

Monitoring and Evaluation at the Sector Level.

Experiences from JSR in the education sector of Burkina Faso, Mali and Niger

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1. Introduction

- importance of M&E in new aid paradigm
 - evidence-based, iterative approach
 - RBM
 - 'participation' of non-state actors

1. Introduction (cont.)

- shifts in aid paradigm → M&E reform agenda (see 2005 PD)

Donors

- **Harmonisation**
→ coordination, rationalisation, exchange of information
- **Alignment**
→ rely upon and use recipient's M&E

Recipients

- **Establish results-oriented M&E system (see indicator 11)**

1. Introduction (cont.)

- rationale for 'harmonisation' & 'alignment'
 - isolated donor M&E flawed
 - ✓ huge transaction costs
 - ✓ learning deficit
 - .lack of impact evaluation (public goods problem)
 - .mutual learning curtailed (at level of substance and methodology)
 - ✓ in context of new aid modalities: useless and counterproductive
 - .attribution problem
 - .undermining of recipient M&E strengthening

1. Introduction (cont.)

- progress in implementation: slow and difficult

	Recipients	Donors
2006 PD survey	2 (29) adequate results-oriented frameworks	18% joint missions 42% joint analytical work 28% of donor portfolio uses country M&E systems (2004) PFM: 40%; procurement: 39% (2005)
2008 PD survey (Accra)	3 (54) adequate results-oriented frameworks	20% joint missions 40% joint analytical work PFM: 45%, procurement: 43% (2007)

methodology, statistics > systemic issues

1. Introduction (cont.)

- chicken & egg dilemma
- solution? two-track approach
 1. building & strengthening of recipient M&E system: LT
 2. satisfaction of short-term M&E accountability & learning needs
 - ✓ 'complementary' M&E exercises conform PD principles
 - ✓ interim & adaptive
- potentially interesting exercises on the ground: joint sector reviews (JSR)

2. Joint Sector Reviews: what and why

- no standardised definition, no blueprint, no handbook
- type of periodic assessment of sector performance
- satisfaction of donor & recipient M&E needs
- broad participation of stakeholders
- broad information base (secondary & primary)
- discussions of conclusions at Annual Review Meeting (ARM)
- main documentary output: Aide Mémoire (AM)

2. JSR: what and why (cont.)

- JSR: increasingly important but underresearched
- Aim of the research:
 - assessment of JSRs on a number of criteria
 - ↓
 - M&E needs of accountability & learning
 - PD reform agenda
 - confrontation with insights from evaluation theory and other related M&E practice

3. Data and methodology

- sample selection
 - belgian DC
 - longitudinal perspective
 - internal validity > external validity
- 18 JSRs in education sectors of Burkina Faso (8), Mali (5), Niger (5)
- combination of desk and field study

3. Data and methodology (cont.)

Framework of analysis

Broad objectives	Specific issues
Accountability needs	<ul style="list-style-type: none"> ▪ substance (inputs, activities, output, outcomes, impact) at aggregate sectoral level ▪ underlying systemic, institutional apparatus
Learning needs	<ul style="list-style-type: none"> ▪ substance at aggregate sectoral level ▪ underlying systemic, institutional apparatus
Reform agenda	<ul style="list-style-type: none"> ▪ harmonisation (sectoral level + with national processes) ▪ country leadership/ownership ▪ broad participation of inside & outside government actors ▪ alignment ▪ capacity building of M&E supply & demand side ▪ mutual accountability

4. Selected findings

- Accountability needs
 - accountability > learning
 - implementation monitoring > results-based monitoring
 - substance > institutional apparatus
 - institutional apparatus → PFM, no attention for sectoral M&E system
 - ↑ attention for underlying apparatus (Niger)

4. Selected findings (cont.)

- learning needs
 - little attention for analysis of flows and for learning needs but gradually increasing (Burkina Faso)
 - weak quality of analysis but gradual improvement (BF)
 - focus on service utilisation plan
 - analytical quality of sector performance report is determinant
 - recommendations regarding institutional apparatus but no systematic follow-up, no improvement

4. Selected findings (cont.)

- Reform agenda
 - efforts for harmonisation of sector level with central processes
 - harmonisation and coordination among donors is on the agenda + progress
 - alignment not really an issue on the agenda and actual degree of alignment is unclear
 - leadership by sector ministry
 - broad participation of stakeholders
 - capacity-building of M&E demand & supply side not a major issue
 - donor's effectiveness not a major issue, but increasingly on the agenda

5. Issues for discussion

5.1. Balancing among 'substance' and 'systemic issues'

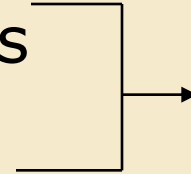
- substance > institutional apparatus
 - understandable in short-run
 - but ↔ logic of new aid paradigm
 - set-up sectoral M&E system
 - pay-off on the long run
 - long-term incremental approach
- Changing outlook of JSR
- more systemic evaluative approaches
 - formative & summative meta-evaluation
 - focus on quality of sectoral M&E systems & outputs
 - also CB of M&E demand side

5.2. Balancing among accountability and learning

- JSR: odd mixture of accountability & learning objectives
 - not easy reconciliable
 - ✓ different focus
 - ✓ different actors
 - ✓ different methodologies
 - argument in favour of one arrangement for both
 - ✓ ↓ disadvantages of narrow stand-alone 'performance measurement'
- acknowledge inherent tensions among 2 objectives
- hybrid multi-partner approaches

5.3. JSR as a forum for harmonisation and coordination

- collaboration among donors
- participation of recipients



traditionally
evaluation principles
with least compliance

→ JSR: potential to turn the tide

- coordination among budget and non-budget support donors
 - ✓ value added for both of information triangulation
 - ✓ familiarisation with new type of exercise → ↓ parallellism
- participation of inside government M&E actors
 - ✓ learning by doing CB
- participation of outside government M&E actors
 - ✓ usage of information: incentive for its collection
 - ✓ learning by doing CB

5.4. JSR and feedback

- little systematic follow-up and integration of findings of JSR
 - proxy for deficient institutional apparatus
- organisational set-up of JSR stimulates feedback
 - JSR linked to ARM
 - ✓ information dissemination
 - ✓ argumentation and dialogue → ↑ ('process') usage
 - JSR: no one-shot stand-alone event
 - ✓ input from and feeds into continuous M&E process
 - ✓ need for specialised aid agency staff on the ground
 - ✓ need for a strong (sectoral) M&E working group
 - JSR: expanded approach to M&E



Thank you!

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Accountability needs

	Burkina Faso	Mali	Niger
<i>Substance</i>	<ul style="list-style-type: none"> •Focus mainly on access and quality. •Since the 6th mission (Nov. 2006) more attention for financial inputs through the instalment of a working group on financial management. 	<ul style="list-style-type: none"> •Focus on access and quality with main emphasis on accountability at the activity level. Only one AM contains progress •on (mainly) output indicators. •In most AMs little attention for financial inputs. 	<ul style="list-style-type: none"> •Focus on access and quality with main emphasis on accountability at the activity level. •Accountability at the financial input level is becoming increasingly important (see latest JSRs)
<i>Institutional / Systemic issues</i>	<ul style="list-style-type: none"> •In the AMs especially attention for financial management and capacity building and not really for institutional and systemic issues at other levels of the causal chain. •Since 6th and 7th JSR (2006/2007) increasing awareness of the importance of the underlying systemic and institutional issues, without however much follow-up. 	<ul style="list-style-type: none"> •Relatively little attention for institutional and systemic issues (except for the 2nd AM). •Not much attention for M&E at central and programme level. 	<ul style="list-style-type: none"> • Increasing attention to institutional development, mainly caused by confrontation with lagging improvements at the substance level.

Learning needs

	Burkina Faso	Mali	Niger
<i>Substance</i>	<ul style="list-style-type: none"> •In objectives of latest JSRs more attention to learning needs. •Analyses are weak but improving over time. 	<ul style="list-style-type: none"> •Hardly any analyses are made. •The JSR concludes that the sector performance reports (major input of JSR) contain no analyses concerning the progress of the indicators, which makes it difficult to learn. 	<ul style="list-style-type: none"> •Analysis focuses mainly on implementation issues, mostly on issues related to the service utilization plan
<i>Institutional / Systemic issues</i>	<ul style="list-style-type: none"> •Almost each AM contains recommendations for M&E, (for the overall sector level and for programme level), but follow up is lacking. •Increasing attention to the improvement of the quality of the reporting (implementation reports, AMs and recommendations). 	<ul style="list-style-type: none"> •Analysis and learning regarding the institutional/systemic issues is not on the agenda of the JSRs 	<ul style="list-style-type: none"> • Recommendations are made in every JSR, but without results. Main problems are at the level of budgeting and planning.

Paris reform agenda

	Burkina Faso	Mali	Niger
<i>Coordination and Harmonisation at sector level</i>	<ul style="list-style-type: none"> • Coordination and harmonisation is taking place through the 'Cadre Partenarial'. 	<ul style="list-style-type: none"> • Especially in 2nd AM attention to the non-harmonisation of procedures of the different development partners 	<ul style="list-style-type: none"> • Attention for harmonisation, results in this area are made.
<i>Harmonisation with other national review processes</i>	<ul style="list-style-type: none"> • Indicators are harmonised with those of the PRSP. Overlap of actors that participate at various processes. 	<ul style="list-style-type: none"> • Harmonisation with the central PRSP process is an explicit objective (see first AM). 	<ul style="list-style-type: none"> • The education programme is integrated in the PRSP and in conformity with the MDGs.
<i>Alignment</i>	<ul style="list-style-type: none"> • There is alignment on paper in the 'Cadre Partenarial'. The move towards alignment and budget support is however weakened in the final version of the 'cadre partenarial'. The effective degree of alignment is not clear. 	<ul style="list-style-type: none"> • The degree of alignment is not clear from the documents 	<ul style="list-style-type: none"> • M&E unit plays a role in alignment of information, including information from projects and programmes.

Paris reform agenda (cont)

	Burkina Faso	Mali	Niger
<i>Leadership/ownership</i>	<ul style="list-style-type: none"> Joint coordination and joint presidency of Secretary General of the ministry of education and the leading donor. 	<ul style="list-style-type: none"> Ownership/leadership is clear from the documents 	<ul style="list-style-type: none"> The Ministry of basic education coordinates the education programme and the JSR. The Minister is president of the reviews.
<i>Broad participation of actors</i>	<ul style="list-style-type: none"> The first AM mentions explicitly the presence of the ministry of education, donors in the education sector, social partners (labour union, teacher-parents associations), NGOs, private sector, representatives of other ministries (without further detail) and representatives of the deconcentrated structures 	<ul style="list-style-type: none"> Representatives of the national ministry of education, development partners, deconcentrated and decentralised structures and civil society. Not clear whether the ministry of finance or the central M&E unit are present. 	<ul style="list-style-type: none"> Many donors are present, also non-budget support donors. Representatives of the Ministry of Finance and the PRSP secretariat are present.
<i>M&E capacity building of demand & supply side</i>	<ul style="list-style-type: none"> Weak capacity is acknowledged, but no specific capacity building for M&E. 	<ul style="list-style-type: none"> Only attention in 2nd AM for the capacity building on M&E for the decentralised 'education' structures at local level. 	<ul style="list-style-type: none"> No specific attention for capacity building at the level of M&E.
<i>Mutual accountability</i>	<ul style="list-style-type: none"> Donors' effectiveness not really an issue on the agenda. 	<ul style="list-style-type: none"> Little and in the last two AMs even no attention to effectiveness of donors 	<ul style="list-style-type: none"> Critical on the fulfilment by donors of agreements made in the 'Cadre Partenarial'.