the cost.

The extent to which the national evaluation system is built on the national development plan	This dimension was included to look at alignment between planning processes and evaluation processes.	Largely countries' national development plans hinge on evidence from evaluations. However, Zambia noted this alignment as not always being straightforward as it can be influenced by other regional and international development agenda.
The number of staff with an M&E job title in the national M&E directorate	Human resource capacity is a limitation in the region, and in future years, we would like to look at a range of different skills and competencies in the public sector. For now, however, we are looking only at dedicated M&E roles in the directorate, due to availability of information.	In South Africa 331 staff includes the staff from the M&E directorate (DPME), Office of the Prime minister and the bureau.
Civil Society Organisations (CSOs) participation in ensuring effectiveness of national evaluation systems.	Acknowledging the integral role citizens have in producing and interpreting evaluation evidence, and that government evaluation systems cannot be effective in isolation, this dimension looks at openness to civil society participation.	In Ghana, most CSOs are founded with the purpose of improving government accountability systems. In Uganda, CSOs sit on the evaluation committee which oversees the Government Evaluation Facility (GEF) Similarly, in Kenya CSOs are members of various committees of NIMES. In Botswana, CSOs are part of the development of the national M&E system.

Parliamentary monitoring and evaluation systems

DIMENSION	DEFINITIONAL CONSIDERATIONS	COUNTRY SPECIFIC NOTES
The number of parliamentary support staff employed by the parliament	In looking at parliamentary capacity to engage with evidence, support staff play a crucial role, and number of support staff give a sense of the possibility for MPs to be supported in engaging with M&E.	It has been challenging to obtain information for this as parliaments are quite closed institutions. The dimension will move into the next phase of the project.
The proportion of MPs from the ruling party vs. the opposition party	There are strong political incentives to engage with evidence, and a sense of the balance between opposition and ruling party MPs gives some sense of what these incentives might be.	
The proportion of MPs with any university degree	MPs often have diverse backgrounds, and while a degree is not the only measure of capacity to engage with M&E, it is one snapshot	Data indicated was obtained from the African legislature's project dating back to 2010. It has been challenging to obtain most recent data from parliaments. The next phase of the progress index will uncover this.
The percentage of portfolio/parliamentary committees with research support	In addition to general support staff, research support within committees have specific, focused mandate to engage with thematic information.	It has been challenging to obtain information from parliaments. The dimension will move into the next phase of the project.

The existence of legislation on evidence use in the country	Legislation indicates that evidence use is not just ad hoc, but systematised in a way that has been deliberated, and supported by the country's leadership.	Countries indicated not having specific legislation on evidence use.
The percentage of time parliament spends in oversight and legislative work vs constituency work?	Most pressure on MPs is to do constituency work. Oversight and legislation are a balance that demonstrates certain components of parliamentary effectiveness.	It has been challenging to obtain information for this as parliaments are quite closed institutions. The dimension will move into the next phase of the project.
The number of evaluations reviewed by parliamentary committees annually	The number of evaluations reviewed demonstrates both parliamentary integration into the national evaluation system, and also the level of demand coming from parliament to engage with evaluations	It has been challenging to obtain information for this as parliaments are quite closed institutions. The dimension will move into the next phase of the project.

Evaluation is emerging as a profession

DIMENSION	DEFINITIONAL CONSIDERATIONS	COUNTRY SPECIFIC NOTES
The existence of a VOPE	Support for professional evaluators is a critical component of a national evaluation association, but often, these begin as loose affiliations with limited capacity as a network.	Overall, there is much larger representation of non-registered members vs. registered members to VOPES. For instance SAMEA (South African Monitoring & Evaluation Association) and ESK (Evaluation Society of Kenya). For some VOPES most recent data was not available i.e. for Niger and Cote d'ivoire hence data for 2007 as used.
The number of Higher Education Institutions (HEIs) providing standalone M&E qualifications	Currently, M&E is often embedded within different thematic disciplines, and there is debate within the profession about the merits of this approach. However, due to restrictions of data collection, this year we are focussing on stand along M&E certificates, diplomas, and degrees, and in future, may look at a wider, more disaggregated spectrum of offerings.	The data collection for this dimension is in process and the results will be released in phase 2 of the project.
The average cost of a standalone M&E qualification	Accessibility of M&E is an important consideration in evaluation supply, and cost is one component of this. For this dimension, we took an average cost of all degree offerings in the country. In future years, we hope to provide more disaggregated information.	The data collection for this dimension is in process and the results will be released in phase 2 of the project.
The number of evaluations conducted in each country in the past ten years	The Afred Database is giving us a baseline for evaluation conducted in the region. While it is not exhaustive of all evaluations conducted, it provides a good indication for this.	Data was obtained from Afred database.
The highest level qualification for evaluators in each country	This indicates the highest levels of qualification for African evaluators from the Afred database.	Data was obtained from Afred database and survey conducted with African evaluators from the database. Nigger was not represented in the survey.

The primary sector of employment for the evaluators?	This indicates the primary sector of employment for evaluation practitioners from the Afred database.	Data was obtained from Afred database and survey conducted with African evaluators from the database. Niger was not represented in the survey.
The gender balance of evaluators in the countries	This provides a breakdown between male and female evaluators from the Afred database.	Data was obtained from Afred database and survey conducted with African evaluators from the database. Niger was not represented in the survey.

Enabling Environment

DIMENSION	DEFINITIONAL CONSIDERATIONS	COUNTRY SPECIFIC NOTES
Measure of safety and rule of law in the country	This was drawn from the Mo Ibrahim Index data and indicates rule of law, accountability, personal safety and national security in the country. These external environment aspects have an effect on national evaluation systems.	Data indicates the country's percentage rating of safety and rule of law in 2015.
Measure of Participation and Human rights in the country	This was drawn from the Mo Ibrahim Index data and indicates the levels of participation, rights and gender in the country. These elements are essential to holistically understanding national evaluation systems.	Data indicates the country's percentage rating of safety and rule of law in 2015.
Human development	This was drawn from the Mo Ibrahim Index and looks at access to welfare, education and health in the country. The level of human development in a country is essential to understanding its accountability systems.	Data indicates the country's percentage rating of safety and rule of law in 2015.
Press Freedom in the country	This is drawn from the Freedom House Index and indicates the legal, political and economic environment as part of the external environment that has an effect on national evaluation systems.	Data indicates the countries' 2017 Freedom House ranking on Press freedom. 0=most free, 100=least free
Freedom in the world : Political rights and civil liberties	This is drawn from the Freedom House Index which assesses the condition of political rights and civil liberties in the countries. This provides information on how enabling the environment is for M&E.	Data indicates the countries' 2017 Freedom House ranking on Freedom in the world: 0=least free, 100=most free

SOURCES OF INFORMATION

Key informants were identified from the pool of M&E experts in CLEAR-AA and Twende Mbele's networks within the pilot countries. Information was collected from a variety of sources including professional resource persons within the selected countries, academic and development reports, government websites, the AFRED database as well as relevant global indices on democracy and governance.

ABOUT CLEAR

The Center for Learning on Evaluation and Results (CLEAR) is a global initiative that began in 2010. CLEAR global initiative aims to strengthen developing countries capacities in monitoring and evaluation (M&E) and performance management to support and focus on results and evidence-based decision-making. CLEAR has six regional Centres, all housed in academic institutions. CLEAR Anglophone Africa (CLEAR AA) was established in 2011 and is hosted by the faculty of Commerce, Law and Management at Wits University in Johannesburg, South Africa.

The founding donors of this regional initiative are the African Development Bank (AfDB), the Australian Agency for International Development, the Asian Development Bank, the Belgian Development Cooperation, the Inter-American Development Bank, the Rockefeller Foundation, the Swedish International Development Bank, the Agency for Development Cooperation, the British Department for International Development (DfID), and the World Bank Group. The secretariat is housed in the Independent Evaluation Group (IEG) of the World Bank Group.

CLEAR-AA is a response to an increased demand from government and civil society for practical and applied Evaluation Capacity Development, and the limited availability of relevant services in many developing countries in the region. CLEAR-AA develops and provides high-quality, applied, cost-effective in-region capacity-building programmes, and connects with global learning to produce innovative materials and enable practical knowledge-sharing on M&E and Performance Management. The aim of CLEAR-AA is to expand and strengthen M&E capacity across Anglophone Africa, and support initiatives that work towards this.

Our services

- Build and expand the capacity of the evaluation sector. This includes short courses, tailored training, advisory services and mentoring,
- Conduct evaluations that have significant potential for innovation in methods,
- Provide technical assistance around our thematic areas of work,
- Build communities of practice as a vehicle for enhancing learning,
- Translate applied research into academic knowledge in order to build evaluation theory and disseminate good practice.



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